



HOME OFFICE

# Report on the Work of the Probation and After-Care Department 1969 to 1971

*Presented to Parliament by the Secretary of State for the Home Department  
by Command of Her Majesty  
November, 1972*

LONDON  
HER MAJESTY'S STATIONERY OFFICE  
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Great Britain

— HOME OFFICE —

~~Report on the Work of the~~  
~~England~~ → Probation and  
After-Care Department — REPORT,  
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**REPORT ON THE WORK OF THE  
PROBATION AND AFTER-CARE DEPARTMENT  
1969-1971**

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1962-5 Cmnd. 3107

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#### Key to footnotes

MC	indicates the Report of the Departmental Committee on the Probation Service (the Morison Committee). 1962. Cmnd. 1650.
DR1	indicates the Report on the Work of the Probation and After-Care Department 1962-1965. 1966. Cmnd. 3107.
DR2	indicates the Report on the Work of the Probation and After-Care Department 1966-1968. 1969. Cmnd. 4233.
ECR	indicates the First Report from the Expenditure Committee for the Session 1971-1972. 1971. House of Commons Paper 47.

**HOME OFFICE**  
**REPORT ON THE WORK OF THE PROBATION AND**  
**AFTER-CARE DEPARTMENT 1969-71**

CHAPTER 1

INTRODUCTION

1. When the Morison Committee on the Probation Service reported in 1962, one of its recommendations\* was that the Home Office should publish a periodic report on the work of the probation and after-care service and on its own activity. The present Report is the third to be published in pursuance of that recommendation; and, although the previous reports,† covering the years from 1962 to 1968, were able to describe a number of significant developments, the period spanned by this latest report—1969 to 1971—has probably been even more eventful for the service.

2. In the first year covered by this Report—1969—the probation and after-care service was uncertain as to its future role. By the summer of 1972, these uncertainties had been resolved, and although the following chapters give a detailed account of the various decisions and plans, it would be worthwhile for this Report to start by giving a broad account of the position of the service as it stood in November, 1972 and of the main decisions which led to that position.‡

3. The uncertainties which surrounded the service during most of the period were due to several factors:—

- (a) The White Paper "Children in Trouble" published in 1968 proposed that the function of supervising children under 14 who had appeared before the courts should be transferred from the probation and after-care service to the children's departments (as they then were) of the local authorities. Effect was given to this proposal in the Children and Young Persons Act 1969. At the time there was some anxiety in the service that the loss of a significant part of its work might leave it depleted and unclear as to its future. The present Government made it clear in October 1970, however, that as regards the provision in the Children and Young Persons Act 1969 for those aged 14-17, supervision of this age group will continue to be one of the important tasks of the service.

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\* MC para 180.

† DR1 and DR2.

‡ This Report strictly covers the years 1969 to 1971 and is issued some months after the end of that period because of the need for it to contain statistics for the three years. Important decisions affecting the service were promulgated in 1972, and in order that this introductory Chapter may cover what may be regarded as a chapter in the life of the service it deals with events up to November 1972.



(b) The summer of 1968 had seen the publication of the Report\* of the Seeborn Committee on Local Authority and Allied Personal Social Services, whose main recommendation was the establishment by local authorities of unified social service departments to include their children's and welfare departments, and the social work services of health departments. The probation and after-care service as such was not within the Committee's terms of reference; but the Committee recommended that the then Government should undertake an immediate examination of the implications of their report as they affected the service. This recommendation inevitably gave rise to controversy both inside and outside the service on the question whether it should become merged in the proposed local authority social service departments. This controversy was not entirely stilled by the passing of the Local Authority Social Services Act 1970, which did not include the probation function in the new departments.

(c) The Courts Act 1971 (following the Report† of the Royal Commission on Assizes and Quarter Sessions) established in place of the existing higher criminal courts a national Crown Court administered by the Lord Chancellor. The suggestion was then made in some quarters that the central government should also assume responsibility for the magistrates' courts, and this led the Home Office to consult interested organisations. Further uncertainty was thus created within the probation and after-care service. If the magistrates' courts were to lose their local form of organisation under committees of magistrates (similar to that of the probation service) and if the magistracy itself were to become a national service, would it be practicable for the probation service to continue as a separate local service? And if not, should it be merged with the local authority social service or should it also become a national service administered by the Home Office?

4. Several events during the period under review prepared the way for the resolution of these uncertainties:—

(a) In June 1970, the Advisory Council on the Penal System issued a Report on Non-Custodial and Semi-Custodial Penalties which recommended several new forms of non-custodial treatment and an increased use of probation. The Report was well received by the Press. It pointed the way to the possibility of the wider use of the probation and after-care service as providing a wide variety of forms of treatment for adult offenders within the community as an alternative to imprisonment.

(b) Predictions were in 1970 beginning to emerge of a further sharp increase in the number of offenders who would, on existing practice, be sent to prison and would, unless steps were taken, lead to further congestion in the already overcrowded prisons. At the same time there was a growing body of opinion among those concerned with penal matters that a substantial proportion of those sent to prison need not be sent there if adequate facilities for non-custodial treatment existed.

\* Cmnd. 3703.

† Cmnd. 4153.

(c) A Report from the Expenditure Committee of the House of Commons on Probation and After-Care, published in December 1971, gave a favourable account of the service and made recommendations which they believed might yield greater social benefit at less overall national cost. The Report made the statement: "On the basis of the evidence given to us we can see no reason for a change in the independent status of the probation service in England and Wales, while recognising that changing circumstances could require the point to be re-examined in the future".\* They recommended that the local authority involvement should continue.

5. These factors, together with the Government decision (announced on 20th February 1972) that there should be no fundamental change in the form of organisation of the magistrates' courts, enabled the Government to resolve the issue of the future organisation of the probation service. On 22nd June 1972, the then Home Secretary announced in Parliament the Government's intention that the probation and after-care service should continue to be a separate service, organised in local areas under committees of magistrates. He added that the Government were prepared to increase the Government grant towards expenditure on the local probation services from 50 per cent to 80 per cent.

6. Meanwhile, plans were in preparation in the Department, in consultation with the national probation organisations, for the introduction of new forms of non-custodial treatment to be carried out by the probation and after-care service:—

(a) Under powers conferred by the Criminal Justice Act 1972 five probation areas are to establish experimental schemes of service to the community by offenders under court order. These are pilot schemes and will run for one or two years. It is the intention of the Government if the experiment is successful, to discuss with the service organisations the extension of the arrangements to all parts of the country.

(b) Under other powers conferred by the Act, four probation areas are to introduce experimental day training centres to which offenders may be sent by the courts as a condition of probation. These will provide social education and intensive supervision, and are similarly pilot schemes.

(c) The Act will allow, on a limited scale, the courts to require an offender whose sentence is suspended to be supervised by a probation officer.

(d) Experiments in various forms of intensive supervision of probationers and licensees from penal institutions have been set up in five probation areas in co-operation with the Home Office Research Unit.

(e) A plan has been made for the provision of 1,650 places in new probation hostels for adults over a period of five years. (There were 58 such places before the plan was launched.) A start with the opening of the hostels has been made in 1972.

(f) The proportion of prisoners eligible for parole who have been granted it has trebled over the three year period.

\* ECR page xxi.

7. The planned expansion of the work of the probation and after-care service can be fulfilled only if its manpower is increased accordingly. The process of setting up new training facilities, the recruitment of staff and students, and the passage of students through the course and into the service, take time, and there is necessarily a time-lag between the perception of the need to expand the service more rapidly and its achievement in the form of trained recruits taking up service. The Department therefore gave priority to this task, and in the summer of 1970, began to make plans for a greater rate of expansion of an already expanding service, even though the extent of the expansion which might ultimately be required could not at that time be predicted with any exactness. Accordingly, in November 1970 the then Parliamentary Under Secretary of State (Mr. Carlisle) announced a target of 4,700 for the end of 1975 (as compared with a strength of about 3,400 at the time of the announcement and 3,000 at the beginning of 1969) and the creation of 200 new training places. Of these, 100 came into existence in September 1971 and the remainder in September 1972. In 1972, the manpower requirement was reviewed again by the Advisory Council in the light of more exact predictions and on 22nd November the Home Secretary announced a revised target for 1975 of 5,000 and for 1976 of 5,350. Discussions are in train with the Central Council for Education and Training in Social Work about the training implications of these new targets. It is the Government's intention for the future to carry out an annual review of manpower requirements.

8. The Government's proposals for the expansion of the service have been criticised on the ground that a 'massive injection' of money was required. The plans set out above for the expansion of the service over the period of a few years can fairly be described as a massive expansion when compared with the size of the service as it was at the beginning of the period under review. If what the critics mean is that an expansion of this magnitude or larger should be made in a much briefer period, the answer is that it would not be practicable to do this without loss of standards, both as respects the quality of persons selected and as respects training. If standards were thus to fall, the present confidence of the courts in the service, and their willingness to use it, might falter. Since an increase in the use of treatment within the community ultimately depends on the sentencing policy of the courts and on the willingness of public opinion to support it, it is essential that confidence in the service shall be retained.

9. It was a feature of the 1971 pay settlement that an inquiry should be held with a view to establishing, with effect from 1st July 1972, an appropriate relationship between the pay of probation officers and other social workers. The inquiry was set up at the end of 1971 and was undertaken by Mr. J. B. Butterworth, Vice-Chancellor of Warwick University, assisted by Professor Margot Jefferys. Mr. Butterworth's report was published in August 1972\* and most of its recommendations about salaries have been accepted and put into effect.

10. It is reasonable to hope that decisions described in this chapter provide foundations on which the probation and after-care service can expand and develop.

## CHAPTER 2

### ORGANISATION AND ADMINISTRATION OF THE PROBATION AND AFTER-CARE SERVICE

#### Probation and After-Care Areas

11. The basic unit of the probation and after-care area is a single petty sessional division. The Criminal Justice Acts of 1925 and 1948 provided for the combination of two or more petty sessional divisions, and the number of probation and after-care areas in England and Wales has now been reduced to 79 as a result of combining orders made by the Secretary of State under those Acts. The most recent of these orders became effective in August 1969, and a number of factors, particularly the prospect of local government reorganisation, have since made it inopportune to carry out any further combinations. But it was generally recognised that developments in the service were likely to favour at an appropriate time renewed progress towards the creation of larger probation and after-care areas; and the introduction in the autumn of 1971 of the Local Government Bill, with its provisions for new non-metropolitan and metropolitan counties, enabled the Department to give further consideration to this matter.

#### Probation and After-Care Committees

12. It was the practice for each order combining two or more probation and after-care areas to provide for the inclusion on the probation and after-care committee of members of courts of quarter sessions in the new area. Those courts were abolished by the Courts Act 1971, which, however, enables judges of the Crown Court as established by the Act, and additional justices with experience of sitting as members of that Court, to be appointed to the committees of combined areas. The link between the service and the higher courts was thus preserved; and in pursuance of the new provision the Secretary of State made an order\* in March 1972 which specified the number of Crown Court judges and additional justices who should be appointed to the committees in place of members of quarter sessions. Where a single probation and after-care area comprises a borough and that borough had a separate court of quarter sessions, the recorder had, by virtue of his office, a statutory right to membership of the probation and after-care committee. Since the coming into force of the Courts Act that provision has ceased to have effect and committees in a single area have not included any higher court representatives. For the future, the statutory power to appoint representatives of the higher courts will be contained in the new provision made by section 57 of the Criminal Justice Act 1972, which empowers the Lord Chancellor, if he thinks fit, to appoint judges and additional justices of the Crown Court to be members of any probation and after-care committee.

\* Cmnd. 5076.

\* SI 519/1972

13. Most probation area combining orders also provided that the secretary of the committee should be a specified clerk of the peace. That office was abolished by the Courts Act 1971 and it thus became necessary to make fresh provision for these secretaryships. That was done by a further order\* by the Secretary of State, the effect of which was that, in general, the appropriate clerk of the county council became the secretary.

#### Case Committees

14. The Fifth Schedule of the Criminal Justice Act 1948 imposed on case committees the duty of reviewing the work of probation officers in individual cases. In its report the Expenditure Committee of the House of Commons recommended that the existence of case committees should be kept under review.† The Government's reply to this recommendation stated that "the Home Secretary is of the opinion, which is shared by the national probation organisations, that case committees are of continuing value". ‡ It went on to say that the evidence given to the Committee suggested rather that there was a need to review the functions of case committees. To pave the way for such a review, and after consultation with the probation organisations, an amendment to the 1948 Act was introduced in the Criminal Justice Act 1972 which removed the requirement for case committees to review the work of probation officers "in individual cases".§

#### The Central Authority

15. The former post of Director of Training (at superintending inspector level) was abolished when the holder retired in December 1971 and a second deputy principal probation inspector post was created and filled during 1972. The present establishment of the Inspectorate is:

Principal Probation Inspector	1
Deputy Principal Inspector	2
Superintending Inspector	3
Inspector	21

16. Training, both pre-service and in-service, continued to stretch the resources of the Inspectorate during the period under review and the additional work created by the expansion of training and the launching of new courses in polytechnics fell mainly on the Director of Training. Nonetheless the programme was maintained of courses for untrained entrants to the service, for training supervisors, for assistant principal probation officers, for senior probation officers and for probation officers working or about to work in prison service establishments. Without the support and co-operation of the service this would not have been possible, and it is perhaps not sufficiently realised that the demands of training in the probation and after-care service put a strain on all members of the service, not only those directly engaged in the training process.

\* SI 518/1972.

† ECR page xiv.

‡ Observations by the Government on the first Report from the Expenditure Committee session 1971-1972. Cmnd. 4968.

§ Criminal Justice Act 1972, Sch. 5.

17. When the new Council for Education and Training in Social Work took over responsibility for the training of social workers, including probation officers, three inspectors were seconded to the Council, thus ensuring that the experience accumulated by the Inspectorate in advising on and organising courses for probation training could be made directly available to the Council. The Home Office will, however, continue to run courses at the Home Office Training Centre (Cromwell Road) for the time being. Five inspectors will therefore continue to be engaged whole-time on pre-service training and another two on in-service training and staff development.

18. During this period arrangements for inspection work were based on the three regional teams under superintending inspectors centred on Birmingham, London and Manchester. Probation and after-care committees and principal probation officers have appreciated the easier communication between the service and the Inspectorate which the regional teams provide. Some progress has been made towards catching up on arrears on full inspection work, and, now that full responsibility for approving the appointment of persons to be senior probation officers has been given to probation and after-care committees,\* the desired frequency of one full inspection of each area every four years should be facilitated. The Expenditure Committee recommended† that the Home Office aim to increase the frequency of area inspections should be achieved as soon as possible, and maintained at the same or a higher rate, and the Government agreed with that recommendation. The changes in methods of inspection started in 1967 have been refined and have been generally welcomed by the service and by probation and after-care committees. Inspectors were heavily involved in planning the new developments incorporated in the Criminal Justice Act 1972 and in discussion and conferences on prison welfare and after-care.

#### Advisory Bodies

19. The previous report‡ referred to the reconstitution in 1968 of the Advisory Council for Probation and After-Care and the setting up of the Recruitment and Training Committee and the After-Care and Parole Committee to report direct to it. The former of the two committees was disbanded in 1971 following the transfer of its training functions to the Council for Education and Training in Social Work (see paragraph 54). In its place the Advisory Council set up a Staffing Committee from among its members to study and report on the provision of staff for the service. The Chairman of the Committee is Mrs. E. J. Salt and there are five other members.

20. Mr. Fraser Noble, M.B.E., (now Sir Fraser Noble), who had served as Chairman of the Advisory Council since 1965 and previously as Chairman of the Probation Advisory and Training Board, relinquished the office in January 1970 in view of the increasing demands of his duties as Vice-Chancellor of the University of Leicester. Lord Stonham P.C., O.B.E., formerly Minister of State, Home Office, was appointed Chairman and served until his death in December 1971. He brought his great experience and interest in penal affairs to the Council's service and his passing is much regretted. He was succeeded by Dr. Nigel Walker, formerly Chairman of the Council's Recruitment and Training

\* SI 1208/1972.

† ECR page xii.

‡ DR2 para. 10.



Committee. Dr. Walker is Reader in Criminology at the University of Oxford and takes up next year the post of Wolfson Professor of Criminology in the University of Cambridge.

21. The Council is represented on the Advisory Council on the Penal System and the Council for Education and Training in Social Work. It has also been invited to appoint an observer on the Personal Social Services Council.

22. The Probation and After-Care Department has continued to maintain close contact with the bodies which represent the service: that is, the Central Council of Probation and After-Care Committees, the National Association of Probation Officers and the Conference of Principal Probation Officers. For their part the organisations have welcomed the opportunities for consultation. They have also appreciated the acceptance by successive Home Office ministers of invitations to address their annual gatherings in the last three years.

#### The Cost of the Service

23. The growth of the service (described in paragraph 37) is reflected in the increasing cost during the years under review, as shown in the table on page 9. The figures in this table do not include the cost of the services of those probation officers who have been seconded to fill welfare officer posts in the prisons or social worker posts in detention centres, remand centres and borstal allocation centres (see paragraph 109). The full cost of these officers' services is reimbursed to the employing probation and after-care committees by the Home Office. Nor do those figures include the expenditure, which is similarly reimbursed, on material aid to certain categories of offenders who are receiving after-care; but they do include, in respect of other prisoners who receive voluntary after-care, expenditure for this purpose which is met from probation funds.

24. There was no change in this period in the arrangements for meeting the national cost of the probation and after-care service and, save for the particular items mentioned in the previous paragraph, this continued to be borne in equal shares by the Exchequer and the local authorities.

#### Principal and Senior Probation Officers

25. The numbers of supervisory posts—principals, deputy and assistant principals and seniors—at the beginning and end of the period under review were as follows:—

TABLE 1  
*Supervisory Probation Officers*  
*December 1969, 1970, 1971 and June 1972*

End of	Principals	Deputy and Assistant Principals	Seniors	Total
1969 ... ..	67	56	467	590
1970 ... ..	67	65	509	641
1971 ... ..	66	72	565	703
June 1972 ... ..	67	79	609	755

TABLE 2  
*Cost of the Probation and After-Care Service 1967 to 1971†*

Financial Year	Probation officers' salaries, superannuation, travelling and incidental expenses	Clerical Assistance (salaries, etc.)	Ancillaries	Other Employees	Other probation and after-care committee expenditure (accommodation, etc.)	Home Office Training Scheme	Total
1967-68 ...	£ 4,701,586	£ 1,175,948	£ —	£ —	£ 1,456,762	£ 338,018	£ 7,672,314
1968-69 ...	5,241,893	1,328,598	—	—	1,565,618	458,967	8,595,076
1969-70 ...	5,662,716	1,517,941	—	91,267	1,756,762	562,650	9,591,336
1970-71* ...	6,014,360	1,867,745	4,693	148,495	2,908,990	856,564	11,800,847
1971-72† ...	6,991,865	2,153,949	17,849	178,671	3,498,256	1,100,000	13,940,590

\* Provisional.

† Estimated.

‡ The cost of approved probation hostels and homes is not included in this table, but is shown separately in Tables 12 and 13.

The increase in the number of supervisory posts has been consistent with the Home Office objective, endorsed by probation and after-care committees, to achieve in general a ratio of one assistant principal probation officer to 35 probation officers and one senior probation officer to five main grade officers.

#### Appointments of Senior and Assistant Principal Probation Officers

26. Table 3 (on page 11) shows the age and length of service of officers promoted to senior and assistant principal probation officer posts in the years under review. It will be seen that well over half the appointments to senior posts, and nearly a quarter of the appointments to assistant principal posts, were of officers with between five and nine years' service.

27. In 1969 and 1971 the greatest number of appointments of men to senior posts were made in the age range 35-39, while in 1970 it was the age range 40-44. Although the appointments of women to senior and assistant principal posts were fewer than the proportion (nearly one-third) of women in the service, approximately one-third of those appointed to senior posts in 1971 were women.

#### Salaries and Conditions of Service

##### The Negotiating Machinery

28. In consequence of the Social Work (Scotland) Act 1968, the services formerly provided in Scotland by probation and after-care committees and the probation officers employed by them have since November 1969 been provided by the social work departments of local authorities. Accordingly, the Joint Negotiating Committee for the Probation Service operates now in England and Wales only. Its composition at the end of 1971 is set out in Appendix A.

##### Salaries

29. The Joint Negotiating Committee had agreed that the 1968 settlement should run for two years and probation pay was again reviewed in 1970. That led to a recommendation by the Committee (implemented by Rules\* made by the Secretary of State and operative from 1st April 1970) that the prevailing main grade scale of £870-£1,600 should be replaced by one of £975-£1,851. The resultant increase at the maximum of the scale was 15.6 per cent, and the Committee recommended, and the Secretary of State accepted, that that percentage increase should apply to senior probation officers also from the same date.

30. The increases approved by the Secretary of State for principal probation officers, who for salary purposes are grouped into seven groups according to the population of their areas, ranged from 15.6 per cent for officers in the smallest population group to 26 per cent for those in the largest groups, with the principal officer of Inner London (the largest area of all) getting 29.2 per cent. Those increases did not wholly accord with the Committee's recommendations, which were for a range of increases within the same population group and for the appropriate scale to be determined by reference not only to the population of the probation and after-care area but also to the number of probation officers

\* SI 677/1970.

TABLE 3  
New appointments of Senior and Assistant Principal Probation Officers, showing age and length of service on promotion 1969 to 1971

Age	Senior Probation Officers					Women Years of service					Asst. Principal Probation Officers Years of service				
	Men Years of service														
	Under 5	5-9	10-14	15-19	20-24	25 and over	Total	Under 5	5-9	10-14	15-19	20-24	25 and over	Total	Under 5
1969															
Under 30	2	4					6	1	1					1	1
30-34	3	5					8	1	1					2	2
35-39	8	17	3				28								
40-44	2	4		1			7	1	1					2	2
45-49		7	1	1			9							1	1
50-54			3				3				1			1	1
55 and over			1	1	1		3	1						1	1
Total	15	37	5	5	1	1	64	1	3	3	1			8	10
1970															
Under 30	5	1					6								
30-34		11					11								
35-39	4	11	1				16								
40-44	1	11	6	3			21								
45-49	2	5	2				9					1			
50-54		2	1	1			5								
55 and over	1						1								
Total	13	41	10	4	1		69	8	4	1	1			14	13
1971															
Under 30	1	4					5								
30-34	4	11	2				17								
35-39	2	18	2				22								
40-44		7		1			10								
45-49		3	7	1	1		12								
50-54			1				2								
55 and over			1				1								
Total	9	43	13	3	1		69	1	15	5				22	12

(1) Includes one woman officer.

employed there. In themselves the percentage increases actually given to principal officers of areas in the three smallest population groups, and probably to some of those in larger areas, were no less than they would have received under the Committee's recommendations; but other officers in the largest areas might have fared better under those recommendations and the Home Office refusal to accept staffing as an additional salary criterion left the Committee aggrieved.

31. Lastly, the review dealt with the salaries of deputy and assistant principal probation officers. In considering these one of the Committee's objects was to advise on the appropriate ratio which an officer's salary should bear to that of his principal probation officer. The Committee recommended, and the Secretary of State accepted, that the maximum salary of a deputy or assistant principal with effect from 1st April 1970 should be fixed by the probation and after-care committee, in consultation with the paying local authority, within the ratio of 70-75 per cent of the salary of his principal officer, subject to no increase being less than 15-6 per cent on the maximum of the scale and to the lowest maximum of a scale being not less than £2,511. For assistant principal probation officers in Inner London it was agreed that the new scale maximum should be £3,086, which, although less than 70 per cent of the principal's maximum, represented an increase of 22 per cent.

32. The 1970 settlement was to run for all grades for a period of 21 months from 1st April 1970. But it contained a provision that in January 1971 the Joint Negotiating Committee would, without commitment, review the agreement to determine whether any significant changes had occurred in the circumstances relevant to the probation and after-care service and its salary scale to justify a re-opening of the settlement; and that if it were agreed that such changes had taken place, the settlement could be revised and any consequential changes have effect from 1st April 1971.

33. The Committee began in January 1971 to review probation pay on that basis and decided to consider first the position of main grade officers. There was early agreement that new circumstances had arisen to warrant a re-opening of the 1970 settlement, but it was only after protracted negotiations that a fresh settlement was reached, and that settlement was only accepted by the Staff Side with reluctance. Following the settlement, the Secretary of State prescribed a shortened main grade salary scale of £1,395-£2,078, operative from 1st April 1971.\* The Rules also provided, from the same date, for an officer on completing 10 years' service on the maximum of his scale to receive an additional increment of £72, bringing his total salary to £2,150; and for the scale itself to be extended to £2,150 with effect from 1st April 1972. The increase at the maximum of the scale (£2,078) was 12.3 per cent (officers on the lowest points of the scale, and those qualifying for the extra increment, received more); and when the Committee came to consider the case of senior probation officers it recommended, and the Secretary of State accepted, that they too should receive an increase of 12.3 per cent from 1st April 1971. The Committee subsequently recommended that principal, deputy principal and assistant principal probation officers should have a similar increase from the same date, and the Secretary of State accepted that recommendation, subject to a maximum increase of £500 a year.†

\* SI 1615/1971.

† H.O. Circular 253/1971.

#### *Allowances*

34. The Joint Negotiating Committee also had occasion to review the "London Addition", which is payable to officers working in a defined area approximating to the Metropolitan Police District. The Committee recommended that, with effect from 1st May 1971, this allowance should be increased from £90 to £144 a year for officers employed in the Inner London Probation and After-Care Service and to £105 a year for other officers in the area, and this recommendation was after considerable delay and discussion between the Committee and the Secretary of State, implemented by Rules made by the Secretary of State.\*

35. In April 1968 an environment allowance was introduced for senior and main grade probation officers who are seconded to work in prison service establishments. After consultation with the Joint Negotiating Committee, the Secretary of State approved, with effect from 1st April 1970, an increase in the allowance from £54 to £64 a year and from 1st April 1971 to £71.

#### *Probation Offices*

36. Building work, in the form of purpose-designed new office suites and adaptation of existing premises, continued to increase during the years under review despite a number of constraints. These included the earlier national economic difficulties, uncertainties in some places about projects associated with new courthouses until the Report of the Royal Commission on Assizes and Quarter Sessions was received, uncertainties over the future administration of both the probation and after-care service and the magistrates' courts, and changes in the control of local authorities' capital investment.

\* SI 803/1972.

## CHAPTER 3

### STAFFING, RECRUITMENT AND TRAINING

#### Growth of the Probation and After-Care Service

37. In the three years under review, the number of whole-time probation officers has increased by 22 per cent, bringing the total to 3,689 at the end of 1971. The figures from 1958 are given in the following table:—

TABLE 4  
Whole-time Probation Officers (including supervisory grades)  
1958 to June 1972

Date	Established Officers			Temporary Officers			Total Whole-time Staff
	Men	Women	Total	Men	Women	Total	
31st December 1958	938	453	1,391	15	19	34	1,425
" " 1959	1,013	489	1,502	8	13	21	1,523
" " 1960	1,135	498	1,633	9	16	25	1,658
" " 1961	1,234	528	1,762	13	14	27	1,789
" " 1962	1,333	565	1,898	14	17	31	1,929
" " 1963	1,434	600	2,034	24	14	38	2,072
" " 1964	1,566	601	2,167	21	20	41	2,208
" " 1965	1,687	632	2,319	24	18	42	2,361
" " 1966	1,874	683	2,557 <sup>(1)</sup>	22	15	37	2,594
" " 1967	2,006	739	2,745	21	24	45	2,790
" " 1968	2,168	792	2,960	26	26	52	3,012
" " 1969	2,298	874	3,172 <sup>(2)</sup>	28	33	61	3,233
" " 1970	2,411	941	3,352	36	38	74	3,426
" " 1971	2,547	1,061	3,608	42	39	81	3,689
30th June 1972	2,587	1,100	3,687	45	42	87	3,774

(1) Includes 87 assimilated prison welfare officers from 1st January 1966.

(2) Includes 24 assimilated social workers from 1st January 1969.

#### Caseloads

38. As the table on page 15 shows, although the average caseloads of probation officers remained unchanged for the first two years of the period under review, there was a decrease in both male and female officers' caseloads in 1971. The implementation of section 7(2) of the Children and Young Persons Act 1969 was the principal reason for the reduction in the proportion of probation cases in 1971. That section provides that a court may make probation orders only for those who have attained the age of 17. The increase during 1971 in the supervision work under the Children and Young Persons Acts provides an indication of the involvement which the probation and after-care service still has with those in the 14-17 age group as supervisors under the 1969 Act (see paragraph 83). The reduction in the number of probation cases in 1971 has brought the average caseload for men below 50, the figure suggested by the Morrison Committee.\* This figure was no more than a guide, however, and the

\* MC para. 280.

Committee were of the view that probation and after-care committees' concern should be directed to assessing the "work-load" rather than the "case-load" of each officer.

TABLE 5  
Average load of cases under supervision by whole time Probation Officers<sup>(1)</sup>  
(excluding Prison Welfare Officers and Supervisory Officers)  
December 1969, 1970 and 1971

	Probation	Children and Young Persons Act	Supervision Matrimonial proceedings	Chancery Court	After-Care	Money payment	Total	Date
Men	34.6	0.5	0.9	—	12.7	3.5	52.2	} at 31.12.69
Women	26.5	3.5	6.6	—	4.5	1.6	42.7	
Men	33.1	0.5	1.2	—	13.6	2.8	51.2	} at 31.12.70
Women	27.3	2.5	6.9	0.1	5.0	1.5	43.3	
Men	24.3	5.4	1.4	—	13.2	1.9	46.3	} at 31.12.71
Women	21.6	4.8	7.4	0.1	4.4	1.5	39.9	

(1) The figures for 1969 and 1970 are in respect of England and Wales as a whole. The figures for 1971 exclude figures for Inner London, which were unavailable for that year.

#### Ancillary Workers

39. The experiments in the use of ancillary workers which were mentioned in the last Report\* showed that there was a field of work between that of the probation officer and that of the clerical assistant which is suitable for delegation to ancillary workers. This conclusion was considered by the Advisory Council for Probation and After-Care and the representative bodies of the probation and after-care service and they supported the employment of ancillaries in the service generally. The use of ancillaries was thought to ensure that, at a time when increasing demands were being made on the probation and after-care service, the probation officer's skills were deployed to the best advantage. Consequently, probation and after-care committees were invited to appoint ancillary workers and Home Office Circular 80/1971 suggested possible types of work which they might perform. A number of probation and after-care committees have appointed ancillary workers and at 31st December 1971 the number in post was 91, 53 of whom were men and 38 women. There was also one part-time ancillary worker.

#### Appointments to the Probation and After-Care Service

40. It is a desirable objective that expansion of the service should be effected as far as possible with trained personnel. Of 396 persons appointed for the first time as established probation officers in 1969, only 49 were without prior professional training. A shortfall in the output of students from training in 1970 led, however, to the appointment in that year of a substantially higher proportion of untrained entrants (103 in a total of 401 new appointments); while in 1971 a

\* DR2 para. 46.

record 480 new appointments included 139 officers without prior training. The following table shows the position for each year from 1963:—

TABLE 6  
Persons appointed for the first time as Probation Officers  
1963 to 1971

Year	Appointed after training			Appointed without training			Percentage appointed without training		
	Men	Women	Total	Men	Women	Total	Men	Women	Total
1963 ...	86	43	129	47	20	67	35	32	34
1964 ...	129	42	171	54	25	79	30	37	32
1965 ...	186	74	260	36	21	57 <sup>(1)</sup>	16	22	18
1966 <sup>(2)</sup> ...	178	72	250	31	23	54	15	24	18
1967 ...	142	70	212	88	44	132	38	39	38
1968 ...	203	87	290	42	30	72	17	26	20
1969 <sup>(3)</sup> ...	241	106	347	16	33	49	6	24	12
1970 ...	189	109	298	64	39	103	25	26	25
1971 ...	192	149	341	89	50	139	32	25	29

(1) Of these 27 were formerly employed by discharged prisoners' aid societies or in the approved school welfare service.

(2) Not including 87 assimilated prison welfare officers from 1st January 1966.

(3) Not including 24 assimilated social workers from 1st January 1969.

41. Of the total strength of established probation officers at the end of 1971, 73 per cent had undertaken a recognised course of professional training for probation work before appointment to the service.

## Wastage

42. Wastage of established officers from the service, which in the three years to 1968 had averaged about 6.3 per cent per annum, rose in the period under review to an average rate of 7.3 per cent per annum. Detailed figures for each of the years from 1966 are given in Table 7. Much of the wastage shown to other work was to the new local authority social service departments established under the Local Authority Social Services Act 1970. The Butterworth Inquiry (see paragraph 9) was much concerned to explore the circumstances of this movement and the measures by which it might either be checked or compensated by equal movement into the probation and after-care service.

### Further Expansion of the Probation and After-Care Service

43. As recorded in the previous Departmental Report,\* plans made in 1965 aimed to bring the strength of the probation and after-care service up to 3,500 established officers during 1970. In the event established officers in post at 31st December 1970 numbered 3,352. There were also 74 whole-time temporary officers and 77 part-time officers.

44. Towards the end of 1970, following a review of staffing needs which was undertaken with the assistance of the Advisory Council for Probation and After-Care, the Government announced plans for further expansion of the service.

\* DR2 para. 41.

TABLE 7  
Wastage of established Probation Officers 1966 to 1971  
(The figures in brackets show the number with university qualifications)

Year	Established officers in post at 31st December			Retirements through age or on domestic or medical grounds			To work related to probation			To other work			Total wastage						
	Trained	Untrained	Total	Trained	Untrained	Total	%	Trained	Untrained	Total	%	Trained	Untrained	Total	%				
1966	1,821	736	2,557	40(16)	45(-)	85(16)	3-3	13(12)	3(-)	16(12)	0-6	47(20)	12(-)	59(20)	2-3	100(48)	60(-)	160(48)	6-3
1967	1,927	818	2,745	44(25)	35(3)	79(28)	2-9	20(14)	2(-)	22(14)	0-8	56(25)	20(2)	76(27)	2-8	120(64)	57(5)	177(69)	6-5
1968	2,133	827	2,960	56(25)	46(4)	102(29)	3-4	13(8)	8(1)	21(9)	0-7	38(20)	20(12)	58(32)	1-9	107(53)	74(7)	181(60)	6-1
1969	2,346	826	3,172	68(26)	52(-)	120(26)	3-8	31(20)	6(-)	37(20)	1-1	49(23)	25(1)	74(24)	2-3	148(69)	83(1)	231(70)	7-2
1970	2,488	864	3,352	69(22)	47(3)	116(25)	3-5	15(6)	3(-)	18(6)	0-5	90(40)	26(2)	116(42)	3-6	174(68)	76(5)	250(73)	7-5
1971	2,648	969	3,608	83(23)	23(1)	106(24)	2-9	24(15)	7(-)	31(-)	0-9	97(41)	26(-)	123(41)	3-4	204(79)	56(1)	260(80)	7-2

**Note:** Percentages are based on the number of established officers in post at the end of the year.



These envisaged that to cover existing deficiencies of strength and to cope with increases in its existing duties, the service might need some 4,400 whole-time officers by the end of 1975, whilst as many as 4,700 could be needed by then if greater use were made of treatment of offenders within the community. To give effect to expansion on this scale, immediate steps were taken to provide 200 additional places for the training of persons for appointment as probation officers (see paragraph 50).

45. In view of the many imponderables, an assessment of requirements for several years ahead has necessarily to be regarded as somewhat speculative. It is planned, therefore, that staffing needs should be reviewed annually in relation to the ensuing five year period. The report of the Expenditure Committee which was laid before the House of Commons in December 1971 recommended\* that manpower requirements should be re-examined in the light of new tasks to be placed on the probation and after-care service by the Criminal Justice Bill then before Parliament, and this was done in relation to the general review for the period to 1976. The outcome was a revised forecast that some 5,000 whole-time probation officers could be needed by the end of 1975 (compared with the previous assessment of 4,700) and that up to 5,350 might be required by the end of 1976.

46. These forecasts, like the earlier ones, assume that certain work with children under the age of 14 who are brought before the courts will, by the gradual implementation of the Children and Young Persons Act 1969, be transferred in stages from the probation and after-care service to the local authority social services, the last stage being completed in 1975. Discussions are in train with the Central Council for Education and Training in Social Work (see paragraphs 53-55) about the training implications of these new targets.

#### Training for Entry to the Probation and After-Care Service

47. The Home Office has continued to arrange for the placement of advertisements of training in the national and local press, and in university magazines and careers publications. Interested readers are invited to write for further information to the Home Office, or to get in touch with their local principal probation officer. A booklet, "The Probation and After-Care Service as a Career", which is sent to inquirers, includes a summary of the forms of training provided to meet the needs of candidates of varying ages and qualifications, and a leaflet enclosed with the booklet gives details of the various courses and explains how to apply for them. Each course centre undertakes its own selection of candidates. Those who are successful in obtaining places as probation students are then considered by the Home Office for financial sponsorship on the recommendations of the course centre concerned. Students whose professional training is sponsored by the Home Office are treated as trainee employees of the probation and after-care service and paid a salary. The salary scale corresponds with the trainee scale of pay in the local authority service, and trainee probation officers are included in the local authority superannuation scheme.

\* ECR page xxii.

#### Training courses completed in 1969-1971

48. The 986 students who successfully completed training and became available for appointment as probation officers during the three years under review qualified as follows:

	Number of students trained	Percentage of total trained
Home Office one-year specialised course		
—for students aged 27 and over without university qualifications .. .. .	460	46.7
—following a university pre-professional qualification in social studies .. .. .	18	1.8
Probation training at universities		
—applied social studies one-year courses ..	221	22.5
—17 month/two-year courses for graduates in subjects other than social studies .. ..	102	10.3
—other postgraduate degree courses .. ..	4	.4
—four-year degree courses .. .. .	8	.8
—one-year specialised courses in extra-mural departments for mature students .. ..	137	13.9
—two-year specialised courses in extra-mural departments for non-graduates aged 23 and over .. .. .	36	3.6

#### The Home Office Training Course

49. A large part of the annual output of trained probation officers continues to derive from the Home Office course, based on the probation and after-care training centre in West London. The centre is financed and administered by the Home Office and provides for three intakes of students on three courses each year. Lecturers for the theoretical part of the course are drawn from universities and other educational bodies; tutorial work and lectures on some professional aspects are provided by members of the Probation and After-Care Inspectorate on training duties, and seminars are conducted by senior members of the probation and after-care service, who have the appropriate training and experience. In its Report the Expenditure Committee noted\* that it would be for consideration by the new Central Council for Education and Training in Social Work whether the Home Office course should continue in its present form, or whether the centre should eventually be closed and the training of all probation students merged into the general educational system. The Committee recommended that the centre should not be phased out until the new Training Council can ensure that the special features of probation training are retained in the general social work training.

#### Expansion of Training Facilities

50. The plan announced in December 1970 for a greater rate of expansion of the probation and after-care service (see paragraph 44) included a decision by the Government to provide 200 additional training places so that the planned

\* ECR page xv.

annual output of students from training could be increased from its then level of 350 (rising to 400 in 1974) to 550 (rising to 600). The Recruitment and Training Committee of the Advisory Council for Probation and After-Care advised that the new training places should be found in the main by the creation of new courses at polytechnics and other colleges of further education and that, in view of the urgency of the situation, the bulk of these should be one year courses for mature students. The 200 new places subsequently established—170 of them under the auspices of the Home Office and the remainder under arrangements which fell after the end of 1971 to be made by the new Central Council for Education and Training in Social Work—are composed of 125 on one year courses for mature students aged 27 and over, 50 on two year courses for non-graduate students aged 23 and over and 25 on applied social studies courses for holders of a degree, certificate or diploma in social studies. 115 of the additional places came into being in the autumn of 1971 and the remainder in the autumn of 1972. A list of courses in the 1972-1973 academic year which provided places for probation students is given in Appendix B.

#### *Fieldwork placements*

51. With the continued co-operation of probation and after-care committees and their principal probation officers, and of universities and other educational establishments providing training courses, the Department has been able to maintain and extend the scope of fieldwork resources. Measures taken to maintain the standard and availability of student supervision have included the establishment in 1971 of three new student units at Manchester, Sunderland and West Bromwich, bringing the total number of such units to 19. The new units were provided, with the assistance of the probation and after-care committees concerned, mainly to support new courses for the training of probation students established at, respectively, the polytechnics of Manchester, Newcastle-upon-Tyne and Birmingham as part of the general expansion of training places described above. Plans are in hand to establish other units in 1972 at Croydon (Surrey), Enfield (Middlesex) and Plymouth. Each unit has normally a group of 6 students under the supervision of a senior probation officer. The senior probation officer is supernumerary to the local establishment and specially appointed for the purpose, but is also responsible for a small caseload.

52. The considerable contribution to social work training provided by the special training units does not lessen the burden devolving on probation officers generally in the supervision of individual students in the normal work situation. This exacting and time-consuming task is carried out by an increasing number of probation officers. Supervision is not confined to probation trainees, but includes a proportion of students from other branches of social work training. Regular meetings and courses of training for supervisors are provided by the Home Office centrally and by educational establishments in their own areas.

#### **Establishment of the Central Council for Education and Training in Social Work**

53. On 18th December 1970 the Government announced in Parliament its decision, following consultation with the interests concerned, to set up a single independent and statutory central training council for social work training in the United Kingdom to be known as the Central Council for Education and

Training in Social Work. This decision reflected the Government's acceptance of the views of the Seeborn Committee that the system of separate central training councils for social work in different services had become outmoded.

54. On its formal establishment on 1st October 1971, the new Central Council replaced the two existing national councils for training in social work (the Council for Training in Social Work and the Central Training Council in Child Care) and became responsible also for the training functions which had hitherto been carried out by the Recruitment and Training Committee of the Advisory Council for Probation and After-Care. Of the Council's 50 or so members, one is appointed by the Advisory Council for Probation and After-Care, one by the Central Council of Probation and After-Care Committees for England and Wales, one by the Conference of Principal Probation Officers and two by the National Association of Probation Officers.

55. The Council covers training in social work for the local authority personal social services, the hospital and education services and the probation and after-care service, and for similar services provided by voluntary organisations. Within this broad field, the Council promotes training, and, subject to the approval of its rules by the Privy Council, recognises courses leading to a social work qualification.

#### **Staff Development in In-Service Training**

56. Plans for staff development and in-service training, which had well established foundations, have gone forward steadily. The formation as described in the previous Departmental Report,\* of Regional Planning Committees and the appointment of Regional Training Officers for the four regions into which England and Wales were divided for this purpose have led to greater co-ordination and more economical use of scarce resources and promotional work has gone ahead on a wider front.

57. The Home Office has been able to concentrate its own resources to a greater extent on training for management in the service. Seven residential courses of one week's duration were held for senior probation officers in pursuance of the policy that all senior probation officers should attend such a course during the first year of appointment. These courses were attended by 263 officers. They have now come to be regarded as foundation courses on which further regional provisions can build. By 1970 the number of assistant principal probation officers was growing and a pilot course was introduced for 22 officers of that grade in the autumn of the year. Its value was apparent and plans were made for a further short course for the same number early in 1972, to be followed by others as appropriate. At the same time plans were under discussion, for the autumn of 1972, for the first of a series of seminars for principal probation officers. These courses and seminars are all designed to clarify the issues for management as they emerge in a developing service and a changing society.

58. Courses held in co-operation with the Prison Department at the Staff College, Wakefield, for officers seconded to Prison Department establishments are now a regular feature of in-service training programmes each year, and a newly created post of Probation Adviser to the Staff College was filled by a

\* DR2 paras. 88-94.

probation officer on secondment at assistant principal probation officer grade. During the period under review, eight induction courses were arranged for probation officers newly seconded to the prison welfare service and were attended by 121 officers. Whilst central and regional courses for senior probation officers are attended by senior prison welfare officers, a few have been included additionally in the generic management and generic induction courses at the Staff College by arrangement with Prison Department. In January 1969 the Home Office assumed responsibility for filling social worker posts at detention centres, remand centres and borstal allocation centres by the secondment of probation officers. Social workers already in these posts assumed the position of seconded probation officers, and two courses specially designed for them were attended by 20 officers. Those filling subsequent appointments at these establishments have since been included in the courses for newly seconded prison welfare officers.

59. Nine courses, three each in 1969, 1970 and 1971, were held for officers who act as student supervisors. A total of 197 officers attended. With the establishment of the Central Council for Education and Training in Social Work, such courses will in future be directed towards supervisors of students training on the Home Office course.

60. The course organised in association with the Institute of Marital Studies, centreing on the marital relationship as a focus for casework, continued to be held each year and was attended by 70 officers in all. With opportunities for earlier promotion in the service, this course now includes senior probation officers as well as main grade officers and takes into account the added dimension of prison welfare work in relation to marital problems.

61. With the appointment of the Regional Training Officers in 1969, the organisation of short courses for main grade probation officers was no longer seen normally as a central commitment. After the last three refresher courses held in 1969 in co-operation with the Universities of Sheffield, Cardiff and Nottingham, the only further short course of this nature organised by the Home Office was on community work; this was held in 1971 in co-operation with the University of York. It was considered that there was special value in the first course for the service on this method of social work being available to, and using the varying experience of, officers from all parts of the country.

62. In addition to holding their normal meetings separately in the regions, Regional Planning Committees have met together annually at the Home Office since their inception, and through these meetings and less formal exchanges of views and information, central, regional and area resources for staff development have combined to make steadily expanding provision, in which national standards have been maintained whilst allowing a wide freedom for the variations necessary to meet local needs through available facilities. On appointment in 1969, the Regional Training Officers made surveys of their regions, whose needs were found to have much in common but also distinctive features arising from a number of local factors. With the co-operation of probation and after-care committees and principal probation officers on the one hand, and universities and other educational establishments on the other, they mounted their first programmes of short courses in 1970. These and subsequent pro-

grammes have been with varying emphasis directed towards the further training of senior probation officers, with the focus on management and/or supervision, the academic reinforcement of the professional training of newly appointed officers and the furthering of the professional development of main grade officers at all stages of their careers through short courses in which senior officers have at times also participated. Experiments in the content, length and pattern of courses and in teaching methods have made for a wide variety of provision, and a few courses have included members of other services. The sharing of teaching on courses between academic staff and senior members of the service, as on Home Office courses, has served not only to align theory and practice but also to strengthen the teaching potential within the service which has been carefully built up over the years and was available as an adjunct to the scheme from the outset. Despite the pressures of its duties the service has generously continued to release its senior members for teaching purposes and is becoming increasingly involved in preparation for, and follow-up of, courses through area provision.

63. The expansion of the service, and its response to the opportunities for further social work education provided on a regional basis, led to consideration of the desirability of appointing assistant regional training officers to allow for continuing development. The decision to make these appointments was subsequently taken early in 1972. Regional Training Officers are regarded as being of principal officer grade, and Assistant Regional Training Officers of assistant principal officer grade.

64. In addition to taking advantage of central and regional arrangements, probation committees continue to promote the professional development of their staff through area provision for which assistant principal probation officers are taking responsibility in the larger areas, and through arrangements for officers' attendance on a wide variety of courses of further training organised independently by universities and other educational bodies. They also continue the secondment of officers as appropriate to university and other courses at an advanced level, usually of a year's duration.

65. The Institute of Criminology at the University of Cambridge has since 1960 conducted in alternate years a three-week senior course in criminology for about 30 persons concerned with the administration of criminal justice and the treatment of offenders. The Home Office continues to be responsible for sponsoring probation officers on this course, and five officers were sponsored for the course held in 1970.

#### **In-Service Courses for Officers Appointed without Training**

66. The Home Office has continued during the years under review to arrange special courses for officers appointed to the service without professional training. These post-entry courses do not lead to a professional qualification in social work. They have continued to take the form of residential training for one month followed by regular group meetings with an experienced probation officer, and finishing with a second month of residential training approximately one year after the first. Midway between these two periods a long residential weekend has been held to maintain continuity and consolidate learning. Courses have been arranged annually in co-operation with the Extra-Mural Department

of the University of Leeds and in 1971 two were mounted there. One was held in 1969 in co-operation with Ipswich Civic College, and one in 1971 in co-operation with the Extra-Mural Department of the University of Durham.

67. In view of the formal constitution of the Central Council for Education and Training in Social Work on 1st October 1971 (see paragraphs 53-55), the Home Office found it necessary to inform probation and after-care committees that it would not be able to continue to arrange courses for officers appointed without training because its resources would be depleted by the secondment of probation inspectors to the Central Council for Education and Training in Social Work. The Council was invited to consider what alternative arrangement might be made to meet the needs of these officers and it was agreed that the four Regional Training Officers, with the consent of their committees, should organise a series of courses on a national basis similar to those previously arranged by the Home Office. The decision to appoint Assistant Regional Training Officers made this feasible. The Home Office was able, before handing over the arrangement of courses to the Council, to plan courses for all non-graduate direct entrant officers appointed up to 1st November 1971. Two courses, one at Durham and one at Leeds, were arranged to begin in March 1972 to achieve this.

## CHAPTER 4

### FUNCTIONS OF THE PROBATION AND AFTER-CARE SERVICE

68. The after-care and parole functions of the service are described separately in Chapters 6 and 7.

#### Probation

69. Tables 8 and 9 below give information by sex and age group about the use of probation in respect of *indictable offences* in each of the three years 1969 to 1971.

TABLE 8  
*Number of persons put on probation after being found guilty of indictable offences at higher courts and magistrates' courts in each of the years 1969 to 1971*

Age Group	Males			Females			Total		
	1969	1970	1971	1969	1970	1971	1969	1970	1971
Under 14 ...	7,251	6,721	*	887	796	*	8,138	7,517	*
14 and under 17 ...	11,628	11,563	*	1,712	1,744	*	13,340	13,307	*
17 and under 21 ...	10,710	10,348	10,513	2,141	2,261	2,353	12,851	12,609	12,866
21 and under 30 ...	5,621	5,711	6,155	2,010	2,086	2,261	7,631	7,797	8,416
30 and over ...	4,054	4,205	4,519	2,131	2,131	2,268	6,185	6,336	6,787
Total ...	39,264	38,548		8,881	9,018		48,145	47,566	

TABLE 9  
*The figures in Table 8 (except the totals) expressed as a percentage of the total number of persons found guilty in the respective groups*

Age Group	Males			Females		
	1969	1970	1971	1969	1970	1971
Under 14 ...	32.7	31.4	*	35.0	32.3	*
14 and under 17 ...	27.2	25.6	*	34.5	32.6	*
17 and under 21 ...	16.3	14.9	14.8	33.3	31.0	29.0
21 and under 30 ...	7.8	7.5	8.2	22.1	20.7	20.8
30 and over ...	6.6	6.2	6.6	12.8	12.2	12.1

\* Probation not applicable to children and young persons as from 1.1.71, in accordance with the provisions of the Children and Young Persons Act 1969.

70. The following table shows by sex and age group the number of persons put on probation after being found guilty of *non-indictable offences* in each of the years 1969 to 1971.

TABLE 10

*Persons put on probation after being found guilty of non-indictable offences 1969 to 1971*

Age Group	Males			Females		
	1969	1970	1971	1969	1970	1971
Under 14 ...	249	291	*	17	11	*
14 and under 17 ...	959	1,108	*	107	130	*
17 and under 21 ...	1,403	1,553	1,623	317	317	378
21 and over ...	1,699	1,821	1,956	586	635	664
Total ...	4,310	4,773		1,027	1,093	

\* Probation not applicable to children and young persons as from 1.1.71, in accordance with the provisions of the Children and Young Persons Act 1969.

71. At the end of 1968 just over 65 per cent of probation officers' supervision caseloads was taken up with cases on probation, which then totalled 81,092. In the next two years there was little change in the situation: as Appendix C shows, the number of probation cases increased, but that was against the background of a growth in supervision work generally and those cases represented about 64 per cent of supervision caseloads at the end of 1969 and about 63 per cent at the end of 1970. During 1971 the picture did alter: the above tables record a drop in the number of persons placed on probation, and at the end of the year probation cases accounted for only 52 per cent of supervision caseloads. In part, however, the change in essence was less than might at first appear. Since 1st January 1971 courts have been precluded, by the Children and Young Persons Act 1969, from placing persons under 17 on probation; but a supervision order made under that Act is similar in some respects to a probation order and a person subject to it may be supervised by a probation officer, who in that event has the same statutory duty "to advise, assist and befriend" him as he has in relation to a probationer.

#### Social Enquiries for the Courts

72. Probation officers are required under the Criminal Justice Act 1948 "to inquire, in accordance with any directions of the court, into the circumstances or home surroundings of any person with a view to assisting the court in determining the most suitable method of dealing with his case". The administrative arrangements for making these enquiries and providing reports to the courts which have been in force since 1963, and the categories of cases in which the Home Secretary has recommended to courts that they should as normal practice consider such a report before dealing with an offender, remain substantially as described in the previous report.\* In February 1971 the Home Office issued fresh circulars on these matters to the probation and after-care service and the courts, but for the most part they were of a consolidating nature. The Home Secretary has not yet exercised his powers under section 57 of the Criminal Justice Act 1967 to make rules requiring a court of any prescribed class to consider a social enquiry report prepared by a probation officer before passing a custodial sentence on an offender. Meanwhile, the increase in the number of social enquiry reports supplied to the courts has persisted (Appendix D). Indeed, during the period under review this is the area in which the service's

\* DR2 paras. 104-108.

work has increased most of all; and, except in the case of persons dealt with under the Children and Young Persons Act 1969, where pre-hearing enquiries and reports will increasingly be undertaken by the appropriate local authority, it seems likely that this work will continue to grow. The rate at which the expansion can proceed is a matter which is, and needs to be, kept under review: various researches have shown that the average time taken on a full enquiry and report, as distinct from one undertaken on the day of hearing only, is about four hours, and it is clearly necessary to strike the right balance between the demands of this work and those of other no less essential duties which probation officers are called upon to perform.

#### Enquiries for the Divorce Courts, and Supervision of Children of Parties to Matrimonial Proceedings and Wards of Court

73. Before making absolute any decree for divorce or nullity of marriage, or before pronouncing a judicial separation, a court must be satisfied either that arrangements have been made for the care and upbringing of any child of the marriage, and that these arrangements are satisfactory or the best that can be devised, or that it is impracticable for the parties to make such arrangements. Probation officers may be required to make enquiries for this purpose and in connection with an application for a matrimonial order, where similar safeguards must be taken by the court. The last three years have seen a significant increase in the number of these enquiries, particularly on behalf of the divorce courts (see Appendix D).

74. Probation officers have the duty under the Matrimonial Causes Act 1965 and the Matrimonial Proceedings (Magistrates' Courts) Act 1960 to supervise, if so ordered by the court, the children of parties to matrimonial proceedings when the children have been the subject of orders as to their custody. At the end of 1968, 2,326 children were being supervised by probation officers by virtue of orders made by the divorce courts under the Act of 1965. Three years later the number of children so supervised had risen to 5,214. The increase in the same period in the number of children supervised under the Act of 1960 was less marked—from 3,337 to 4,136 (see Appendix C).

75. One of the recommendations of the Latey Committee on the Age of Majority was that the Chancery Division of the High Court should have the power to commit children to the care of a local authority or order that they should be placed under the supervision of a welfare officer, that is, a probation officer, or a local authority. Effect was given to this recommendation in section 7 of the Family Law Reform Act 1969, which came into force on 1st January 1970. The incidence of this additional supervisory function for the service is unlikely to be heavy: at the end of 1971 probation officers were supervising 107 wards of court (see Appendix C).

#### Matrimonial Conciliation Work

76. The Divorce Reform Act 1969, which came into force on 1st January 1971, provides that the sole ground on which a petition for divorce may be presented to the court by either party to a marriage shall be that the marriage has broken down irretrievably. The main interest of the Act for the probation and after-care service lies in section 3, which contains provisions designed to encourage



reconciliation between the parties to divorce proceedings. Marriage conciliation has long been a function of the service, and this was recognised in a Practice Direction issued by the President of the Probate, Divorce and Admiralty Division (now the Family Division) in December 1970, which included probation officers in the list of those qualified to help effect reconciliation between parties to a marriage who have become estranged.

77. Marriage conciliation work was one of the functions of the probation and after-care service to which the Expenditure Committee of the House of Commons, in its enquiry into the service, devoted particular attention. In paragraph 13 of its Report\* the Committee stated that "a considerable amount of work of matrimonial conciliation is carried out by the Probation Service. In any attempt to reduce the burden on the Service this matrimonial work would seem a natural candidate for removal". It went on to say that "the Service seemed keen to keep the duties in order to help maintain a broad humane image"; but it concluded that "the pressure on the Service must be relieved" and recommended that "where an offence is not involved, consideration should be given to removing matrimonial conciliation work to another agency".

78. The Government's observations on the Committee's Report as a whole were published in a White Paper in May 1972,† and on this particular recommendation were as follows:

"The Home Secretary is not clear that the balance of advantage is at present in favour of restricting the functions of the probation service in the field of matrimonial conciliation. But he will seek the opinions of the national organisations representing the probation service, and of other relevant agencies."

#### Camps and Adventure Courses for Probationers

79. For many years probation officers in various parts of the country have successfully organised probationers' camps and similar ventures, frequently giving generously of their own spare time for this purpose. Until recently any financial assistance given to probationers in this matter had to come from voluntary funds, the policy of not allowing probation expenditure on activities of this kind being based on the conclusion of the Morison Committee on the Probation Service‡ that there was insufficient evidence of the value of these activities in the context of the probation system to justify their being financed from public funds.

80. The Home Secretary's Advisory Council for Probation and After-Care reviewed this matter in 1970, and members generally were agreed that practice ought not to rest indefinitely on the adverse recommendation of the Morison Committee. They observed that the probation and after-care service was experimenting more widely and was no longer solely preoccupied with case-work; that probation camps helped to improve the on-going probation relationship and had been found to be a valuable technique in making probation more effective; and that an additional advantage of adventure courses, which might

\* FCR page ix.

† Cmd. 4968.

‡ MC para. 203.

be pursued under the instruction of an appropriate organisation, was that they might continue to engage a probationer's interest and occupy some of his leisure time in the future. The Council agreed to recommend that probation and after-care committees should be empowered to provide the necessary expenditure at their discretion.

81. In considering the Council's recommendation the Secretary of State also bore in mind that activities of the kind in question might be included in schemes of intermediate treatment which children's regional planning committees, set up under Part II of the Children and Young Persons Act 1969, are required to establish under section 9 of the Act. He accordingly came to the conclusion that it would be appropriate for probation and after-care committees to have discretion to provide financial support from probation funds for:—

- (a) camps and other constructive holiday activities run by probation officers; and
- (b) adventure courses which may help to stimulate the interest of supervised persons in worthwhile hobbies.

82. This decision was promulgated in a Home Office Circular to probation and after-care committees issued in January 1971.\* The circular advised committees that the practice should continue of requiring a contribution according to means from the probationer or his parents. Where the particular activity is undertaken by a person as part of the intermediate treatment which he is required to follow in pursuance of a supervision order made under the Children and Young Persons Act 1969, the necessary expenditure falls to be defrayed by the local authority named in the order; and the circular also contained appropriate guidance on that point.

#### Children and Young Persons Act 1969

83. Under the provisions of this Act which were brought into operation on 1st January 1971, the power to make a probation order in respect of a person under 17 was replaced by a power to make a supervision order. Eventually, by virtue of the Act, children under 14 who are subject to a supervision order will be supervised by the local authority, except where a probation officer is already supervising or has supervised another member of the family and the local authority ask the court that he should act as supervisor; and, as regards persons aged 14–17, the courts will be able to name either the local authority or a probation officer as the supervisor. But the Act empowers the Home Secretary to bring these provisions into force by stages by prescribing a lower age limit than 14 for cases of supervision by the local authority; and since 1st January 1971 the dividing age has been fixed at 10. While, therefore, children under that age are normally now supervised by the local authority, courts have still an unfettered discretion to order that children aged 10 or over, as well as persons in the 14–17 age group, shall be supervised by a probation officer instead of the local authority. In the same way it will eventually be for the local authority, not the probation and after-care service, to provide the courts with pre-trial social enquiry reports on children under 14; but since 1st January 1971 the local authority has had this full responsibility only in respect of children under 10,

\* H.O. Circular 9/1971.

and probation officers have in general continued to supply such reports on children over that age.

84. The timing of further stages of the progressive transfer to local authorities of responsibility for the supervision of children under 14 who come before the juvenile courts, and for the provision of pre-trial social enquiry reports about them, will depend on the ability of the local authorities to take on the extra work. As the transfer proceeds, the probation and after-care service will be able to divert progressively more of its resources to its many other—and growing—functions.

#### Volunteers in County Courts

85. In January 1971 a meeting was held at the Home Office with a number of principal probation officers and representatives of the Lord Chancellor's Office to consider a proposal to launch in selected areas an experiment to provide a social work service to county courts by the use of volunteers under the supervision of the probation and after-care service. Subsequently the principal probation officers discussed the matter with their committees, and as a result the experiment was initiated, with the agreement of the judge or registrar concerned, at selected county courts in about a dozen probation and after-care areas. Under the scheme it is for the court to decide whether to refer a case to the service, but the service is responsible for the recruitment, induction and accreditation of the volunteers. Work in the county courts is not an entirely new venture for the service, since in a few areas court judges are known to have sought the assistance of probation officers with cases from time to time. But the experiment does break new ground and will be watched with interest.

#### Home Office Working Groups

86. Three probation working groups were set up during 1971. The function of the first of these, the Working Group on the Use of Probation Resources, is to consider the better use of probation resources, including differential methods of supervising offenders within the community. So far the Group has considered borstal after-care, intensive and differential methods of supervision, day training centres and ways of effecting a reduction in the length of probation supervision. The Group is currently engaged in producing a report of its conclusions and recommendations on these topics.

87. The second group, the Working Group on Residential Provision for Offenders within the Community is discussed in Chapter 5 (see paragraph 107).

88. The third group, the Working Group on Community Service by Offenders, was set up to consider, in the light of the recommendations of the Advisory Council on the Penal System in its report on Non-Custodial and Semi-Custodial Penalties published in 1970, the practical issues raised by a scheme of community service by offenders and what form of arrangements seemed best suited to give effect to it. The Group reported in December 1971 and most of its recommendations have been given effect by the Criminal Justice Act 1972 (see paragraph 6). The probation and after-care service was well represented on each of these working groups.

#### Probation and After-Care Statistics

89. Statistics relating to the work of the probation and after-care service having remained largely unaltered in form and content for many years, it was felt that the statistical information being collected was increasingly irrelevant or inadequate for current needs. A working party was set up in June 1969, comprising representatives of the probation and after-care service, the Probation and After-Care Department and the Research and Statistics Department of the Home Office, to consider and make recommendations on the local and national needs for statistics relating to the work of the service. The working party submitted an interim report in 1970 and made its final recommendations in 1971. Its recommendations were accepted and detailed instructions for the collection of the new statistics were issued in December 1971 for introduction on 1st January 1972. Probation and after-care statistics will appear in their new form during 1973 covering the year 1972.

## CHAPTER 5

### APPROVED PROBATION HOSTELS AND HOMES

#### Probation Hostels

90. Persons placed on probation are often the more immature, inadequate and irresponsible members of society who need but have not found family or community support. They may sometimes be helped to respond to a period of probation if they are given initially a stable supportive environment where they can adjust to living with others, both contemporaries and those in authority, acquire basic ideas about social behaviour, find and keep suitable jobs and be introduced to the constructive use of leisure time. The probation hostels which are approved by the Secretary of State under section 46 of the Criminal Justice Act 1948 are intended to provide these facilities and section 3(4) of that Act enables a court to include in a probation order a requirement to reside in one of these hostels. The period of residence is restricted to a maximum of twelve months, but the residence requirement may be cancelled by the court at an earlier date if good progress is made. The resident is expected to find employment outside the hostel. Probation hostels have hitherto\* been provided and managed by voluntary managing committees and before 1971 were approved only for youths and girls who were over compulsory school leaving age but under the age of 21 when placed in the hostel. On 31st December 1970 there were 27 hostels for youths and men, with a total of 528 places, and eleven hostels for girls, with a total of 222 places.

91. With the coming into effect in January 1971 of section 7(2) of the Children and Young Persons Act 1969 courts were no longer able to make probation orders in respect of persons aged under 17 and some of the hostels catering for young offenders within the age group 15-18 years† became surplus to the needs of the probation hostels system. The age-groups dealt with by the remaining hostels were re-arranged to provide a more even geographical spread within the younger and older age groups.

92. The prospect of a surplus of hostels in the younger age groups enabled an experiment to be begun in 1970 to ascertain whether some men over 21 might benefit no less than the younger ones from a period in an approved probation hostel. With the co-operation of the managing committees concerned, two hostels were taken into use for men aged 19-25 and two for men aged 21-30. By the end of 1970, although the experiment was still in an early stage, two facts were clear. First, the courts were using the hostels for men who not only had a number of previous convictions but also in many cases had run the whole gamut of custodial treatment from approved school, detention centre, borstal and through to prison. Secondly, the incidence of breakdown was no greater in adult hostels than in the hostels for the younger age groups

\* Provision for probation and after-care committees to set up and run probation hostels is contained in the Criminal Justice Act 1972.

† The age-groups referred to in this section are stated inclusively.

93. During 1971 there was increasing recognition of the desirability of developing non-custodial and semi-custodial treatment of offenders and the experience of the first adult probation hostels persuaded the Home Office to set out on a major programme of development of probation hostels for adult offenders, intended to provide some 1,650 adult hostel places by 1975-76. While the substantial and valuable contribution which voluntary organisations had made and were still making in the approved probation hostel field was appreciated, it was felt that hostels for adult offenders should generally be more closely linked with the probation and after-care service and provision was made in the Criminal Justice Act 1972 for probation and after-care committees to provide probation hostels. Preparatory arrangements were initiated in 1971, when ten committees were each invited to undertake to set up and run an adult probation hostel. The Department plans to approach a further 15 committees in 1972. In order to get on as rapidly and economically as possible the Department decided that the new hostels should not be purpose-built but should be provided by purchasing and adapting existing properties.

94. The fall in the demand for hostel places for girls noted in the previous Report\* continued. Following the coming into effect of the Children and Young Persons Act 1969 the number of places was reduced by 113, but even so the seven remaining hostels for women and girls under the age of 21 continued to be under-subscribed. It was decided that advantage should be taken of this fact to make some small provision for women over the age of 21 by extending the age range experimentally to 25 in some hostels. Hostels for women have hitherto provided only for women without children and consideration is being given to making some provision for women with babies.

95. The accommodation in hostels following the implementation of the Children and Young Persons Act and the introduction of hostels for adults is shown in the table below.

TABLE 11  
*Accommodation in Approved Probation Hostels  
January 1972*

Age at entry			Number of hostels	Number of places
Young men	17-19	...	9	181
	17-20	...	1	19
	17-21	...	2	40
	18-21	...	5	104
			17	344
Men	19-25	...	3	44
	21-30	...	3	49
			6	93
Young women	17-19	...	3	52
	18-21	...	4	76
			7	128

96. The Report of the Expenditure Committee of the House of Commons published in 1971 welcomed the plans for a substantial expansion in the number of adult hostels and recommended consideration of the need for the courts to

\* DR2 para. 121.

have powers to order offenders to reside in a hostel under the sanction of a pre-determined custodial sentence which would come into operation in the event of failure to co-operate in the hostel. The proposal for a "hostel enforcement order"\* is being considered by the Working Group on Residential Provision for Offenders in the Community (see paragraph 107).

97. Despite continuing and substantial improvements in both standards of accommodation and salary scales, recruitment of suitable staff remained a major problem. During the period under review the Standing Joint Advisory Committee for Staffs of Children's Homes recommended a reduction in hours of duty to a 45 hour week, excluding periods "on call" but not actually involved in contact with residents, and it has been accepted that managing committees of probation hostels should work towards this goal. This has usually involved the recruitment of an element of relief staff. Clerical help has also been authorised to relieve the warden of some routine duties. During the period of the review about half the hostels had their intake restricted for short periods because of shortage of staff. A further six were closed temporarily for the same reason. No solution to the problem of improving the recruitment of staff is yet in sight. However, with the rise in the age range of hostel residents there may be less need for all supervising staff to live in the hostel and this may help to make the service more attractive. Since the new adult probation hostels will be provided in the main by probation and after-care committees it is hoped that it might be possible to fill some of the wardens' posts by the secondment of probation officers for a limited period.

98. Because of the small number of probation hostels and the limited number of staff who could be made available for training at any one time, it remained impracticable to arrange any course of professional training specifically related to the needs of probation hostel staff. The problem has been brought to the attention of the new Central Council for Education and Training in Social Work. Meanwhile probation hostel staff have been encouraged to join in a number of training programmes provided primarily for other social workers, such as the one year courses in residential child care arranged by the Central Training Council in Child Care, the in-service training arranged by the National Association for the Care and Resettlement of Offenders for staff of after-care hostels (see paragraph 128), the more specialised courses arranged by the Grubb Institute of Behavioural Studies and the four month introductory course arranged by NACRO for people intending to take up work in after-care hostels or for those recently appointed. Newly appointed wardens have continued to spend an introductory period of up to one month in other probation hostels and a month with the probation and after-care service to give them some understanding of the general background against which they will be working.

99. Early in 1971 the results were published of a study of approved probation hostels for boys carried out by the Home Office Research Unit between 1965 and 1967. The study was planned as a general investigation of the hostels to provide a description of their problems, the type of boy admitted to the hostels, the characteristics of staff and regimes, and the effect of the hostel system on different groups of boys. In the interval between the fieldwork and the report the hostels changed in various ways and in particular they ceased to cater for the

\* ECR page xvi.

younger boy predominant in the survey and became concerned only with offenders aged 17 and above. Consequently the main interest in the research lay in its general implications rather than in the outdated description of the hostels themselves. The main conclusions of the Report "Hostels for Probationers" are described in Chapter 8 (paragraph 164).

100. The cost of providing and running the hostels, after account had been taken of residents' contributions, continued to be shared equally between the Home Office and the probation and after-care committees for the areas of the courts making the original probation or supervision orders. The cost of the hostels and the charges made in respect of residents are shown in the following table:—

TABLE 12  
*Approved Probation Hostels: cost and charges  
1969 to 1971*

Financial Year	Net total cost (after deducting contributions from residents (column 3) staff emolument charges etc. and other income)	Residents' contributions from earnings	Weekly charges for each resident	
			Flat rate charge to probation and after-care committees	Maximum charge <sup>(1)</sup> from each resident's earnings
(1)	(2)	(3)	(4)	(5)
	£	£	£ p	£ p
1968/69 ...	370,496	88,723	7 70	4 40
1969/70 ...	427,656	89,600	7 85	4 60
1970/71 ...	497,428	95,914	8 55	4 80
1971/72 ...	594,776 <sup>(2)</sup>	119,000 <sup>(2)</sup>	13 86	5 00 (under 21) 5 50 (adults)

<sup>(1)</sup> The charge depends upon the resident's week's earnings.

<sup>(2)</sup> Estimate

Note: From 1971/72 the flat rate charge to probation and after-care committees for placements in probation hostels was combined with the flat rate charge for probation homes (see Table 13); since the net cost per head was higher in homes than in hostels the effect was to produce an apparent large increase in the hostel flat rate.

#### Probation Homes

101. The general arrangements with regard to probation homes are similar to those described in paragraph 90 for probation hostels, but the primary object of placement in a probation home is to instil the habit of regular work. For this reason residents in homes are employed on the premises for the greater part of their stay and only in their last few months do they move into employment in the outside community. Like probation hostels, probation homes have hitherto been provided and managed by voluntary organisations.

102. Before 1st January 1970 there were four homes providing 102 places for boys and young men and three homes providing 76 places for girls and young women, the majority of places for both sexes being in the 15-18 age range. With the implementation of the Children and Young Persons Act 1969 the numbers have been reduced to two homes for young men (one taking 26 residents aged 17-19 and the other 30 residents aged 18-20) and one home for 20 young women aged 17-20.

103. Probation homes are financed like probation hostels, except that residents contribute towards their maintenance from their earnings only during the final period when they are employed outside the home. Residents working within the home do not receive wages but are paid weekly pocket money. The cost of homes and charges made to residents are shown in the following table:—

TABLE 13  
Approved Probation Homes: cost and charges  
1969 to 1971

Financial Year	Net total cost (after deducting contributions from residents (column 3) staff emolument charges etc. and other income)	Residents' contributions from earnings	Weekly charges for each resident	
			Flat rate charge to probation and after-care committees	Minimum charge <sup>(1)</sup> from each resident's earnings
(1)	(2)	(3)	(4)	(5)
	£	£	£ p	£ p
1968 69 ...	146,624	1,807	9 45	4 40
1969 70 ...	168,999	2,530	9 63	4 60
1970 71 ...	169,879	2,261	11 90	4 80
1971 72 ...	179,248 <sup>(2)</sup>	2,400 <sup>(2)</sup>	13 86	5 00

<sup>(1)</sup> The charge depends upon the resident's earnings for the week.

<sup>(2)</sup> Estimate.

Note: From 1971/72 the flat rate charge to probation and after-care committees for placements in probation homes was combined with the charge for probation hostels (see Table 12).

104. Reference was made in the last report\* to the regular regional meetings between hostel wardens and the local liaison probation officers responsible for supervising the residents under the terms of their probation orders. These meetings have continued with the added participation of representatives of managing committees.

105. In 1968 it was suggested by the Home Office that there might be advantage in occasionally holding longer residential conferences to allow problems to be studied in greater depth. Four residential conferences have since been held, the first two, at Ambleside for the North and Swanwick for the Midlands, to discuss the place of hostels in the treatment of delinquents, and two more in 1971, at Reading for the South and Birmingham for the Midlands and North, to examine the change in role of the probation hostel following the implementation of the Children and Young Persons Act and the extension of the probation hostel system to cater for adult offenders.

#### Inspection

106. Probation hostels and homes are liable to inspection under the Approved Probation Hostel and Home Rules 1949 (Rule 35). Before 1st April 1971, when the hostels ceased to take residents under the age of 17, this inspection was carried out by the Inspectorate of the Children's Department of the Home Office. With the transfer of the Children's Department to the Department of

\* DR2 para. 144.

Health and Social Security and the change to the older age group, responsibility for the inspection of probation hostels and homes was taken over by the Probation and After-Care Department Inspectorate.

#### Working Group on Residential Provision for Offenders within the Community

107. The terms of reference of one of the Working Groups set up within the Department in 1970 (see paragraph 87) were to consider what additional measures might be taken to provide residential accommodation within the community for offenders subject to court order or under licence from custody, giving priority to measures which might be expected to make a substantial contribution to the reduction of the prison population. The working group consisted of two magistrates, five members of the probation and after-care service and one representative from the National Association for the Care and Resettlement of Offenders, together with members of the Probation and After-Care Department and representatives from the Department of Health and Social Security and the Social Work Services Group, Scotland. The Working Group presented an interim report in January 1972 indicating the scope of its discussions to date and the issues still to be resolved. It is expected that its final report may be presented early in 1973.

#### Bail Hostels

108. It has often been suggested that many men remanded in custody largely because they have no fixed address could be remanded on bail if hostel accommodation were available where they could live under some supervision and be available for interview for the purpose of reports to the court. It was thought that such hostels would have the advantage of enabling those remanded to them to continue with their employment or obtain temporary work while awaiting the decision of the court. Moreover it might be possible for effective social work to be done during the remand period. An experimental project was opened in November 1971 in a wing of the Salvation Army men's hostel at Booth House, Whitechapel, London, with the aid of voluntary funds provided by the Xenia Field Foundation. Experience of the first few months' working of the scheme demonstrated that the need for such facilities does exist, although the number of suitable clients within the criteria adopted has been found to be smaller than had been expected. Consequently the facility is needed mainly in the large towns and conurbations. The majority of men remanded on bail to the hostel have honoured their bail and have benefited from their stay, while a few have been enabled to transform their attitude and prospects. Against this, a small proportion have failed to arrive or have absconded or been arrested for further offences. Provision in the Criminal Justice Act 1972 enables probation and after-care committees to set up bail hostels and allows the Home Office to give financial assistance to voluntary bodies providing such hostels. It is hoped to extend the experiment to two or three further hostels during 1972-1973.



## CHAPTER 6

### AFTER-CARE

#### Social Work in Prison Service Establishments

109. On 1st January 1969 the probation and after-care service assumed responsibility for filling social worker posts in remand centres, detention centres and borstal allocation centres. Existing social workers employed by the Prison Department and in post on that date were absorbed into the service. With the agreement in 1970 that seconded probation officers should also be introduced in young prisoners' centres, the probation and after-care service had become responsible for filling welfare and social work posts in all prison service establishments except boys' hostals and social work posts in prison hospitals. Responsibility for welfare work in boys' hostals remained part of the function of assistant governors in charge of houses, but consideration was being given during 1971 to measures designed to secure the closer involvement of the probation and after-care service in the work in hostals and to improve the links between hostals and probation officers in their after-care role.

110. The number of authorised welfare officer posts rose from 222 (including 47 social workers) at the beginning of 1969 to 323 (including 51 social workers) at the end of 1971, bringing the ratio of welfare officers to inmates to 1:120 (compared with 1:250 in 1966). Plans exist to improve the ratio further in the near future to 1:100. However, the rate at which the ratio can effectively be achieved in terms of officers actually in post is subject to some constraints, such as the limited total strength of the probation and after-care service, the number of officers who can be spared for this work as against the many other tasks to be carried out and the fact that not all officers feel themselves suited to working in an institutional setting. On 31st December 1971 29 welfare officer posts were vacant, although a few of these were expected to be filled within a matter of weeks.

111. The three-week courses at the Prison Department Staff College at Wakefield for probation officers seconded to prison welfare officer posts continued, with 121 seconded probation officers attending eight courses in the three years up to 31st December 1971. Seconded probation officers continued to take advantage of in-service training arranged by their parent probation and after-care service during their period as prison welfare officers.

112. An experiment to assist in determining the place of social work in prisons which was introduced in three Midland prisons (Birmingham, Ashwell and Gartree) during 1967 was completed during the period under review. Among the matters considered during the experiment were:—

- Liaison between the prison service and the probation and after-care service.
- Local management.
- Individual case-work with inmates.
- Optimum work-loads of prison welfare officers.

The work-load of senior prison welfare officers.

Accommodation, office services and clerical assistance.

The experiment confirmed that given sufficient resources, intensified case work might usefully be undertaken with some inmates, but this would require a ratio of at least one welfare officer to 100 inmates. It was found that not all the work done by prison welfare officers needed to be done by trained social workers and that there was scope for welfare officers to be assisted by non-professional staff. It appeared that senior welfare officers should not have more than five or six basic grade officers to supervise and that because of the demands of support and supervision as well as involvement in the management team of the prison they should not be expected to carry full case-loads.

113. The results of the experiment were discussed at a conference on Social Work within the Penal System held at Bournemouth in April 1971 and attended by members of both the Prison and Probation and After-Care Departments together with members of the Home Office Research Unit and governors, principal probation officers, prison welfare officers and representatives of other prison service grades. Some of the problems identified by the conference were seen to have their origin in the division of responsibility between the prison service and the probation and after-care service. Among the problems particularly mentioned were the inadequacy of communication between prison staff and the welfare departments, managerial problems arising from the division of responsibilities between the governor and the principal probation officer, feelings on the part of prison officers about their role within the institution arising from the same cause and the isolation of the principal probation officer from decisions and developments likely to have a bearing on the professional work of his staff. The fundamental need for better and more frequent communication between the two services is now recognised and will be met by more regular contacts at both local and regional levels. At headquarters the appointment in 1972 of a second Deputy Principal Probation Inspector has enabled liaison with the Prison Department to be improved by attaching to this post particular responsibility for developing social work in prison service establishments and with discharged prisoners.

114. In conjunction with the Midlands Experiment the Home Office Research Unit set up three research projects. These were: (a) a study of the organisational problems of prison welfare; (b) a controlled experiment in social work in prison carried out at Ashwell and Gartree to assess the effectiveness and the extent to which response to such methods is related either to social and personal characteristics of the prisoners or to their prison experience; and (c) a study carried out at Birmingham of intensive pre-release treatment for convicted men serving sentences of one to nine months. A subsidiary study surveyed the problems facing such men as a result of imprisonment and assessed their use of, and attitudes to, help offered by the probation and after-care service. These three projects were intended to answer three related questions:—

1. How far prisoners regard the welfare department simply as givers of welfare or stop-gap aid.
2. How far there are hidden needs for intensive casework and whether some men are more likely to respond than others.
3. Whether organisational changes could improve either the welfare or casework services offered by welfare departments.

The main practical implications of all three projects appeared to be that decisions about staffing depend on what the prison welfare officer is meant to do; that the prison service could do some work at present undertaken by prison welfare departments; and that if the main aim of prison welfare work is to reduce reconviction, resources should be deployed differently. Given adequate resources it seemed likely that some inmates could be influenced by casework methods to a degree which would reduce the possibility of subsequent reconviction—or at least lengthen the period between release and reconviction; it was important to try to find means of identifying these inmates.

115. As part of the experiment a new casework record was designed with the object of providing a single record which would be opened at the time of sentence, passed on where necessary to the receiving prison establishment and returned to the supervising probation officer on release. The introduction of a standard record along these lines throughout the probation and after-care service is now under consideration.

116. Social work arrangements within detention centres were considered in the course of a general review by the Advisory Council on the Penal System of the operation of detention centres and the categories of young offender for whom they were suitable. The Advisory Council welcomed the change made in 1969 by which probation and after-care committees became responsible for filling social worker posts in detention centres since it not only increased the likelihood that social work posts would be filled but would enable social workers to have professional support from their local probation and after-care service and give existing social workers appropriate training in probation techniques and the opportunity of diversifying their experience. Reference was made to the case-load of social workers in detention centres, where the turnover is high and the time available for effective intervention is short, and the hope was expressed that measures would be devised to assist these social workers with their important work. It is accepted that the ratio of welfare officers to inmates, which can give some guide to an appropriate staff complement in prisons, cannot be applied in detention centres or in remand centres and borstal allocation centres and further consideration is being given to the staffing needs of all these centres.

117. The Expenditure Committee of the House of Commons in its review of the Probation and After-Care Service in 1971 expressed concern at the low ratio of prison welfare officers to inmates, which then stood at 1:130. They also noted the problems of relationships between the prison and probation and after-care services and of the definition of functions and recommended that the prison welfare system should be thoroughly reviewed at an early date. A review had in effect been begun with the Midlands Experiment (described above) and continued by the Bournemouth Conference. Discussion is being further pursued by a Home Office Study group involving the Prison Department and the Probation and After-Care Department and in conferences at regional and local levels.

#### The Probation Officer and After-Care

118. By the end of 1968 probation officers throughout the country had established working relationships with all penal establishments. It is now com-

mon practice for probation officers to visit inmates for whom they will have some responsibility on discharge and to discuss with staff in the institution any problems which might affect the inmate's prospects of rehabilitation. Where urgent domestic problems are revealed a probation officer or a volunteer may also visit the offender's family. Copies of social enquiry reports (see paragraph 72) are sent to the institution and supplemented by any information obtained when an offender is interviewed at court following sentence. This background material, obtained by the probation and after-care service before the offender is received into custody, is of great value to those concerned with his initial treatment and enables the earliest preparation to be made for his after-care on release. It is particularly useful in helping the prisoner to maintain and strengthen the links with his family and friends while he is in custody.

119. During the period under review probation officers working in penal establishments and outside have devoted more time to encouraging offenders to accept after-care on a voluntary basis. This remains a difficult problem but the following figures show that considerable progress has been made:—

	1968	1969	1970	1971
(a) case load at 31st December	5,490	6,566	8,197	9,288
(b) % of total after-care cases	22.0	24.5	27.3	29.1
(c) % of total case load	4.5	5.1	6.1	7.1
(d) enquiries or contacts before release made by probation officers	17,703	20,642	28,214	30,913
(e) enquiries or contacts before release made by other agencies at the request of probation officers	1,958	2,393	2,009	3,219
(f) persons befriended after release	22,030	22,643	23,452	24,557
(g) length of contact:				
one interview only	9,400	10,740	9,640	9,735
less than 1 month	3,851	3,749	3,695	3,747
over 1 and under 2 months	2,254	1,980	2,798	2,827
over 2 and under 3 months	1,498	1,468	1,791	1,862
over 3 and under 4 months	995	1,000	1,149	1,331
over 4 and under 5 months	710	649	742	786
over 5 and under 6 months	667	591	749	806
over 6 months	2,655	2,466	2,858	3,463
(h) Cases in which volunteers assisted, included in (f)	943	1,137	1,276	1,499

120. It is evident that the provision of a stronger prison welfare service, coupled with greater attention to voluntary after-care cases by probation officers generally, has resulted in only a modest increase in the number of offenders willing to make contact with probation officers after release, but a higher proportion have been persuaded to maintain contact for a longer period. The ability to apply social case-work skills for months rather than weeks suggests that probation officers are making a real contribution to the resettlement of those offenders who wish to find a useful place in society.

121. During the period covered by this report the probation and after-care service remained responsible for the statutory supervision on discharge from penal establishments of all offenders under the age of 21 at the date of sentence (except those committed in default), adult offenders given an extended sentence or life imprisonment, and prisoners released early on licence (see Chapter 7). Detailed arrangements for after-care in each case continued to be made between the institution staff and the supervising probation officer, recommendations for

recall or termination of supervision being made through the principal probation officer to the Prison Department, the Probation and After-Care Department or the Criminal Department as appropriate. After-care expenditure in all these cases is met in full by the Home Office. The estimated cost in 1971-1972 was £28,500. Table 14 (page 43) shows the content of statutory after-care during the three years 1969-1971. Under the Children and Young Persons Act 1969 a person subject to an approved school order on 1st January 1971 was deemed to be subject to a care order committing him to the care of a local authority. For a transitional period probation officers will continue to exercise supervision where they had been appointed as supervising officers so that unnecessary changes in after-care arrangements can be avoided.

### Voluntary Work in After-Care

#### *The Homeless Offender*

122. Since 1965 successive Governments have encouraged voluntary bodies to provide supportive accommodation for homeless offenders in after-care hostels and the Home Office has continued to offer a grant towards any deficit incurred on running costs. At the end of 1968 applications from 55 hostels had been approved in respect of 619 places available to offenders. In the three years covered by this report the figures were:—

At 31st December 1969—73 hostels with 793 places;  
At 31st December 1970—95 hostels with 1,032 places;  
At 31st December 1971—116 hostels with 1,244 places.

123. By the end of 1971 applications from a further 21 hostels, expected to provide 196 places, had been approved in principle for payment of grant as soon as the accommodation is ready for occupation and there is no reason to doubt that the voluntary movement will continue to provide about 200 additional places each year under the present arrangements.

124. From April 1969 the Home Office grant towards running costs was limited to £125 a year for each place available to offenders, or up to £225 if the hostel provided a skilled supportive service for persons of high dependency with an addiction problem. From April 1970 the rates of grant were increased to £150 and £250 respectively, and the higher rate was made available to any hostel which offered appropriate facilities for a particularly difficult category of resident. On 31st December 1971, of the 116 hostels receiving grant, 26 were receiving the higher rate in respect of 295 places for offenders with special problems. In addition to hostels for men and women addicted to alcohol or drugs, they included special facilities for highly disturbed young offenders, institutionalised elderly men and those requiring sheltered employment.

125. Throughout the period under review the experimental hostel in London which provides a high degree of therapeutic support for seriously disturbed ex-borstal boys has continued to receive a special grant and the Home Office has continued to meet the full net cost of the experimental hostel for chronic drunken offenders.\* In 1969 the Langley House Trust provided the first hostel with sheltered workshop facilities. In addition to accommodation and a high level of personal support men who are unable to hold down a normal occupation

\* See DR2, para. 166.

TABLE 14  
*The content of statutory after-care, including Approved School after-care,  
in the work of the Probation and After-Care Service  
31st December 1969, 1970 and 1971\**

	1969			1970			1971		
	No.	% of after-care cases	% of total case-load	No.	% of after-care cases	% of total case-load	No.	% of after-care cases	% of total case-load
Approved School	3,717	13.8	2.9	2,866	9.5	2.1	1,444	4.5	1.1
Borstal	9,265	34.5	7.1	10,589	35.2	7.9	12,167	38.2	9.3
Prison	2,148	8.0	1.6	2,521	8.4	1.9	3,206	10.1	2.5
Detention Centre	5,141	19.2	3.9	5,887	19.6	4.4	5,771	18.1	4.4
Totals	20,271	75.5	15.5	21,863	72.7	16.3	22,588	70.9	17.3

\* Statistics for the Inner London Probation and After-Care Service were unavailable for 1971. Inner London figures for 1970 were considered to be the best estimate and these were inserted in the 1971 figures.

have been provided with closely supervised employment in agriculture and horticulture. Some indoor employment in carpentry and woodwork is also provided in sheltered workshops. This initial experiment, for 23 men, has been highly successful. A second hostel, on similar lines, was opened by the Trust in February 1972 and the Margery Fry Memorial Trust propose to launch a similar project during 1972. It seems clear that these hostels are filling an important gap in the provision of after-care facilities and their further extension is being encouraged.

126. The regional group consultative committees have continued to meet and have undertaken a number of studies to establish the need for after-care hostels, and other accommodation for offenders, throughout the country. Some dissatisfaction has been expressed by the committees at their inability to stimulate the provision of hostels where a need is established and their limited influence on the development of after-care generally. During 1971 the Department has been considering the future of the committees and it is expected that a final decision will be reached before the end of 1972.

127. Further grants have been made to the Bridgehead Housing Association Ltd. towards the cost of acquisition and adaptation of property to be leased to voluntary bodies as after-care hostels. At the end of 1971 the Association had a financial interest in 16 of the hostels receiving grant and negotiations were in hand for the purchase of eight other properties. The expectation is that about eight new hostels will become available each year through the Association's activities.

128. During the three years under review substantial progress has been made with the training of after-care hostel wardens. The training programme, which is organised by the National Association for the Care and Resettlement of Offenders and financed by the Home Office, provides a four-month introductory course at a university for new entrants to hostel work, in-service refresher and development seminars on a monthly day-release basis, and short mid-week residential courses for more detailed study of particular problems encountered in after-care hostels. A large number of the staff currently employed in hostels have now received some form of training in the principles of social work and many continue to gain support from regular contact and discussion with others in this field.

129. In recent years it has become increasingly clear that while large numbers of men discharged from prison could benefit from residence in an after-care hostel, many are not prepared to use the facilities which are available. Over the country as a whole the average occupancy in hostels receiving grant has remained at only 65 per cent. Voluntary bodies have, therefore, attempted to provide supportive bed-sitting room accommodation, which is thought to be more acceptable to offenders than the traditional "family" hostel. In 1970 the Bristol Association for the Care and Resettlement of Offenders began an experimental scheme which provides accommodation with selected private landladies who are supported by a social worker. Similar experiments have since been launched elsewhere and the Department is examining a number of variations in organisation. In 1971-1972 the Home Office provided grants towards the salaries of social workers employed in five of these supportive landlady schemes, while others were wholly financed by charitable funds.

### *Voluntary Organisations*

130. During the period under review the Department has been able to offer financial help, at a substantially higher level, to voluntary organisations engaged in work which contributes to the after-care of offenders. The grant towards the administrative expenses of the National Association for the Care and Resettlement of Offenders has been increased; the headquarters organisation of the Association has been strengthened and regional organisers have been appointed throughout the country. Higher grants have been made to the St. Leonard's Housing Association and the National Association of Voluntary Hostels in recognition of the substantial increase in the work of these organisations. Financial assistance towards the running costs of the Circle Trust Club and the Anchor Club, Leicester, has continued. During 1971-1972 grants were also made towards the expenses of the employment placement service for "white-collar" and sexual offenders provided by the Apex Trust, to the employment and advisory service provided by the New Bridge, and to Recidivists Anonymous—an organisation concerned to stimulate self-help among ex-prisoners.

### *Community Involvement*

131. Enquiries of probation and after-care committees revealed that by the end of 1968 some 1,200 volunteers were actively engaged in assisting probation officers with after-care work. The Department has not thought it appropriate to ask for the maintenance of detailed statistics about the use of volunteers but committees were asked to report progress at the end of 1970. By that date 2,176 volunteers were actively engaged in a variety of tasks ranging from simple practical help in overcoming domestic difficulties to long-term friendships with prisoners and their families. It is clear from reports that continued emphasis on the importance of community involvement in after-care is gaining public recognition. It is significant that many volunteers offer quite modest help initially, but with continued guidance from probation officers are later able to establish on-going supportive relationships with delinquent families. In 1969 probation and after-care committees were authorised to meet expenditure incurred in the recruitment, preparation and use of volunteers, and to make small initial grants and an annual contribution towards the running expenses of prisoners wives' groups. Arrangements have also been made for the payment of *ex-gratia* compensation to volunteers who suffer loss or damage while carrying out tasks undertaken at the request of the probation and after-care service.

132. Particular importance is attached to the help which volunteers are able to give with facilities for families visiting relatives in prison, ranging from a simple refreshment service in visiting rooms inside prisons to setting up and running fully fledged visiting centres adjacent to prisons where wives and relatives can wait in reasonable comfort for visits to begin, obtain refreshments, wash and tidy themselves and their infants and, if they wish, leave children in friendly care while they make their visit. The centres also offer help and advice, particularly with problems which may have emerged in the course of a visit, and it has proved a great relief to many wives and relatives to find a sympathetic ear and practical help on returning to the centre. Provisions in the Criminal Justice Act 1972 will enable probation and after-care committees to play a more positive part in establishing satisfactory facilities for visitors to prisons,

including for example, where appropriate, accommodation for overnight stay. The extension of these facilities will depend to a large extent for their success on the further involvement of volunteers. Volunteers have also been increasingly active in helping to provide transport for families visiting isolated or distant prisons, in some cases on an individual basis, in others helping with the regular coach services organised by the probation and after-care service in some areas.

#### Habitual Drunken Offenders

133. A working party was appointed in June 1967 to advise the Home Secretary on the treatment of persons who habitually commit offences involving drunkenness. Its report, published in March 1971, drew attention to the long history of public drunkenness which represents a world-wide problem affecting in some degree all major industrialised countries. While alcoholism is less rife here than in some countries, it causes a substantial loss of productive labour as well as adversely affecting the lives and families of many individuals. The report suggested that while there is no simple stereotype of the habitual drunken offender the majority are of low socio-economic background, unskilled with minimum schooling, unsettled in employment, unmarried or separated from their spouses, lack social ties and suffer from personality disorders of some kind.

134. The Working Party particularly emphasised that the drunken offender should not be dealt with in isolation from the wider problem of alcoholism. It urged a systematic approach involving the close co-operation of the police, the courts, the medical profession and the social work services, including the probation and after-care service.

135. It specifically recommended a substantial increase in the number of therapeutic hostels for the dual purpose of non-custodial treatment and after-care, which should be closely linked with local medical, psychiatric and social services. An essential preliminary however, would be the creation of special detoxification centres to which persons found drunk in public could be taken to be dried out and given any necessary medical and social assistance and where they could be motivated to accept further care in hostels. In view of the difficulty they foresaw in motivating the alcoholic to accept on-going treatment the Working Party felt that it would be necessary to be able to detain persons taken to detoxification centres, initially for 24 hours and, subject to certain safeguards, for up to seven days. The Government has not at present accepted the need for compulsory detention but has provided powers in the Criminal Justice Act enabling constables to take persons found drunk in public to a detoxification centre.

136. The Working Party recognised the contribution being made to the care of alcoholics by crypts, shelters and lodging houses, although some reservations were expressed about shelters where drinking is permitted. It recommended an experiment with a "shop front" centre in an area frequented by drunks to rescue them from the streets and motivate them to receive further treatment, and urged the setting up of more alcoholism information centres. Since the probation and after-care service had particular scope for detecting embryo drink problems, it suggested that training in the nature and problem of

alcoholism should form an integral part of probation training and that probation officers might specialise in alcoholism and have a part to play in staffing hostels.

137. Following consultation with the various interested bodies concerned, the Government concluded that facilities for persons found drunk in public places should be seen as a socio-medical problem and be provided as part of a comprehensive counselling, treatment and rehabilitation service for alcoholics and others with drink problems. On 18th February 1972 the Home Secretary announced that the Secretary of State for Social Services would be generally responsible for carrying out the rehabilitative measures recommended in the report.

138. The provision of adequate hostel accommodation will necessarily take some time and, for the present, the Home Office is continuing to offer grants to voluntary bodies which provide hostel facilities for alcoholic offenders. The continuing responsibility of the Department for the after-care of offenders with drink problems will be discharged in close co-operation with the Department of Health and Social Security.



## CHAPTER 7

### PAROLE

#### Introduction

139. A note on the origins, legislative background and introduction of the parole scheme will be found in the preceding Triennial Report (1966-1968).<sup>\*</sup> A brief outline of the scheme as it affects prisoners serving determinate sentences is given below.

140. The Home Secretary, if recommended to do so by the Parole Board, is empowered to release on parole prisoners serving determinate sentences after they have served one-third of their sentence, or twelve months, whichever expires the later. The cases of eligible prisoners are considered initially by local review committees, established at each prison, which report to the Home Secretary. The Home Secretary refers cases to the Parole Board except where the local review committee unanimously finds the prisoner not suitable for release on parole *and* there is statistically a high degree of risk. The Board, which comprises a Chairman and 31 members, is an independent body whose main function is to advise the Home Secretary on individual cases and on other parole matters referred to it.

#### Development of the Scheme

##### *Parole case-load*

141. By the end of 1971 the number of cases being dealt with by the local review committees and the Home Office Parole Unit represented an increase of 56 per cent over the 1968 case-load. In 1968, 560 cases were disposed of each month, but during 1971 that number had increased to 870—a rate of over 10,000 cases a year. The 4,584 determinate sentence cases referred to the Board in 1971 were more than treble the number prepared in the post-backlog period of 1968. This very substantial increase in the number of cases referred to the Board stemmed from three factors: an increase in the number of prisoners eligible for parole; an upward trend in the proportion of cases recommended by local review committees (23.3 per cent in 1968, rising to 35.8 per cent in 1971); and the change decided upon towards the end of 1969 in the way in which cases not recommended by local review committees were examined for possible referral to the Board. This change in the selection process was brought about on the basis of a Home Office Research Unit study described in Appendix 3 of the Report of the Parole Board for 1969.<sup>†</sup>

#### Research

142. In addition to the extensive operations of the Home Office Research Unit described in Appendix 3 of both the 1969 and 1970 Reports of the Parole Board, additional studies of parole were either completed or being continued

<sup>\*</sup> DR2 paras. 175-188.

<sup>†</sup> House of Commons Paper 48 (1970).

by outside investigators including Dr. Pauline Morris, Research Director of the Legal Advice Research Unit at Nuffield Lodge, Dr. A. K. Bottomley, Lecturer in Social Administration at the University of Hull, and Dr. Keith Hawkins, Fellow of Gonville and Caius College, Cambridge. The day-to-day contact which the Parole Unit has maintained with the Home Office Research Unit has meant that research findings have been made immediately available to the parole administration in the context of mutually helpful discussion (see paragraph 176). This has been immensely valuable in the evolution of the parole scheme since every development has been worked out with the help of reliable and up-to-date information and the operation of the scheme has been accurately monitored. The liaison arrangements have also given the Parole Unit ready access to the data-sorting facilities possessed by the Research Unit, which have been used to provide a wide range of statistical and management information.

143. A data bank was established in 1969 to record the social and criminal characteristics of all prisoners eligible for consideration for parole. The significance of this is that research can be based on comprehensive information about all the cases dealt with from the start of the scheme.

#### Machinery and Administration

##### *The Home Office*

144. The Parole Unit is responsible for the day to day administration of the parole scheme within the Probation and After-Care Department of the Home Office. For the first year or so of the scheme the Unit was under severe pressure in dealing with the backlog of cases and with the immediate problems inherent in a project of this nature. Over the last three years the Unit has been able to devote progressively more time to policy matters and to ways of improving the system. To deal with the increasing caseload the complement of the Unit has grown and at the end of 1971 the staff numbered 39.

145. In the period 1st January 1969 to 31st December 1971, and inclusive of second or subsequent reviews, the Parole Unit dealt with 26,106 cases from local review committees. After allowing for 1,866 cases where the prisoners did not wish to be considered for parole, these comprised 8,219 favourable local recommendations, all of which were referred to the Board, and 16,021 unfavourable, of which 2,493 were selected for referral to the Board. Thus a total of 10,712 cases were prepared and referred to the Board by the Unit in this period.

146. In July 1969, in the light of research findings mentioned in Appendix 3 of the Board's report for 1969, it was decided to refer to the Board cases in which the local review committee had made an unfavourable recommendation but on a statistical assessment of the factors involved there appeared to be a low risk of reconviction. In practice the risk of reconviction is statistically estimated for every case, whether it has received a favourable or unfavourable recommendation at local level, and this serves a useful research purpose. Estimates are provided by a system devised and refined in the light of experience by the Home Office Research Unit. It should perhaps be stressed that the use of statistical assessments in the process of selection for parole is to the prisoner's advantage since the object is to select for consideration by the Board cases which would

otherwise have been refused on the basis of an unfavourable recommendation by the local review committee. Hundreds of prisoners who would otherwise have been refused parole have received it as a result of this system.

147. The Parole Unit is also concerned with directing on behalf of the Home Secretary early reviews for prisoners refused parole. This usually means that prisoners will be reviewed six months after their last review instead of the normal twelve months, although the period prescribed by the direction may vary according to circumstances. The decision to direct an early review normally but not invariably follows a recommendation by the local review committee or the Parole Board.

148. A major change in the organisation of the Unit which occurred in the period under review was the establishment of a policy group, which is separate from the section concerned with casework but operates in close liaison with it. The policy group deals with the collection of data and statistics, the appointment of members of local review committees, the preparation of draft instructions and of notes for guidance and information, conference arrangements, liaison with the Home Office Research Unit, matters affecting other Divisions and policy questions. But the greater part of the manpower resources of the Unit are necessarily devoted to casework. The casework section is divided functionally into three sub-sections. The first of these, and easily the largest, receives the dossiers from the prisons and completes the preparation of those which are to be submitted to the Parole Board. The second sub-section is responsible for directing early reviews, correspondence with the public, dealing with petitions from prisoners and in particular the notification to prisons of decisions, together with the administrative action consequent in the main on release decisions. The third sub-section has been formed to deal with the cases of prisoners who come to adverse notice whilst on parole. Where licence conditions have been breached it is necessary to consider whether the case should be referred to the Board for a recommendation regarding the revocation of the licence and the recall of the licensee to prison. Reference to the Board is virtually automatic where a licensee has been convicted of a further offence. In cases of urgency a decision to recall may be taken by the Department and the Board is consulted as soon as possible thereafter for ratification of the decision. Apart from this, the sub-section is the main channel of communication between the Department and the probation and after-care service in the field on immediate problems of supervision in individual cases where the advice or the views of the Department may be sought.\*

#### *Local Review Committees*

149. Details of the constitution of the local review committees are given in the preceding report.† During the period under review seven more prisons have established local review committees and some of the existing ones have recruited further members. The total membership of local review committees at 31st December 1971, apart from governors, was 711, comprising 232 independent members, 247 representatives of Boards of Visitors and 232 probation and after-care service members. Members are appointed formally for a period of two years, and many members are re-appointed.

\* A consolidated circular on supervision and recall was issued on 3rd May 1972 (H.O. Circular 89/1972.)

† DR2 para. 186.

150. There are inevitably differences in the ways cases are viewed by local review committees at different prisons, but their views are endorsed by the Board and the Department in the great majority of cases. Some indication of the extent to which the Parole Board is in agreement with the local review committees is that in 1971, 77.5 per cent of those cases recommended by local review committees for release were similarly recommended by the Board. Overall 88 per cent of the recommendations made by local review committees during the period 1969–1971 were accepted.

151. A loose-leaf folder containing notes explaining the parole system and giving detailed guidance on the policy and procedures was issued in 1969 to all members of local review committees. These notes, known as "Notes for the Guidance of Local Review Committees", will be amended as occasion demands. They are supplemented by the occasional issue in a similar format of "Parole Notes", which comprise comment and information of general interest to local review committees.

#### *The Parole Board*

152. A detailed description of the work and development of the Parole Board during the years covered by this report, together with statistics, can be found in the Board's annual reports. The period saw a steady increase in the proportion of cases in which the Board recommended release on licence. The Home Secretary has accepted almost all the Board's recommendations: of 8,173 favourable recommendations made since the inception of the scheme, 33 were not accepted.

#### *The Probation and After-Care Service*

153. The preceding report described the impact of the parole scheme on the probation and after-care service and the conclusions reached are by and large still relevant.\* The preparation of home circumstances reports on prisoners about to be considered for parole makes a heavy demand on the service. About 4,500 of these reports are prepared each year and generally in painstaking and most informative detail. They are of the greatest value to the local review committees, the Department and the Board. Besides assessing the prisoner's domestic prospects the probation officer is concerned with the prisoner's job prospects and may need to get in touch with firms and employment exchanges both before and after release.

154. The burden of supervision of persons released on parole may be judged from the fact that there are about 1,600 parolees requiring varying intensity of supervision on licence at any one time. The average period of parole is about eight months. While some licensees are of previously good character and scarcely require supervision at all, others have considerable criminal records and supervision in these cases involves both a challenge to the probation officer's professional ability to help the offender to change his ways and a responsibility to safeguard society against further offences. Numerically the problem of failures on licence is small: in 1971, 227 or 7.6 per cent of all prisoners recommended by the Board for release had to be recalled—about half of these

\* DR2 paras. 207–211.

because of adverse report from probation officers and half because of the commission of further offences. Probation officers are requested to report to the Parole Unit by way of their principal probation officers not only when an offender breaks the conditions of his licence but also in other situations in which there is a deterioration of response, behaviour or circumstances. In their reports probation officers are requested to give their opinion on whether or not they consider that the licensee should be recalled and their principal probation officer's opinion is also obtained.

#### Communications

155. For the efficient running of the parole scheme there must be frequent contacts between the various public services involved. The Parole Board and the Department have continued their joint programme of prison visits in the period under review and in 1971 this was extended to include police forces and probation and after-care services. The visits provide an opportunity for informal discussion on matters of mutual interest and in particular enable all the parties to explain their difficulties and seek elucidation of matters not understood.

156. A national parole conference organised jointly by the Department and the Board, to which each local review committee was invited to send a representative, was held at the University of Surrey in September 1970. The Criminal and Prison Departments of the Home Office were also represented. A series of five regional conferences has also been held, with representation broadly similar to that at the national conference except that it was possible for each local review committee to send a number of delegates. The Parole Unit undertook responsibility for the administrative arrangements at these six conferences. In addition, groups of local review committees have themselves arranged local area conferences which members of the Board and the Department have attended.

157. In 1970, in the interests of helping prisoners to understand the parole system, a simple booklet called "Your Questions Answered" was prepared in consultation with the other Home Office Departments concerned and the Parole Board. The booklet is issued to all prisoners eligible for parole. The contents were laid out in a simple question and answer form and supplement the more formally expressed and more comprehensive information provided in a prisoner's Information Card.

#### Performance and Prospects

158. The parole scheme has been developed carefully because of the importance of demonstrating to the public that parole, responsibly administered, involves minimal risk for the public while offering the prospect of successful resettlement in the community of many offenders, which is to society's advantage.

159. The next step forward is indicated by section 35 of the Criminal Justice Act 1972, which empowers the Home Secretary to release early on licence certain categories of offender on the recommendation of local review committees and without specific reference to the Board. The object of this arrangement is to relieve the Board of some of the simpler cases, in which the risks are not great, and so enable the Board to concentrate on more difficult

cases and in particular to deal with a wider selection of cases found unsuitable by the local review committees. The section provides that the class of cases to be dealt with under the modified procedure should be determined after consultation with the Parole Board and initially the intention is to apply the procedure to cases where the sentence is less than three years, where the offence did not involve violence, sex, arson or drug-trafficking and where the recommendation of the local review committee was unanimously favourable.

160. The proposed change is a tribute to the soundness of the contribution made by local review committees, and is based on the very wide extent to which the Board has been found to accept their favourable recommendations.

## CHAPTER 8

### RESEARCH

#### Introduction

161 As a result of earlier work the Home Office Research Unit, in conjunction with the Probation and After-Care Department, has been able to extend the scope and depth of research in the areas of probation, after-care and parole. The Probation and After-Care Research Advisory Committee, which was set up in 1967, meets annually to oversee and advise on research into probation and after-care and to keep the probation and after-care service involved in, and informed of, the progress of such research. The Committee comprises magistrates, probation officers, and representatives of the Social Work Services Group, Scotland, as well as members of the Probation and After-Care Department, the Probation Inspectorate and the Home Office Research Unit. A departmental committee, comprising the Home Office members of the Research Advisory Committee, meets regularly to follow up the recommendations of the parent committee and to provide a forum for discussion between the head of the Probation and After-Care Department and the Director of Research and between their staffs. In addition to the Research Advisory Committee, on which the probation and after-care service is well represented, there are numerous opportunities for informal contact between probation officers and members of the Research Unit.

#### Probation and After-Care Research

##### *Probation research completed or nearly completed*

162 "Probationers in their Social Environment" (1) describes an attempt to identify those parts of the environment which are most likely to present difficulties for male probationers aged 17 to 20, and those environmental factors which are most likely to be related to reconviction. The report deals with home, work and leisure problems: in assessing the home situation, mother-son relationships were rather more positive than those between father and son; but there was overwhelming evidence that it was the latter association which was the crucial one insofar as it was most closely linked with the son's failure or success on probation. The most important family factors in the avoidance of further trouble were that the father should be firm but kindly and that there should be mutual warmth and affection between him and his son. Amongst other problems 41 per cent of the probationers had unsteady work records, and the same proportion were unemployed at the time they were placed on probation, moreover, of those in work 48 per cent had held their present job for less than three months. Almost 70 per cent of the entire sample (507 cases) presented their probation officer with occupational problems; some men had proved themselves virtually unemployable.

163 A by-product of this research, using the same sample of probationers, was the report "Financial Penalties and Probation" (2). This study showed that the combination of financial penalties with a probation order did not appear

to have any beneficial effect on offenders, and that with some difficult cases it might cause complications. Generally, however, the practice appeared feasible, and worked reasonably well in at least 60 per cent of the cases; it did not seem to introduce any undue strain between the officer and the offender.

164. The report "Hostels for Probationers" (3) describes the operation of hostels for male adolescent probationers. Residents in probation hostels go out to work in a normal way; their leisure time activities, however, are supervised. The study underlined the problems common to all forms of residential care in a non-custodial setting—the difficulty of obtaining suitable staff and the long hours of duty in a demanding situation—and some which seemed particularly acute for probation hostels: the uncertain definition of the hostels' role, the problem of keeping good order with few sanctions, the severe difficulties posed by residents, management by voluntary bodies who could not provide professional support, and the difficulty of effecting such changes in home background as would prevent a relapse into further delinquency after return. The study examined in detail the kind of young people who found their way into probation hostels. It suggested that rootless offenders were more likely to be reconvicted while in the hostel than those with home ties, and that those from unsatisfactory homes settled relatively well in the hostel though a high proportion of them were likely to be reconvicted on their return home. The study described different kinds of hostel regime and their relative success and failure with residents both during hostel residence and after leaving. It found that the regime most likely to be successful, at least with the comparatively young offenders who comprised the bulk of the population studied, was one which combined firm consistent discipline with warm relationships between staff and residents. It appeared that the warden played the vital part in producing this atmosphere. In general, however, the differences in reconviction rates associated with these factors applied to the period when the boys were resident in the hostel, and not to their subsequent history. The general conclusions of the study were that offenders from unsatisfactory families seemed better able to stay out of trouble while in the hostel than on their return home, and that the incidence of delinquency varied greatly from hostel to hostel and over time in the same hostel. This led to the inference that delinquency might be very much a product of a delinquent's immediate situation. This in turn suggested that, at least with this age group, ultimate success might depend more on effecting changes in the offender's home background while he was away from it than in trying to alter his personality. It raised the question of the best form of disposal for an offender if changes in home background were unlikely to be achieved.

165. A report entitled "Prediction Methods in Criminology" (4) is in three parts. Part I comprises a general introduction to the subject of prediction studies, an examination of the ways of measuring predictive power, and a review of about 40 studies selected for their special interest in regard to data, methods, and findings of particular relevance to probationers. Part II is concerned with a probation prediction study. The description of the research is preceded by a discussion of ways of measuring success and failure in probation, and, in particular, the study reports some of the criteria used by probation officers who contributed to the research. Two samples of probationers were used, both of men aged 17–20 when their orders began; one group was placed on probation in 1958, the other in 1964. For the 1958 sample, probation officers (for the most

part those who had supervised the probationers) were asked to compile questionnaires based on their standard case records: for the 1964 sample, the information used was a "problem checklist" which probation officers completed during the early weeks of the order: officers' assessments in standard form of a number of personal and social problems encountered by their clients were elicited. The information gathered on both samples was analysed by many different methods in attempts to produce a prediction instrument based on pre-treatment data. Whatever method was used, it did not prove possible accurately to identify more than a minority of likely future successes or failures (using reconviction as the criterion). Probation officers' judgements of the extent to which the young men showed "delinquent tendencies" were statistically as predictive as other items of information combined. The failure to predict more than the extreme risks, no matter what method is used, is a common finding among prediction studies.

166. Articles published in journals include "Offence Behaviour and the Classification of Offenders" (5), "Families, Hostels and Delinquents: an attempt to assess cause and effect" (6) and "The Relationship between Change of Supervising Officer and the commission of a Further Offence by Probationers" (7). Further reports, on types of offender and types of treatment, on treatment relationships between probation officers and probationers, and on social work in the environment, are being prepared.

#### *After-care research completed or nearly completed*

167. A report entitled "Explorations in After-Care" (8) contains three studies. The first study examines data on a sample of voluntary after-care cases who reported at specialised after-care units in Manchester, Liverpool and London during 1965 and 1966. It was found that in the period covered by the study the typical after-care client first came to the units within one month of leaving prison. He was usually a casual caller and was unlikely to have been sent by a prison welfare officer; he was also unlikely to have been seen by an outside probation officer while in prison. Little was therefore on record about him or his needs. He was most commonly recidivist, under 40, single or separated. He was brought to the unit by pressing material needs, for money, work or accommodation. He was likely to be homeless, unattached, unemployed or even unemployable, but his ability to support himself was seriously impaired by physical ill-health, mental illness, personality disturbance or addiction to alcohol or drugs. Fewer than half the men calling at the units kept in touch for more than a month. The urgent material needs of ex-prisoners, the units' lack of adequate information, the small amount of pre-release visiting by officers and the short length of time for which officers and clients were in contact resulted in a situation in which officers had great difficulty in establishing case-work relationships with their clients. The report made tentative recommendations about how these problems might be overcome. The second study describes the regimes of 24 after-care hostels receiving Home Office grants, their relationship with local services and the very great importance of the jobs of warden and matron. It showed that nearly half the men left within one month of arrival and three-quarters within three months. This study considered the possible goals of hostels in providing crisis accommodation, short-term support or half-way house accommodation and long-term support and treatment.

It suggested that these goals were not all easily compatible and that most hostels were functioning as half-way houses. The services they provided, while in many ways impressive, could have been improved by more attention to the selection and support of staff and closer integration of hostels with the community. The third study is a descriptive account of the work at St. Martin of Tours House, focusing particularly on the group work which is a feature of the hostel. All three studies highlight the difficulties facing social workers in rehabilitating ex-prisoners, who are often eager to discuss plans but seldom persistent in carrying them out. Both hostels and after-care units had difficulty in keeping in touch with ex-prisoners. The report comments on some ambiguities in the aims of the services studied and on differences between social workers and clients in what they thought the services should provide, but it is far from critical of the social workers involved.

168. In the study, "Communication about After-Care" (9) a sample of 407 prisoners due for discharge from a representative selection of prisons in England and Wales were interviewed with a view to determining how much prisoners said they knew about the availability of after-care facilities. 20 per cent of the sample claimed that they had not heard of after-care at all, and a further 25 per cent had not heard of anything specific with which the after-care service could help them. Prisoners likely to be homeless on release, "drunkenness" offenders and civil prisoners were identified as three groups likely to be in need of assistance on discharge, who had relatively little information about after-care resources available to help them. Some welfare officers appeared to be uncertain about their responsibilities towards civil prisoners. There were no indications that written material played any part in informing prisoners about after-care, but the more knowledge of and contact with after-care prisoners had the more likely they were to express an intention of using it.

169. An article "A Typological and Dimensional Study of a Sample of Prisoners" (10) presents material from which a typology, which might be used in further research on after-care, might be developed.

170. An article entitled "A Research Technique using Social Work Constructs" (11) which compared role concepts of probation officers and child-care officers was published in 1969.

171. Reports in preparation include "Time factors in Social Enquiries"; a study of the role of the senior probation officer; and a pre-sentence study of offenders. Work has been carried out on the role of prison welfare officers and on the study of a sample of homeless offenders (see paragraphs 112-114).

#### *Probation research in progress: IMPACT (Intensive Matched Probation and After-Care Treatment)*

172. In recent years the probation and after-care service has become responsible for an increasing number of offenders who have been in prison or borstal, and it seems likely that in future probation may be used more extensively in place of an institutional sentence. The general aim of IMPACT is to set up a series of co-ordinated controlled experiments in a number of areas, covering serious and high risk offenders supervised by probation officers. It will attempt



to show how more intensive and varied treatment, matched to the needs of different types of case, can be provided, and to evaluate the results.

173. It was decided to consider personality, social situation and behaviour when classifying offenders. First, offenders in the experiment are assessed in terms of introversion/extraversion and neurotic/stable (as described by Eysenck (12)). The offenders' perceptions of their own problems are studied, and account is taken of such failings as immaturity and character deficiency. Secondly, each offender's family, work, and leisure situations are studied and assessed in terms of negative dimensions such as whether they are stressful or delinquent, and positive dimensions such as degree of support and control provided. Thirdly, an attempt will be made to classify the overt behaviour patterns of the offenders and characterise these as dependent or deviant.

174. Whatever the type of treatment, it is the intention that offenders in the experimental group will get more of it; in general, indeed, as much as local resources and circumstances permit. In several areas probation officers will have experimental caseloads of 20 or less, and more use will be made of other resources such as ancillaries and voluntary workers. Probation officers provide treatment both in their own offices and in the offenders' environment, but in most cases the main emphasis is on office interviews: in seeking ways to diversify and extend the range of treatment in IMPACT, attempts are being made to give relatively greater emphasis to situational treatment. Treatment given during the experiment will be classified according to the degree and type of support and control given. As there is no empirical evidence to show the relative effectiveness of different types of treatment or to provide an established basis for matching types of treatment to types of offender, matching must be done on a theoretical and experimental basis. Random allocation procedures are used to allocate cases to experimental and control groups. The aim is to collect a minimum of 100 experimental cases and 100 control cases in each of the experimental areas. One of the problems in conducting experiments is the possibility that knowledge of the experimental treatment will influence the treatment given to control cases. Attempts are being made in various ways to reduce the effects of this contamination and to measure the extent to which it occurs. During the experiment various data are being collected. Personality assessments are being made by the use of the Eysenck Personality Inventory, a sentence completion test, and the Mooney Problem Check List, in addition to ratings carried out by probation officers. Schedules have been constructed to record information about other features of assessment, treatment given and outcome. Success or failure will be measured in terms of reconviction within three years from the beginning of treatment given by a probation officer, but one year and two year reconviction rates will also be examined. Attention will be paid to changes in personality or situational problems of offenders over the course of treatment. Interim reports will be prepared in 1973 and in subsequent years. The final report is expected in 1976.

175. Five probation and after-care areas are taking part in the experiment. These are Dorset, Liverpool, Inner London, Sheffield and Staffordshire. The experiment in each area will have certain basic features in common, including general objectives, random allocation of cases, emphasis on experimental treatment, and methods of data-collection and evaluation. In addition each

area will emphasise some particular part of the support given by the probation and after-care service.

#### Parole Research

176. Research on the evaluation of the parole scheme has been designed: (a) to supply empirical data to measure the effectiveness of parole and describe how it works; and (b) to provide administrators with information and results that can be used quickly to help them to make decisions (see paragraph 142).

177. The main source of data has been the parole index. The index consists of coded records of all parole-eligible prisoners and is used to provide monthly and yearly statistics on the use of parole, prediction scores for all parole-eligible men and information on parole selection. The index has been augmented with information on the reconvictions of parole-eligible prisoners after release. With such a data bank available (it now has information on about 40,000 prisoners) the parole system can be monitored.

178. During the early days of the parole scheme, while the number of men to be released built up, and time elapsed so that they could have at least a two-year period of potential liberty, research concentrated on studying various aspects of selection. The selection rates of local review committees were calculated; the types of prisoners recommended for parole by the committees and the types released on parole by the Parole Board were identified, and attempts were made to establish the relationship between the predicted probability of reconviction of the men and parole recommendations and releases. One result of this research and of experience generally of parole was a change in the method of putting to the Parole Board cases judged by the local review committees to be unsuitable for parole, and another was that the Home Secretary was empowered by the Criminal Justice Act of 1972 to release certain classes of prisoner on the direct recommendation of the local review committees.

179. After two samples of prisoners had been out of prison for at least two years, their criminal records at Scotland Yard were followed up. The predicted behaviour of parolees and non-parolees was compared with actual outcome. The first sample consisted of 200 parolees and 200 non-parolees released in April and May 1968 and the second of 400 parolees and 500 non-parolees released between August and December 1968. Both studies suggested that parole had an effect on subsequent criminal behaviour. A report for publication is in preparation.

180. A third major study examined failure on parole. The records of men who, while on parole, were reconvicted, recalled to prison or had warning letters sent to them, before 31st March 1970 were examined and a comparison was made of these men with those who completed parole successfully.

181. A fourth study has been on men who do not wish to be considered for parole—in other words those who opt out of the system. The parole index has been used to make a statistical analysis of the characteristics of these men and the research has included interviews in prison.

182. A fifth piece of research which has been planned will examine the relationship between attitudes of men to parole, their prison behaviour and

experience, and outcome. It is hoped to find out which type of prisoner is likely to be particularly amenable to parole and will benefit most by it. This research will take about five years to complete as it necessitates interviewing men before they are considered for parole and following them up for two years after release. It will involve prison staff and probation officers as well as the men and will use data not contained in either parole dossiers or the parole index.

183. The study of the working of the parole system for women has been in three parts:

- (a) a description of women who were given parole, comparing them with those not granted parole;
- (b) the construction of an index of probability of reconviction, in order to assess the effectiveness of parole and to estimate what additional risks there might be if a greater number of women were paroled; and
- (c) a study of the relatively few women who opted out from consideration for parole.

#### Research by other Bodies

184. In addition to the research described above, which is being carried out by members of the Home Office Research Unit, financial support is given to research carried out at some Universities into various aspects of probation, after-care and parole.

185. The School of Social Work at Leicester University is carrying out research to investigate the problems which arise for a prisoner and his family when he is sentenced to imprisonment; the kinds of help which the probation and after-care service give and the response obtained from the family and the prisoner. The Nottinghamshire probation and after-care service and the welfare officers of Lincoln, Ashwell, Gartree, Stafford, Sudbury, Nottingham, Drake Hall and other prisons are co-operating in the project. This is a descriptive study of cases where men with families have been sentenced to nine months or more imprisonment by the higher courts of the City and County of Nottingham.

186. A study of the attitudes of social workers to minority groups is being carried out in two northern towns by the School of Applied Social Studies, Bradford University, and involves interviews with samples of social workers (including probation officers) and people living in these towns.

187. Dr. Pauline Morris at the Nuffield Foundation is carrying out a study of 100 parolees which sets out to examine:

- (a) the way in which the pre-prison experience of the offender affects parole outcome;
- (b) factors in the institutional structure which affect parole outcome;
- (c) the way in which the offender's self-concept changes as he moves from prisoner status to citizen status;
- (d) the relationship between the offender's expectations of parole and the actual outcome; and
- (e) the effect of the post-prison environment and the role of the supervisor during the period of supervision.

Men serving sentences of two years or more are included in the sample; after initial interviews in the two prisons participating in the research, the men are followed up at intervals upon release. Supervising officers are also being interviewed.

188. The Crawley Juvenile Research Committee and the Home Office Research Unit are collaborating in a study of juveniles who either appear before the Crawley juvenile court or come to the attention of the police as offenders. Data for the study have been collected by probation officers.

189. A report by Dr. Hawkins, formerly at the Cambridge Institute of Criminology, on the history and concept of parole, which includes an examination of the operation and effectiveness of certain foreign parole systems, is being revised for publication.

190. The Home Office has made a grant to the Royal London Aid Society for a comparative study of two after-care hostels.

#### Notes

1. Probationers in their Social Environment: by Martin Davies, Home Office Research Studies No. 2, H.M.S.O., London 1969.
2. Financial Penalties and Probation: by Martin Davies, Home Office Research Studies No. 5, H.M.S.O., London 1970.
3. Hostels for Probationers: by Ian Sinclair, Home Office Research Studies No. 6, H.M.S.O., London 1971.
4. Prediction Methods in Criminology: by Frances H. Simon, Home Office Research Studies No. 7, H.M.S.O., London 1971.
5. Offence Behaviour and the Classification of Offenders: by Martin Davies, British Journal of Criminology; Vol. 9, No. 1, January 1969.
6. Families, Hostels and Delinquents: an Attempt to assess Cause and Effect: by Martin Davies and Ian Sinclair, British Journal of Criminology; Vol. 11, No. 3, July 1971.
7. The Relationship between Change of Supervising Officer and the Commission of a further Offence by Probationers: by Martin Davies and Brenda Chapman, Case Conference; Vol. 16, No. 7, November 1969.
8. Explorations in After-Care: by Sinclair *et al.*, Home Office Research Studies No. 9, H.M.S.O., London 1971.
9. Communication about After-Care: an Assessment of Prisoners' Knowledge of the After-Care Services: by William McWilliams and Martin Davies with Ian Earnshaw, The British Journal of Social Work; Vol. 1, No. 4, Winter 1971.
10. A Typological and Dimensional Study of a Sample of Prisoners: by Ian Sinclair and Brenda Chapman. To be published in the British Journal of Criminology.
11. A Research Technique using Social Work Constructs: by Stephen Folkard and Susan Russell, Applied Social Studies, Vol. 1, 1969.
12. Crime and Personality: by H. J. Eysenck, 1964.

## APPENDIX A

(see paragraph 28 of the Report)

### THE JOINT NEGOTIATING COMMITTEE FOR THE PROBATION SERVICE AT 31st DECEMBER 1971

#### Membership

The Committee consists of 27 members appointed as follows:—

#### Employers' Representatives

Association of Municipal Corporations ...	...	...	...	4
County Councils Association ...	...	...	...	4
Central Council of Probation and After-Care Committees ...	...	...	...	7
Home Office ...	...	...	...	1

#### Employees' Representatives

National Association of Probation Officers ...	...	...	...	11
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## APPENDIX B

(see chapter 3)

### COURSES OF TRAINING FOR PROBATION WORK

Courses of pre-service training in being, or commenced in 1972

- i. *Applied social studies courses* which include probation students are held at the following Universities and Colleges:—

Birmingham  
Bristol  
Cardiff  
Exeter  
Hull  
Leeds  
Leicester  
Liverpool  
London: London School of Economics  
Bedford College  
Chiswick Polytechnic  
Goldsmiths' College  
Newcastle-upon-Tyne  
Nottingham  
Sheffield  
Southampton  
Swansea

- ii. *Post-graduate courses* lasting from 17 months to 2 years, which include probation students are held at the Universities of:—

Cardiff  
Exeter  
Kent  
Leicester  
London: Bedford College  
Manchester  
Nottingham  
Oxford

- iii. *Post-graduate courses* which include probation students and lead to a higher degree are held at the Universities of:—

London: London School of Economics (1 year: M.Sc.)  
Sussex (2 years: M.S.W.)  
York (2 years: M.Phil.)

- iv. *Four-year degree courses* which include professional training are held at the Universities of:—

Bath  
Bradford  
Keele

- v. *C.N.A.A. degree courses* which include professional training are held at:

Enfield College of Technology (4 years: B.A. Honours)  
 Hatfield Polytechnic (4 years: B.A.)  
 Lanchester Polytechnic (4 years: B.A. Honours or ordinary)

- vi. *Two-year courses* which include probation students aged at least 23 years, are provided by the following Universities and Colleges of Further Education:

Bristol University (Department of Extra-Mural Studies)  
 Croydon Technical College  
 High Wycombe College of Technology and Art  
 Ipswich Civic College  
 Leeds University (Department of Adult Education and Extra-Mural Studies)  
 Leicester University (School of Social Work)  
 Liverpool University (Department of Extra-Mural Studies)  
 North East London Polytechnic  
 Plymouth Polytechnic

- vii. *One year courses* for probation students aged 27 and over are held at:—

Home Office (Probation and After-Care Training Centre, London)  
 Birmingham Polytechnic  
 Enfield College of Technology  
 Manchester Polytechnic  
 Newcastle-upon-Tyne Polytechnic  
 Southampton University (Department of Extra-Mural Studies)

# APPENDIX C

(see chapter 4)

## CASES UNDER SUPERVISION BY PROBATION OFFICERS 1969 TO 1971\*

Date	Total Cases Current	On Probation			Under Supervision					After-Care Cases						
		Terms of years			Children and Young Persons Acts 1933 to 1969	Matrimonial Proceedings		Chancery Court	Total	Under Money Payment Supervision Order	Approved School	Borstal	Prison Licence	Prison Voluntary	Detention Centre	Total
		1	2	3		Divorce Court	Magistrates' Court									
31st December 1969	130,238	6,137	53,930	23,864	3,825	3,318	3,920	—	11,063	8,407	3,717	9,265	2,148	6,566	5,141	26,837
31st December 1970	134,473	5,861	54,470	24,638	2,967	4,323	4,078	158	11,526	7,918	2,866	10,569	2,521	8,197	5,887	30,060
31st December 1971	130,070	4,129	42,315	21,711	13,708	5,214	4,136	107	23,165	6,874	1,444	12,167	3,206	9,288	5,771	31,876

\* Statistics for the Inner London Probation and After-Care Service were unavailable for 1971. Inner London figures for 1970 were considered to be the best estimate and these were inserted in the 1971 figures.

# APPENDIX D

(see paragraph 72)

## ENQUIRY WORK BY PROBATION OFFICERS

1969 TO 1971\*

Year	Social Enquiries			Means Enquiries under Section 60, Magistrates' Courts Act, 1952	Adoption		Divorce Court Enquiries	Enquiries under Guardianship of Infants Acts, 1886 and 1925	Enquiries under Section 4, Matrimonial Proceedings (Magistrates' Courts) Act 1960	
	(a) Full (b) Day of hearing only									
	Magistrates' Courts		Quarter Sessions and Assize Courts		Guardian <i>ad litem</i> Duties	Other Enquiries				
	Juveniles	Adults								
1969	(a) ...	71,540	86,577	42,557	3,268	4,437	2,685	5,401	2,367	1,737
	(b) ...	1,856	20,312	1,230						
1970	(a) ...	71,336	91,336	49,182	2,963	4,177	2,376	6,206	2,675	1,836
	(b) ...	2,016	18,586	1,003						
1971	(a) ...	60,844	94,010	49,845	2,881	3,767	1,973	8,026	2,826	2,064
	(b) ...	1,753	17,328	1,197						

\* Statistics for the Inner London Probation and After-Care Service were unavailable for 1971. Inner London figures for 1970 were considered to be the best estimate and these were inserted in the 1971 figures.

# APPENDIX E

(see paragraph 76)

## MATRIMONIAL CONCILIATION WORK BY PROBATION OFFICERS—1969 TO 1971\*

Matrimonial Conciliation Work										
<div>(a) One Party was seen (b) Two Parties were seen</div>										
Year		Referred by Courts		Referred by Clerks to Justices	Dealt with on direct application to Probation Officers	Referred by Social Agencies, Police, etc.	Referred by Divorce Court	Total Cases seen	Cases Completed	
		Before Issue of Summons	After Issue of Summons						Parties known, or thought, to be living together as Husband and Wife	Other Cases
1969...	(a)	863	684	519	10,941	2,542	65	15,614	13,213	10,397
	(b)	741	3,603	653	7,804	2,131	71	15,003		
1970...	(a)	708	665	419	10,691	2,450	39	14,972	10,932	9,020
	(b)	695	2,467	494	6,479	1,747	44	11,926		
1971...	(a)	603	621	387	10,406	2,318	72	14,407	10,051	8,697
	(b)	553	2,065	440	6,536	1,802	193	11,589		

\* Statistics for the Inner London Probation and After-Care Service were unavailable for 1971. Inner London figures for 1970 were considered to be the best estimate and these were inserted in the 1971 figures.



# APPENDIX F

(see chapter 6)

## AFTER-CARE HOSTELS APPROVED FOR HOME OFFICE GRANT

AUGUST 1972

Location	Address of Hostel	Management	Number of Approved Places
Ashton-under-Lyne, Lancs.	Heathfield, Manchester Road	Society of St. Francis	6
Bath, Somerset	Gilbert House, 9 Prior Park Road	Bath Council of Social Service	6
Beckenham, Kent	186 MacKenzie Road	Church of England Council for Social Aid	9
Bedford	78 Chaucer Road	Bedfordshire D.P.A. Society	12
Birmingham	Newell House, 44 Forest Road	Margery Fry Memorial Trust	17
Birmingham	McNeill House, 65 Upland Road	Margery Fry Memorial Trust	17
Birmingham	91 Wellington Road, Handsworth	W.R.V.S.	10
Birmingham	Frederic House, 38 Gravelly Hill North	Society of St. Vincent de Paul	10
Birmingham	Granville House, 2 Oxford Road, Moseley	Church Army	3
Birmingham	Newhaven Hostel, 67, 71-73 Willow Road, Balsall Heath	Late Night Special Committee	12
Birmingham	St. Francis House, 23 Gillott Road	Christian Action	5
Birmingham	Prospect Hill House, 18 Wretham Road, Handsworth	Birmingham Churches	10
Bournemouth, Hants	Cambridge House, 2 Surrey Road	Bournemouth Churches	12
Bradford, Yorkshire	Boxtree Cottage, 110 Allerton Road	Langley House Trust	19
Brighton, Sussex	Crossroads, 51 Stanford Avenue	Crossroads Hostel House Committee	7
Cannock, Staffs	35-37 Walsall Road	W.R.V.S.	8
Cardiff	Dyfrig House, Fitzhamon Embankment	South Wales and Monmouthshire Council on Alcoholism and Drug Dependence	11
Cardiff	48-50 Richmond Road	Bridgehead (South East Wales and Monmouthshire) Housing Association	20
Chelmsford, Essex	Bensusan House, 85 South Primrose Hill	Friends of Essex Prisoners	4
Cheltenham, Glos.	The Knole, 23 Griffiths Avenue	Langley House Trust	19
Cheltenham, Glos.	Rowton House, 20 Grove Street	South West Midlands Housing Association	6
Chester	102 Watergate Street	Christian Service Centre	15
Coventry, Warwickshire	Middleborough House, St. Columba's Close	Margery Fry Memorial Fund	13
Coventry, Warwickshire	Murray Lodge, Whitley Village	Langley House Trust	28

Location	Address of Hostel	Management	Number of Approved Places
Coventry, Warwickshire	28 Warwick Street	City of Coventry Probation and After-Care Service	2
Coventry, Warwickshire	59 Westwood Road	City of Coventry Probation and After-Care Service	2
Coventry, Warwickshire	47 Seagrave Road	City of Coventry Probation and After-Care Service	3
Crawley, Sussex	Carmen House, 12 Perryfield Road	Crawley Young Men's Hostel Committee	5
Crawley, Sussex	The Grove, Lowfield Heath	Sussex D.P.A. Society	12
Dover, Kent	Suffolk House, 302 London Road	Dover Bridgehead Association	14
Eastleigh, Hants	81 Leigh Road	Hampshire A.C.R.O.	9
Esher, Surrey	Cranstoun, 5 Ember Lane	Esher Association for the Prevention of Addiction	8
Fareham, Hants	Fareham Hostel, 77 Trinity Street	Hampshire A.C.R.O.	7
Gloucester	Glyndhurst, 108 Weston Road	Bridgehead (Glos.) Housing Association	23
Hemel Hempstead, Herts.	Busby House, 22 Alexander Road	St. Albans Diocesan Police Court Mission	4
Hereford	66 Belmont Road	Bridgehead (Hereford) Housing Association	9
Highworth, Wiltshire	Gloucester House	Salvation Army	6
High Wycombe, Bucks.	Parry House, 4 Amersham Hill Gardens	High Wycombe Churches	7
Hull	Howard House, 40 Dover Street	Trustees of Howard House	7
Hull	Dora Jessop House, 34 Sunny Bank	Dora Jessop Trustees	2
Iver, Bucks.	Suffolk House, Long Bridge, Slough Road	Helping Hand Organisation	8
Kendal, Westmorland	Brookside, Lound Road	Bridgehead (Cumbria) Housing Association	9
Lancaster	Longcroft, Westbourne Road	Langley House Trust	14
Leamington Spa, Warwickshire	6 Portland Street	Margery Fry Memorial Fund	10
Leeds	Kirkstall Lodge	Kirkstall Lodge Ltd.	15
Leeds	Southend House, Lower Town Street, Bramley	Acorn Trust	6
Leeds	Faith Lodge, 2-3 Wellclose Place	St. George's Crypt (Leeds)	8
Leeds	Crypt House, 25 Wellclose Place	St. George's Crypt (Leeds)	6
Leeds	8 Hall Lane, Leeds 12	The Wayside Trust	5
Leicester	Norman House, 23 Ashleigh Road	Margery Fry Memorial Fund	12
Leicester	19 Ashwell Street	Info Committee	5
Liskeard, Cornwall	Lower Langdon Farm	New Man Trust	15

Location	Address of Hostel	Management	Number of Approved Places
Liverpool	Canning House, 55 Canning Street	Liverpool Quaker Penal Affairs Group	18
Liverpool	22 Princess Road	Liverpool Youth Organisation Committee	5
London	St. Martin of Tours, 162 New North Road, N.1.	Catholic Fund for Homeless and Destitute Men	30
London	St. George's House, 263 Camden Road, N.7	The S.O.S. Society	20
London	Norman House, 15 Aberdeen Park, N.5	Norman House Committee	12
London	Third House, 11 Highbury Hill, N.5	Third House Committee	15
London	Southfields, Finchley, N.12	Southfields Trustees	8
London	Stockdale House, 58 Crowndale Road, N.W.1	The Griffins Society	12
London	Martin House, 15 Oval Road, N.W.1	Martin Housing Ltd.	3
London	329 North Circular Road, N.W.10	Willesden House Project	5
London	Spitalfields Crypt, Fournier Street, E.1	Spitalfields Crypt Trust	6
London	60 Settle Road, E.1	Christian Action	7
London	Clapham House, 302 Devon's Road, E.3	Bow Mission	20
London	82 Godwin Road, E.7	Life of the World Trust	4
London	4 Ivydene Road, E.8	Cameron Group	4
London	66 Shooters Hill Road, S.E.3	Royal London Aid Society	16
London	23, 31 and 32 Grove Park, S.E.5	Helping Hand Organisation	12
London	36 Gomm Road, SE16 2TX	Carr Gomm Society Ltd.	3
London	Phoenix House, 1 Eliot Bank SE23	Community Drug Project	10
London	Rathcoole House, 2 Ferndale Road and 6 Lynette Avenue, S.W.4 and 12 Cranmer Road, S.W.9	Alcoholics Recovery Unit	22
London	Emerson Bainbridge House, 337 Clapham Road, S.W.9	West London Mission	11
London	Newland House, 495 7 King's Road, S.W.10	Catholic Prisoners' Social Service	14
London	94 Redcliffe Gardens, S.W.10	Elizabeth Housing Association	6
London	London House, 1205 London Road, Norbury, S.W.16	Royal London Aid Society	20
London	30 Home Road and 34 Abercrombie Street, S.W.11	St. Mungo Community Trust	12
London	59 Greek Street	Christian Action	20

Location	Address of Hostel	Management	Number of Approved Places
London	Walmer House, 134/136 Seymour Place, W.1	Church Army	10
London	19 Sutherland Place, W.2	Paddington Young People's Hostel Association	7
London	Opman House, Ealing, W.5	Christian Action Housing Association	2
London	Hartley House, 31 Madeley Road, W.5	Helping Hand Organisation	6
London	Blandford House, 15 Blandford Road, W.5	R.A. Fellowship Trust Housing Association	12
London	137 Holland Road, W.14	Community Settlement	15
Loughborough, Leics.	St. George's House, 95 Wharnccliffe Road	St. George's House Management Committee	4
Lowestoft, Suffolk	3 Royal Terrace	Eastern Housing (Bridgehead) Association	10
Maidstone, Kent	14 Bower Place	Springboard Trust	4
Manchester	Denton House, Hyde Road, Denton	Denton House Committee	4
Manchester	Charter House Hostel, Danzig Street, Manchester 4	Charter House Trust	12
Manchester	William House, 294 Wilmslow Road	William House Trust	18
Manchester	24/28 Acomb Street	W.R.V.S.	20
Manchester	Contact House, 37 Mayfield Road, Whalley Grange	Contact Association	8
Middleton, Lanes.	Richards House, Townley	Helping Hand Organisation	3
Moreton-in-Marsh, Glos.	Northwick Park, Blockley	The Life of the World	10
Newcastle-on-Tyne	St. Christopher House, 222 Westmorland Road	Society of St. Vincent de Paul	11
Newcastle-on-Tyne	Elswick Lodge, Park Road	North East Bridgehead	16
Newport, Mon.	Emlyn House, 3 Palmyra Place	South Wales and Monmouthshire Council on Alcoholism and Drug Dependence	10
Norwich	Fornett Grange, Fornett St. Mary, Norwich, NOR 86W	Langley House Trust	20
Nottingham	8 Second Avenue, Sherwood Rise	W.R.V.S.	10
Nottingham	28 Addison Street	Nottingham Bridgehead Association	12
Nottingham	429 Woodborough Road	Family First Trust	6
Nuneaton, Warwicks....	Cope House, 157 Edward Street	Margery Fry Memorial Trust	9
Oakham, Rutland	Wing Grange, Wing	Langley House Trust	23
Oldham, Lanes.	21/23 Thompson Lane, Chadderton	The Selcare Trust	8

Location	Address of Hostel	Management	Number of Approved Places
Outterbourne, Hants.	Elderfield	Langley House Trust	19
Oxford	81 Cowley Road	Oxford and District Council on Alcoholism	5
Oxford	Norreys Avenue	Oxford Diocese G.F.S.	4
Oxford	60 Lake Street	The Elmore Committee	16
Oxford	25 Ilfley Road	Oxfordshire Prisoners Aid Society	5
Oxford	195 Ilfley Road	Oxford and District Council on Alcoholism	9
Plymouth	Friary House, St. Judes	Trustees of Friary House	10
Poole, Dorset	Langdon House, Parkstone	Langley House Trust	13
Portsmouth	151 Lake Road	St. Petroc Community	2
Preston, Lancs.	72 Westcliffe	Stanley House Trust	10
Reading, Berks.	The Chalet, 9 Downshire Square	Langley House Trust	13
Richmond, Surrey	"Blighty", 9 Sheen Road	Blighty Trust	12
Ramsbottom, Nr. Bury, Lancs.	Chatterton Hey, Edenfield	Manchester and Salford Methodist Mission	7
Sheffield	Norman House, 134 Upperthorpe	Trustees of Norman House	12
Sheffield	Patmos House, 365 Southey Green Road	Patmos House Committee	15
Sheffield	Bethlehem House, 86 Upper Hanover Street	Sheffield Hostel Project	6
Solihull, Warwicks.	Dormer House, 155 Warwick Road, Olton	Margery Fry Memorial Trust	17
Southampton	Dismas House, 40 Winn Road	Society of St. Dismas	16
Southampton	St. Aubyn's House, 30 Cranbury Avenue	Society of St. Dismas	9
Southend-on-Sea, Essex	11 Hastings Road	Friends of Essex Prisoners	8
Stevenage, Herts.	421 Ripon Road	Phoenix (N. Herts) Hostel Project	6
Stourbridge, Worcs.	4 Norton Road	Stourbridge Residential Centre	3
Stowmarket, Suffolk	9 Milton Road	Bury St. Edmunds A.C.R.O.	7
Stood, Kent	The Shrubbery, 35 Frindsbury Road	Langley House Trust	13
Sutton, Surrey	66 Cheam Road	New Ways Trust	11
Swansea, Glamorgan	St. Leonards House, 16 Carlton Terrace	Swansea and West Wales Trust	10
Swindon, Wilts.	The Mount, 23 Croft Road and 57 Winifred Street	Lyddington Bridge Association	14
Wakefield, Yorks.	10 Peterson Road	Wakefield and District Young People's Hostel Committee	3
Wigan, Lancs.	3 New Market Street	Wigan After-Care Housing Trust	9
Winchester, Hants.	Alleyne House, 24 25 Hyde Street	Hampshire A.C.R.O.	9
Winchester, Hants.	23 25 North Walls	Hampshire A.C.R.O.	6
Wolverhampton, Staffs.	St. George's House, Old Hall Street	Brotherhood of Prayer and Action	12
TOTAL APPROVED PLACES			1,408

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