



OPERATIONAL SELECTION POLICY OSP16

RECORDS RELATING TO PROBATION AND OTHER FORMS
OF NON-CUSTODIAL TREATMENT OF OFFENDERS
1965-2001

Revised December 2005

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Abbreviations

ACOP	Association of Chief Officers of Probation
ACPAC	Advisory Council on Probation and After-Care
CACA	Central After-Care Association
CCCJS	Co-ordination of Computerisation in the Criminal Justice System
CCETSW	Central Council for Education and Training in Social Work
CCPACC	Central Council of Probation and After-Care Committees
CCPC	Central Council of Probation Committees
CPC	Central Probation Council
CPO	Chief Probation Officer
CPPO	Council of Principal Probation Officers
CPS	Crown Prosecution Service
CRAMS	Case record monitoring system
CCETSW	Central Council for Education and Training in Social Work
DHSS	Department of Health and Social Security
GPC	General Purposes Committee
HMIP	Her Majesty's Inspector of Probation
HO	Home Office
HORU	Home Office Research Unit
ISS/C/B	Information Systems Strategy Committee/Board
LCD	Lord Chancellor's Department
NACRO	National Association for the Rehabilitation of Offenders
NADPAS	National Association of Discharged Prisoners Aid Societies
NAPO	National Association of Probation Officers
NPS	National Probation Service
NPSS	National Probation Service Information Systems Strategy
PACS	Probation and After-Care Service
PARC	Probation and After-Care Research Committee
PMA	Probation Managers Association
PMB	Project Management Board
RMIS	Management Information System
TEC	Training and Employment Council
UNISON	Trade union for public service employees

Authority

- 1 In 1998 The National Archives published its Acquisition Policy. This set out the principles which would guide the selection of records for permanent preservation in The National Archives. The following year The National Archives produced a complementary Disposition Policy dealing with the selection of public records to be held in places of deposit other than The National Archives.
- 2 The acquisition policy identifies the type of record which will be preserved at The National Archives. The disposition policy identifies the type of record which, although judged worthy of permanent preservation, would be more appropriately preserved by a local authority record office or specialist archive.
- 3 Both policies are being implemented through the production of Operational Selection Policies. These are detailed statements of appraisal plans as they apply to categories of records found in one or more departments. They are developed by The National Archives in partnership with other government departments and in consultation with other repositories appointed by the Lord Chancellor as places of deposit. They are subject to public consultation.
- 4 Operational Selection Policies are intended to be working tools for those involved in the selection of public records for permanent preservation. They may be reviewed and revised at any time in the light of comments from record producers, reviewers or users of the records or as a result of newly discovered information. The extent of any review or revision exercise will be determined according to the nature of the comments received.

If you have any comments on this policy, please e-mail records-management@nationalarchives.gov.uk or write to:

Acquisition and Disposition Policy Manager
Records Management Department
The National Archives
Kew
Richmond
Surrey
TW9 4DU

- 5 Operational Selection Policies do not provide guidance on public access to selected records.

Scope

- 6 This policy concerns the records of the
 - Home Office
 - Parole Board for England and Wales, a non-departmental public body of the Home Office
 - Association of Chief Officers of Probation (ACOP), a defunct non-public record body

- 7 It does not cover records of
- Local authorities
 - Voluntary sector organisations
 - Private companies collaborating with the Home Office
- as these are not public records within the terms of the Public Records Act 1958. It also excludes public records created in Scotland and Northern Ireland as these are deposited at The National Archives for Scotland and the Public Record Office of Northern Ireland.
- 8 Although the Probation Service and the role of probation officers constitute the core of this Policy, it also covers records relating to the development and implementation of policy on all forms of non-custodial treatment of offenders, specifically:
- After-care
 - Bail
 - Community service
 - Curfew
 - Electronic tagging
 - Parole/release on licence
 - Probation
- 9 The related topics of custodial treatment (prisons, secure units etc), the prevention and investigation of crime (including policing and public order) and the operation of the criminal courts will be covered in other Operational Selection Policies.
- 10 The timescale of this Operational Selection Policy (1965-2001) reflects the fact that the Home Office has already reviewed policy files opened before 1970 but some Home Office case files and some records of the ACOP date back to 1965.
- 11 The dates also coincide with key events in the history of the Probation and After-Care Service which came into existence in 1964, gradually taking over the work of the Central After-Care Association and the prison welfare service. In 2000, the Criminal Justice and Court Services Act established a National Probation Service under the control of the Home Office.

Acquisition Policy collection themes

- 12 The Acquisition Policy Statement outlines certain themes which form the basis of The National Archives' appraisal and selection decisions. Of these themes, the following are of potential relevance in considering records relating to probation and aftercare:
- 2.2.1.4 Policy and administrative processes of the state: administration of justice and maintenance of security;
 - 2.2.2.1 Interaction of the state with its citizens and its impact on the physical environment: the economic, social and demographic condition of the UK, as documented by the state's dealings with individuals, communities and organisations outside its own formal boundaries.

- 13 This Operational Selection Policy is not an exhaustive statement of all the records that should be selected for permanent preservation. It is intended to provide a clear direction to the records staff of central government departments in determining which records should be permanently preserved at The National Archives.
- 14 It is organised according to themes:
- Development of policy on non-custodial treatment of offenders
 - Organisation, staffing and management of the Probation Service (including the records of the Inspectorate)
 - Co-operation and partnership with voluntary bodies and the private sector (including the records of ACOP)
 - Management of the parole scheme
- 15 Each theme is supported by an annex in which developments and events during the period are outlined to provide historical context for review. All the items in the annex will be reflected in Home Office records and records relating to them should be preserved unless otherwise indicated in the annex.

Selection theme 1: policy on non-custodial treatment of offenders

Scope

- 16 The aim of non-custodial sentences is to reduce the time spent in custody either before or after sentence. Options include bail, probation, community service, curfew and parole. A related purpose is the return of the offender to the community as a law-abiding citizen; this is promoted through prison welfare work, After-Care and schemes for the rehabilitation of offenders.
- 17 This theme relates to all these aspects of work with offenders. It covers:
- The review of existing policy, procedures and legislation, including the commissioning of research
 - The formulation of new policies and procedures, including the consultative process
 - The passing of primary legislation
 - The issue of consequent orders and regulations
- 18 A list of legislation and events with significance for policy on non-custodial sentences is at Annex A.

Selection criteria

- 19 The following selection criteria aim to ensure the preservation of records essential for an understanding of the activities outlined above and in Annex A without duplicating unnecessarily material held by other government departments, Home Office divisions with secondary or peripheral responsibilities, or the Home Office library.
- 20 Home Office files should be selected for preservation if they contain:

1. Agendas, minutes and circulated papers of internal Home Office meetings and meetings of interdepartmental working parties chaired by the Home Office
2. Correspondence with other departments, professional and consultative bodies where this augments or elucidates minutes and papers of meetings
3. Drafts of reports, bills and statutory instruments only where these differ significantly in form or substance from the final, published version
4. 'Notes on clauses', explanatory papers and briefing notes for senior staff and ministers sponsoring primary legislation
5. Submissions from other government departments or bodies or individuals in response to a specific request for comment or information;
6. Unsolicited submissions from other government departments, professional bodies or individuals with relevant professional knowledge only where these prompt officials to propose further consideration of or action on the issue
7. Drafts of Home Office circulars and circular letters on registered files only where these differ significantly from the version distributed *or* the file also contains substantial minuting *or* the topic is of primary significance and there is doubt whether a library copy has survived
8. Comments on other departments' legislation which were clearly not conveyed to the other department *and* which add significantly to understanding the Home Office's position *or* reveal a significant difference of opinion, interpretation or approach between departments
9. Internal consideration of and consultation on the need for research and on its results but not routine papers relating to the commissioning and monitoring of projects unless these add significantly to the information provided by published research papers or relate to an unreported project

21 Within the Home Office different divisions have been responsible for different types of non-custodial treatment. Files will be selected which have been created by the division which has lead responsibility for the topic. Files of other divisions will only be selected where these contain comments which were clearly not conveyed to the lead division *and* which add significantly to an understanding of the decision-making process or the commenting division's own responsibilities.

22 Files, which do not meet the selection criteria for preservation at The National Archives, will be destroyed.

Departmental responsibilities

23 Throughout the period under review, lead responsibility for the topics covered by this theme has rested with the criminal departments of the Home Office. The internal organisation and nomenclature of the criminal departments have

changed a number of times but the following indicates the division of responsibility for much of the period:

- C1 policy on sentencing; treatment of offenders
- C2 procedure in magistrates' courts; matrimonial proceedings and guardianship
- C3 mentally disordered offenders
- C4 procedure in higher courts; criminal law and appeal; rehabilitation of offenders
- C5 life sentence prisoners; control of drug misuse
- C6 probation and After-Care
- C7 Parole Unit (administration of parole scheme)
- Probation Inspectorate

24 C6 and C7 were created in 1982 by redistributing elements of H1 (administration of the Probation Service) and H2 (policy on probation and administration of parole); the parole unit transferred shortly afterwards to the Prison Department. Other units were established from time-to-time (eg the Criminal Justice Bill Unit) or have operated alongside the criminal departments within the same directorate (eg Research and Planning Unit, the Statistical Department).

25 In 1997 the Home Office carried out a comprehensive internal reorganisation. The C-departments were replaced by the Criminal Policy Group, comprising:

- Action Against Drugs Unit
- Crime Reduction Unit
- Criminal Policy Strategy Unit
- Justice and Victims Unit
- Juvenile Offenders Unit
- Mental Health Unit
- Probation Unit
- Sentencing and Offences Unit
- HM Inspectorate of Probation

26 Throughout the period there has been a convergence of interest between the probation and prison services, particularly in the development of prison welfare services and 'throughcare'. The Home Office Prison Department has lead responsibility for the development of policy on custodial treatment, while the Prison Service (an agency of the Home Office since 1992) is responsible for the operation of prisons.

27 Although the Home Office is the lead department in all matters relating to the criminal justice system, its interests overlap with those of the Lord Chancellor's Department (LCD) which is responsible for the operation of the courts. Of particular relevance is the transfer of responsibility for magistrates courts from the Home Office to LCD as, for most of the period under review, the local probation service was responsible to committees of magistrates.

28 In addition the Home Office had overlapping interests with the Departments of Health, Social Security, Employment and Education in the care of offenders,

and with the Department of Environment (later Department for the Environment, Transport and the Regions) for the operation of local authorities.

Organisation of the records

- 29 Home Office policy files relating to this theme are registered according to centrally-controlled subject-based schemes and will be found in the following series:
- AFC (After-Care): files relating to After-Care from c1965- 1985
 - CRI (Criminal): main series for criminal departments
 - MAR (marriage): includes policy on matrimonial proceedings
 - PBN (Probation): files of the Inspectorate and of H1 and H2 division relating to the Probation and After-Care Service from c1950-1985
 - PDG (Prison Department, general): includes files relating to the prison welfare service and parole scheme
 - PN (Probation): probation and After-Care from 1985
 - PI (Probation Inspectorate): Probation Inspectorate from 1991
 - RES (research): files of the Research and Planning Unit
- 30 Although some review is possible on the basis of the registry scheme and file title, most review will need to be carried out file-by-file as the schemes encourage filing by subject without reference to the material's level of importance.
- 31 Information relating to this theme will also be found in published annual and research reports and in Home Office Circulars (HOCs) and circular letters (eg Dear Chief Officer of Probation letters). The Home Office library aims to maintain a complete set of publications and circulars. To assist in meeting this aim, reviewers will remove final copies of such material from files earmarked for destruction and pass them to the library. Sets of circulars no longer required by the library will be transferred to The National Archives.

Selection theme 2: management of the Probation and After-Care Service (PACS)

Scope

- 32 The Home Office relies largely on probation officers to put its policies on non-custodial treatment of offenders into practice. Like the police and fire-fighters, probation officers are employed by local authorities but under terms and conditions determined by the Home Office, which is also responsible for co-ordination and standards nationally.
- 33 This theme covers the Home Office's management role in relation to the Probation Service and covers:
- Establishment, development, expansion and reorganisation of the PACS (e.g. the number of areas) and its constituent elements

- Introduction, organisation, management and discontinuance of specific services provided by the PACS (e.g. supervision of discharged prisoners, matrimonial conciliation, prison welfare)
- Development of national standards for probation work
- Recruitment and training of probation and After-Care officers
- Operation of the Probation Inspectorate

34 Annex B indicates the key events and developments related to this theme.

Selection criteria

35 All files created up to 1990 have been subject to an initial sift. Routine and ephemeral material has been destroyed with the exception of the finance files for individual probation hostels which are retained for administrative purposes. Files created before 1970 have already been subject to a final historical review and selected files transferred to The National Archives (PBN files into series HO 330, AFC files into HO 383). For guidance on the selection of Probation Inspectorate records, see the Operational Selection Policy dealing with *Inspectorate Records*, OSP39.

36 Essential information on the management of the Probation Service is documented in Home Office circulars, circular letters to Chief Officers of Probation and published standards and guidelines. Final versions of these should be held by the Home Office library (see para. 31 above). Files relating to them should only be selected when

- Early drafts differ significantly from the final version
or
- The file forms part of a series dealing with a major reorganisation or controversial issue which generates related minutes and correspondence worthy of preservation.

37 Files should also be selected which document:

1. Discussion and consideration of changes in the organisation and management of the probation service, especially those relating to the establishment of a national service
2. Changes to area organisation
3. Changes in the type and proportion of Home Office financial support for the service as a whole or for a particular function within the service
4. Development of resource planning for the service as a whole, especially the estimating of staffing levels
5. The role of probation service staff, especially the expanding role of the probation officer with the introduction of parole, community sentences and bail
6. The introduction, development and review of procedures, especially the introduction of national standards for probation work
7. Changes in training strategy, especially the withdrawal of the Home Office from professional training
8. Development of a strategy for co-ordinated and cross-area management of hostel accommodation and information technology

- 38 Records which relate to routine administration of personnel, finance and accommodation (e.g. annual estimates and pay negotiations, appointments, secondments, grants to hostels) fall outside the Acquisition Policy and will not be selected for preservation. They will be disposed of in line with generic disposal schedules.
- 39 Records not selected for preservation at The National Archives will be destroyed.

Responsibilities of the Home Office

Probation Division

- 40 Responsibility for overall management of and liaison with the PACS has remained with the same division under differing titles throughout the period under review. The only aspects dealt with elsewhere were the management of probation service buildings which, for administrative convenience, was handled by the Fire Department (G3) until 1988, and research and statistics which were handled by the Research and Planning Unit and the Statistics Branch (S2).
- 41 During the 1970s the Probation and After-Care Department was divided into
1. H1 responsible for
 - a. Policy on probation to 1980
 - b. Organisation and pay and conditions of the Probation and After-Care Service
 - c. Manpower: recruitment and training
 2. H2 responsible for
 - a. Administration of the parole scheme
 - b. Policy on probation and matters relating to the PACS - from 1981
 - c. Development of social work in prison service establishments
 - d. After-Care of offenders
 - e. Residential provision in the community for offenders
- 42 In the early 1980s H1 and H2 were reorganised as C6, responsible for aspects of work with the probation service, and C7, responsible for the administration of the parole scheme. The parole unit subsequently transferred to the Prison Department and C6 division was established as part of the group comprising the Criminal and Statistical Departments and Research and Planning Unit. C6 focused on policy and the management of the probation service, including:
- Powers and organisation of the probation service
 - Resources, including pay and other conditions of service
 - Recruitment and training
 - Procedures for the administration of probation, supervision and community service orders, provision of social enquiry and welfare reports, and marriage guidance

- Grants for provision of day centres, hostels and other facilities for offenders and ex-offenders in the community and for projects aimed at the rehabilitation of offenders
- Administration of secondment of probation officers to the prison welfare service

43 This organisation and remit remained broadly the same throughout the period under review, although the division was variously known as the Probation and Aftercare Department, the Probation Department and the Probation Directorate. In 1995 the Directorate's management remit was divided between the

1. Resources Group, responsible for

- Human resources management (probation service training and development; competences and qualification structure; workforce planning; pay and conditions; equal opportunities; complaints; honours; industrial relations)
- Finance and planning (co-ordination of public expenditure bids; current grant; cash allocation formula; activity sampling; performance measures; three year plan; probation service organisation and structure; partnership grants payments)
- Approved hostels and probation estate (strategic planning of probation estate; capital funding of hostel and non-hostel works; redevelopment; implementation of private finance initiative; hostel funding and operations) and the

2. Projects Group, responsible for

- National Probation Service Information Systems Strategy (NPSISS) (information strategy; IT including case records, administration and management systems; probation unit IT support)
- Special projects
- Management and evaluation of electronic monitoring trials

Probation Inspectorate

44 Throughout the period the Inspectorate remained a discrete section operating in co-operation with the divisions. It was responsible for

- Inspection and approval of hostels and homes
- Inspection of specific aspects of probation work
- Direct provision of training

45 In the 1960s probation inspectors provided training at the Home Office Training Centre in London for candidates not qualified by university courses. During the 1970s this role was gradually taken over by the Central Council for Education and Training in Social Work set up in 1971 and the Home Office turned toward the provision of management training.

46 The Criminal Justice Act 1991 put the Probation Inspectorate on the same footing as other Home Office Inspectorates by making it fully independent, accountable directly to the Home Secretary. This gave it the freedom to

comment not only on local practice but also on issues of national policy and administration. HM Chief Inspector of Probation publishes reports on the efficiency of individual areas, on common administrative procedures (e.g. work in Crown Courts) and on broader issues (e.g. women offenders).

Responsibilities of the Probation Service

- 47 The first probation officers were employed locally to report on offenders placed under supervision by magistrates. As the Probation Service developed it continued to be organised locally, connected to the magistrates' courts and local authorities, but largely funded by the Home Office which determined numbers and pay of staff in negotiation with the Joint Negotiating Board. The connection with the magistrates and local authorities created some overlap of interest between the Home Office, the Lord Chancellor's Department and the Department of the Environment, Transport and the Regions and its predecessors.
- 48 Each probation area corresponded to a petty sessional division and was accountable to a voluntary probation committee made up of magistrates, representatives of the local authority, and co-optees with specialist skills. Casework was carried out by professional probation officers supported by ancillary workers and volunteer staff and supervised by case committees.
- 49 The main purpose of the Probation Service was to reduce offending and resettle offenders into society as law-abiding citizens. Its tasks were to
- Plan, manage and provide supervision of offenders put on probation by courts, those released from approved schools, borstals and prisons, servicemen on release from military corrective training centres, and children under 17 made subject of Supervision Orders
 - Enforce requirements of court orders
 - Provide social enquiry reports to courts to enable appropriate sentencing
 - Provide (with the Prison Service) throughcare for offenders
 - Manage bail and probation hostels
 - Provide matrimonial conciliation, supervision of children of parties to matrimonial proceedings and advice to matrimonial and civil courts
 - Contribute to prevention of crime and support of victims

Organisation of the records

- 50 Primary Home Office records relating to the management of the probation service are filed in the same series as policy matters (PBN, AFC and PN). Records of the Inspectorate from 1991 are filed in the PI series and published reports are held by the Home Office library.
- 51 Information relating to the probation service may also be found on Home Office series CRI, PDG and MAG. Most of the MAG files were inherited by the Lord Chancellor's Department when responsibility for magistrates' courts was transferred from the Home Office in 1992.

- 52 Local records of the probation service are not public records and are not covered by this Operational Selection Policy. Those which are preserved are held by local authority record offices.

Selection theme 3: consultation and partnership

Scope

- 53 Collaboration between central and local government, and co-operation between the state and voluntary bodies in the welfare of discharged prisoners dates back to the early 19th century. In the 20th century collaboration expanded to include partnership between public and private finance. Consultation and collaboration are central to the way in which the non-custodial treatment of offenders has developed and in particular to the provision of accommodation in homes and hostels.
- 54 This theme relates to:
- Consultation with professional and advisory bodies
 - Collaboration with charitable and voluntary organisations
 - Partnership with private enterprise
- 55 Key developments and events relating to this theme are in Annex C.

Selection criteria

Home Office files

- 56 Files should be selected for preservation which contain:
1. Minutes and papers of the Advisory Council on Probation and After-Care and its sub-committees
 2. Minutes and papers of the Joint Negotiating Board
 3. Minutes and papers of conferences, committees and working groups chaired by the Home Office
 4. Minutes and papers of meetings chaired by other organisations where (a) the file includes extensive or significant minuting, or (b) the file is necessary to the coherence of a series of files in which the others merit preservation under (a)
- 57 Files should also be selected which:
1. Document the relationship between the Home Office and those organisations with which there has been significant collaboration over a long period (eg NACRO)
 2. Relate to innovative projects supported by the Home Office (eg the establishment of specialist hostels)
 3. Reveal the attitude of Home Office officials towards collaboration and partnership or towards a particular organisation where this has implications for the delivery of services
 4. Show the basis for the initial decision to contract out delivery of a core service (eg the curfew scheme) or which contain contracts for delivery of core services

- 58 Files which are not selected for preservation at The National Archives will be destroyed. Where rejected files contain copies of papers from the NACRO, these papers will be removed before the files are destroyed and passed to NACRO to make good the loss of records in their own archival collection.

Records of the Association of Chief Officers of Probation (ACOP)

- 59 In 2001 ACOP offered the minutes and papers of its committees, a set of policy papers and a set of publications to The National Archives. In view of the close working relationship between the ACOP and the Home Office, The National Archives has accepted the collection. Later minutes and all publications are currently with the ACOP's successor body, the Probation Boards Association, and will be transferred to The National Archives by 2005. All other records of the ACOP were destroyed by the organisation on winding up in 2001.

Responsibilities

- 60 Broadly speaking responsibility for policy on the non-custodial treatment of offenders lies with the Home Office while administration of the schemes largely falls on the Probation Service. However in developing policy, the Home Office draws extensively on the experience of the Service and the evidence of independent research, and both the Home Office and the Probation Service work closely with the voluntary and private sector in provision of services.

Advisory Council on Probation and After-Care

- 61 The Probation Advisory and Training Board, set up in 1963, was replaced in 1965 by the Advisory Council for Probation and After-Care. A Training Subcommittee of the Council both advised the Home Office and interviewed applicants for probation officer training. Later in 1965 it took up the related issue of recruitment.
- 62 The Council was reconstituted in 1968 with recruitment and training as part of the remit of the main council whose members also sat on related advisory boards. Direct involvement with trainees ceased when the Home Office withdrew from professional training.

Association of Chief Officers of Probation

- 63 ACOP was established in 1982 to speak with authority on behalf of the Probation Service nationally and to secure the full support of probation service managers across all 56 areas to initiatives agreed with the Home Office.
- 64 The core of the Association was the regional groups which had authority to arrange their own business. A committee of regional representatives coordinated ACOP's activities through regional groups and national committees and developed policy, subject to ratification by the General Purposes Committee (GPC). The GPC was ultimately responsible for policy, for co-

ordination of relations with outside bodies, and for public relations. In 1988 the two committees merged to form the National Council.

- 65 National committees on specific subjects reported to the council; subjects covered included management services, training, industrial relations, throughcare, residential services, international matters, research and information, parliamentary and public relations, probation practice, court work and social issues such as unemployment.
- 66 The Association wound up in 2001 and was succeeded by the Probation Boards Association.

National Negotiating Committee and professional bodies

- 67 The Joint Negotiating Committee for the Probation Service, later the National Negotiating Committee, was established in 1966 as a single body to negotiate pay and conditions of service for all grades of the Probation Service throughout Great Britain.
- 68 On wider employment and professional issues the Home Office also routinely consulted the Conference of Principal Probation Officers and the National Association of Probation Officers as representative of employees and the Central Council of the Probation and After-Care Committees as representing employers. The organisations commented on Home Office proposals and also took the initiative in representing professional aspects of the probation and After-Care service to the Home Office. Conferences were always attended by Home Office representatives and were periodically organised by the Home Office. A standing committee of principal probation officers met regularly with the Probation Inspectorate and Home Office colleagues for informal discussions.

The National Association for the Care and Rehabilitation of Offenders (NACRO)

- 69 In 1862 voluntary societies concerned with the welfare of prisoners discharged from local prisons could be recognised as approved Discharged Prisoners Aid Societies. They operated independently until 1936 when they united to form the National Association of Discharged Prisoners Aid Societies (NADPAS). This became the National Association for the Care and Resettlement of Offenders in 1966.
- 70 Although managed by a committee elected by affiliated societies, NADPAS administration was at first wholly, later largely financed by the Home Office which also controlled the number and grade of staff. The Home Office also gave grant support to various housing, social work and support services. For example, the Home Office paid for training provided by NACRO to hostel wardens, and collaborated with NACRO and local probation areas in the development of schemes for employment and education run by NACRO Community Enterprises Ltd.

Central After-Care Association (CACA)

- 71 The Central After-Care Association was set up in 1949 to meet the increased use of release on licence requiring supervision. Its purpose was to provide statutory After-Care while NADPAS provided 'aid on discharge'. It was wound down in 1965-1967, some staff and responsibilities transferring to the Home Office, others to the London Probation Service.

Probation homes and hostels

- 72 The Criminal Justice Act 1948 allowed the Home Secretary to approve probation homes and hostels provided and managed by voluntary organisations. Probation homes included training; probation hostels provided accommodation to residents who went out to work. Costs were shared between local probation committees and the Home Office, later augmented by residents' contributions. Over the period covered by this Operational Selection Policy there were changes in the age-group and status of offenders referred to hostels, a major change being the development of accommodation for offenders released on bail. Hostels were also developed for special groups of offenders, such as the seriously disturbed or alcoholic.
- 73 The Home Office provided grants for capital expenditure and to enable voluntary societies to experiment with different forms of accommodation. It also took an active interest in the training of hostel staff and the efficient allocation of accommodation within and between probation areas.
- 74 A National Association of Probation Homes and Hostels was established to represent the interests of the many organisations involved.

Organisation of the records

- 75 Home Office records relating to liaison and co-operation with non-departmental and non-governmental bodies are filed in series PBN and AFC. The Home Office also provided secretariats for the Advisory Council on Probation and After-Care and for the Joint Negotiating Committee and a complete set of their minutes and papers will be found in the same series.
- 76 The other organisations are not public record bodies and their records are not covered by this Operational Selection Policy. However Home Office representatives attended many of the meetings of these bodies and Home Office files consequently include minutes and papers, publications, research reports and briefings produced by these bodies.

Selection theme 4: management of the parole scheme

Scope

- 77 This theme covers the routine administration of the parole scheme and release on licence procedures. Key developments and events are outlined in Annex D.

Selection criteria

- 78 Home Office administrative files opened up to 1970 have been reviewed. Files opened after 1970 will be selected for preservation if they
1. Describe the operation of the parole scheme or any significant changes to it
 2. Relate to the issue of guidance and circulars only where these add to the information held in the final version, which will be assumed to be held by the Home Office Library
 3. Comment on organisation, staffing and administrative procedures where these are relevant to the effectiveness of the scheme
 4. Concern appointments to the Board and local committees only where these involve matters of principle
- 79 With the exception of a small number of cases relating to notorious offenders which are set aside for review, all case files have been subject to destruction under schedule five years after the date of the last parole review or expiry of the licence. The uneven application of this schedule makes it unlikely that a statistically reliable sample could be obtained from the remaining files.
- 80 Files will only be selected for preservation if they relate to cases where
1. The issue of early release was particularly controversial
 2. There was subsequently shown to have been a miscarriage of justice with major judicial or political implications
 3. The prisoner was particularly famous or notorious and the file adds to any court or police records already selected
- 81 Files not selected for preservation at The National Archives will be destroyed.
- 82 The annual reports and minutes of the Parole Board will be selected for preservation.
- 83 Correspondence between the Board and the Home Office should be reviewed and Parole Board files selected for preservation only where it is clear that facts or opinions were not conveyed in full to the Home Office.
- 84 All routine administrative files and case dossiers will be destroyed when no longer required for administrative purposes.

Responsibilities

- 85 The Criminal Justice Act 1967 introduced the parole scheme and set up the Parole Board for England and Wales to advise the Home Secretary on release on licence.

- 86 Although parole is connected essentially with the Prison Service and the Parole Unit was soon transferred to the Prison Department, it was initially seen as belonging in the field of After-Care. Consequently the Probation and After-Care Department assumed responsibility for the parole scheme and in 1967 set up the Parole Unit within the After-Care Division to handle it.
- 87 The Home Secretary has ultimate responsibility for determining whether a prisoner may be provisionally released from custody before the expiry of sentence. The decision is based on a recommendation from the Parole Board, a non-departmental public body of the Home Office, which considers recommendations for parole put forward by parole review committees based in the local prisons. Each recommendation is supported by a comprehensive dossier of information about the prisoner prepared for the Board by the Parole Unit and returned to the Parole Unit after consideration.
- 88 The Parole Unit is also responsible for the appointment of members of local review committees, preparation of instructions and notes for guidance, conference arrangements, liaison with other Home Office divisions and with the Research Unit on the collection of data and statistics. The casework section handles the day to day administration of the scheme, including the preparation of dossiers, communication with prisoners and the public on individual cases of supervision and breach of parole. It also deals with release on licence for life sentence prisoners and breaches of the curfew scheme which is operated by a commercial company.
- 89 The role of the Probation Service is to supervise those released on parole, to provide home circumstance reports, and to provide probation officer members of the review committees.

Organisation of the records

- 90 Within the Home Office early administrative records relating to parole were filed in the AFC series of the After-Care Department. After the unit transferred to the Prison Department, they were filed in the PDG series. Prisoners' dossiers, which contain copies of court and prison documentation as background for the Board, form a discrete alpha-numeric series, as do case files relating to breach of curfew. Release on licence issues and cases are filed in the ROL series.
- 91 The Parole Board is supported by a secretariat seconded from the Home Office. The principal records of the Parole Board are the annual reports and minutes of its meetings. Routine administrative arrangements are filed on locally registered files. Working papers of the Board are not maintained on registered files but bundled by date for automatic destruction.
- 92 Records relating to the operation of local review committees are held by prisons, and are not covered by this Operational Selection Policy.

- 93 Records relating to the supervision of individuals and participation of probation officers in review committees are held by the local probation service, are not public records and are not covered by this Operational Selection Policy.

Implementation of the policy

- 94 Implementation of the policy will fall largely to the Records Management Service of the Home Office, with some action to be taken by the Prison Service and the Parole Board secretariat.
- 95 Home Office records are subject to administrative and historical review 7 years and 25 years after opening. All policy files opened before 1970 have been reviewed and selected files transferred to The National Archives. Large series (e.g. CRI) are reviewed on an annual cycle, smaller series (e.g. MAR) are reviewed in five year tranches. This Operational Selection Policy will be used within the existing review programme to guide selection from relevant series.
- 96 The policy will also be used to guide the revision of disposal schedules. Record Management Services is currently revising schedules for the CRI, PBN, AFC, PI and PDG series in consultation with the policy units, and will advise the Prison Service and Parole Board on scheduling their administrative and case records under this policy.
- 97 Record Management Services will also encourage the Probation Directorate to ensure that a full set of publications and circulars is made available to the Home Office library for preservation. In the event that the library wishes to dispose of this material The National Archives would wish to have the option to preserve it in full or in part.
- 98 Other government departments whose interests overlap with the Home Office (Department for Constitutional Affairs, Department for Education and Skills, Department of Work and Pensions, and the Office of the Deputy Prime Minister) will be asked to note the content of the policy when drawing up instructions for their own reviewers.

Annex A

Developments and events relating to Theme 1 (policy on non-custodial treatment of offenders)

The following events should be represented, unless otherwise indicated, in the selection of files under the criteria set out in Operational Selection Policy paragraphs 19-22.

1967	Probation and After-care Research Committee (PARC) set up to oversee and advise on research into effectiveness of approaches and procedures. Membership comprised magistrates, probation officers and representatives of social work services and the Home Office. Departmental members met between PARC meetings to progress issues.
1967	Home Office and Ministry of Health and Social Security established Working Party on Habitual Drunken Offenders, chaired by Probation Department. Reported 1971.
1969	Home Office Working Party on Statistics set up; reported 1970 and 1971; new probation statistics collected from January 1972 with aim of establishing effectiveness of probation services.
1970	Advisory Council on the Penal System published report <i>Non-Custodial and Semi-Custodial Penalties</i> . Home Office responded by setting up working group (including Probation Service representatives) during 1971. Its deliberations informed the Criminal Justice Act 1972.
1971	Abolition of probation orders for under 17s resulted in a change in probation officer duties and reorganisation of hostel provision.
1971	Working Group set up to consider Residential Provision for Offenders and Probation Resources.
1971	Working Group on Community Service by Offenders reports (December).
1972	Criminal Justice Act introduced new forms of non-custodial treatment: community service, day training centres, supervision of suspended sentences and intensive supervision. It resulted in the expansion of hostels and increased numbers of prisoners on parole, both requiring corresponding expansion of Probation Service staff and the introduction of an annual review of manpower.
1972	Responsibility for rehabilitation of drunken offenders passed to DHSS as a result of the Working Party on the Treatment of Habitual Drunken Offenders June 1967-March 1971.
1972-1973	Experimental community service schemes introduced (expanded to all areas in 1975) under the guidance of the Probation Department and Inspectorate.
1974	HO study group circulated a discussion paper to the probation and prison services on the development of social work in the custodial part of penal system.

1974	Rehabilitation of Offenders Act sponsored by Home Office.
1974	Report of 1970-1973 Departmental Working Group on Residential Provision for Offenders within the Community considered and endorsed by the Advisory Council on Probation and After-Care.
1975-1976	Working Group of Probation and After-Care Research Advisory Committee set up to examine recent research reports and identify practical implications.
1978	Consultation on reduction of minimum supervision from one year to six months.
1984	HO, ACOP Working Group on Supervision, and the DHSS established joint working group on throughcare for life-sentence prisoners.
1985	First tripartite seminar brought together senior grades of police, probation and prison staff to explore topics of mutual interest and to seek ways of improving treatment of offenders. This later became a series of special conferences at which 24 delegates met for a whole week allowing delegates to consider issues in depth.
1989	Report on first year's operation of Community Service Orders published in April by HO Research and Planning Unit.
1990	Green Paper <i>Supervision and Punishment in the Community</i> (Cm 966) invited comments on options for first major reorganisation of the Probation Service since its formation in 1907.
1990	Consultative paper on bail accommodation and secure bail hostels issued (January).
1990	White Paper <i>Crime, Justice and Protecting the Public</i> (Cm 965) published February, stressed punishment in the community and suggested introducing national probation service directly under HO or as agency.
1990	Discussion paper <i>Partnership in Dealing with Offenders in the Community</i> issued in April, proposed more use of voluntary and private sector.
1991	Criminal Justice Act 1991: minimum age for probation orders reduced to 16; pre-sentence report procedures changed; committees could pay voluntary organisations for work; framework for sentencing based on seriousness of offence and suitability of offender to community service (to be implemented October 1992); Probation Service given main responsibility for implementation of community sentences; introduction of combination order and curfew orders (and proposed electronic tagging); range of new community sentences; new requirement for drug and alcohol treatment; extended work with released offenders.
1994	Research report <i>Community-based treatment for sex offenders</i> published.
1994	Conference on demanding physical activities for offenders in community (October).
1995	Probation Unit analysis of serious incident reports which occurred Nov / Dec 95 to establish reasons for failures in probation and parole.
1995	<i>Strengthening punishment in the community</i> Green Paper on the

	effectiveness and flexibility of community service orders.
1995	<i>Addressing the problems of drug and alcohol misuse among offenders</i> : guidance for Probation Service management issued (June).
1997	Crime (Sentences) Act 1997 abolished need for offenders to consent to community sentence.
1997	Crime and Disorder Bill proposed “drug treatment and testing order”; Probation Service invited to assist in pilot project.
1997	HM Inspector of Prisons report on treatment of dangerous offenders. (Prison Department files primary.)
1997	Sex Offenders Act 1997 introduced registration of sex offenders.
1997	Joint HO/LCD project (with steering group including ACOP, CPC, Magistrates Association and Justice Clerks Society) established to oversee Community Sentence Demonstration projects in Teesside and Shrewsbury; started in April, aiming to show how community service could be extended within the existing legislation.
1997	Trial of curfew orders continued and expanded.
1997	White Paper <i>No More Excuses: a new approach to tackling youth crime in England and Wales</i> published November. It identified prevention of offending as the primary aim to be given statutory effect by the Crime and Disorder Bill. It proposed setting up the Youth Justice Board for England and Wales and a national network of Youth Offending Teams, and the use of final warnings instead of repeat cautions, action plan, reparation and parenting orders, and programmes to stop offending behaviour.
1997	Home Secretary reported to Parliament in November on Home Detention Curfew Scheme (electronic tagging) for those with short-term sentences returning to the community.
1998	Crime and Disorder Act 1998 introduced child curfew, Drug Testing and Treatment Orders as a sentence option, and multi-agency Youth Offending Teams to bring together staff and resources of social services, education, police, probation and health agencies.
1998	<i>Joining Forces to Protect the Public</i> consultation paper issued in August: proposed national correctional policy framework to be worked on by Joint Strategic Planning Forum and co-ordinated by new Correctional Policy Unit in HO; considered combining prison and probation services; described government’s preferred option of unified national probation service.
1998-1999	Drug treatment and testing orders piloted in Liverpool, Gloucester and Croydon, and introduced nationally in following year.
1999	Youth Justice and Criminal Evidence Act to establish Youth Offender Panels as proposed by the White Paper <i>No More Excuses</i> .
1999	First Offending Behaviour Programme (constructive regimes that address offending behaviour) provisionally accredited and roll-out of training nationally began.
1999	Joint Prison/Probation Service accreditation panel set up to consider ‘what

	works' to reduce re-offending.
1999	Community sentence programme on tagging rolled out in full (July).
2000	Powers of Criminal Courts (Sentencing) Act consolidated arrangements for various orders in place of custodial sentences and established role of Youth Offender Teams.

Annex B

Developments and events relating to theme 2: management of the PACS

1. Organisation
2. Management
3. Staffing
4. Role of the probation officer
5. Training
6. Inspectorate
7. Information technology

Unless otherwise indicated, files relating to the following should be selected under the criteria given in Operational Selection Policy paragraphs 35-39 unless otherwise indicated.

1 Organisation

1965	April - following London Government Act 1963 directly HO-administered London Probation Service became Inner London Probation Committee with finances handled by the Receiver of Metropolitan Police, bringing it in line with the rest of the country.
1965	June – Home Office circular recommended local Probation Committees co-opt additional members in recognition of their expanded responsibility for After-Care. HO circular sufficient.
1965	April - local government reorganisation created five new areas for Greater London. Final statutory instruments sufficient.
1966	March - combining orders reduced 104 probation areas to 84. Final statutory instruments sufficient.
1970	Preparation for Local Authority Social Services Act (sponsored by DHSS) raised question of whether probation should be included; it was not.
1971	Expenditure Committee of House of Commons reported on Probation Service, recommending that: it should remain independent; abolish case committees; increase area inspections; consider if CCETSW should take over HO training courses; give up matrimonial conciliation work. The Home Office responded in a White Paper published in 1972.
1971	Courts Act unified local courts as Crown Courts under LCD. Proposals that LCD also take over magistrates courts from HO raised question whether probation service (currently part of magistrates system) should transfer to local authorities.
1971	Probation areas reduced to 79 by combining but further amalgamations delayed pending effect of major local government reorganisation. By 1974 areas reduced in line with Local Government Act 1972 to 56. Combining orders sufficient.

1971	HO started to consider future of regional group consultative committees.
1972	HO announced organisation of Probation and After-Care Service to remain broadly as it was but government to give 80% of cost instead of 50%.
1974	Reorganisation of areas and appointment of new committees.
1982	Criminal Justice Act s.65 made changes to probation committees.
1985	Probation (Amendment) Rules and Probation Committees (co-option of local authority members) Order gave effect to Local Government Act 1985. Published rules and order sufficient.
1986	Combined Probation Areas (Amendment) Order gave effect to Local Government Act 1985 s.15(3). Published order sufficient.
1991	Publication of <i>Organising Supervision and Punishment in the Community</i> ; proposed existing local structure of Probation Service should be retained but with increased regional collaboration and limited number of amalgamations; reformed committee structure; increased accountability to centre through statement of purpose, three-year plans and reports; enhanced liaison with sentencers.
1992	Probation (Amendment) Rules 1993 and Combined Probation Areas (Amendment) (No2) Order 1993 gave committees freedom to select office holders from among existing members. Published order sufficient.
1993	Probation Service Act consolidated previous legislation including amendments suggested by Law Commission; detailed responsibilities of committees and probation officers, and established broader financial delegations.
1994	Review of priorities and working methods determined that boards should replace committees; delay in legislation meant running shadow boards in some areas.
1997	Home Secretary announced review of relationship between prison and probation services.
1998	<i>Joining Forces to Protect the Public</i> consultation paper considered combining prison and probation services; described government's preferred option of unified national probation service.
1999	Correctional Policy Framework initiated more integrated work between prison and probation services.
2000	Criminal Justice and Court Services Act created National Probation Service (NPS) as agency of the Home Office, and system of local probation boards answerable to the Director of the NPS.
2001	April - creation of Probation Directorate within the Home Office to oversee NPS.

2 Management

1965	Probation Rules 1965 set out procedures for probation work. Files relating
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	to full revisions of the rules should be reviewed; interim amendments are sufficiently documented by published version.
1965	Regrading of probation officers and changes in supervisory procedures. HO circulars sufficient.
1966	<i>A Survey of Group Work in the Probation Service</i> published by HORU based on 1964 survey in England, Wales and Scotland. Final report sufficient.
1966	Case record introduced (January) with tracking system operated by HO statistical branch.
1969	HORU experiment in 'continuous casework record' as suggested by National Association of Probation Officers. Final report sufficient.
1971	April conference on <i>Social Work in the Penal System</i> discussed results of 1967-70 experiment to determine place of social work in prisons (Birmingham, Ashwell and Gartree) and three related experiments by HORU; brought together representatives of HO, prisons and probation services to discuss issues; followed by working party which devised new casework record.
1971	Consolidating circular on reports to courts. Circular sufficient.
1971	Working Group on use of Probation Resources.
1972	Criminal Justice Act ended review of individual cases by case committees but did not abolish them as suggested by the House of Commons committee; HO asked to review their role. Consultative document issued in 1973 gained a positive response. Circular on functions of case committees issued 1975.
1972	Probation (Amendment) Rules 1972 reduced the number of appointments needing to be approved by HO. Published rules sufficient.
1974	Residential conference at Moreton-in-Marsh broke new ground in bringing together representatives of the Home Office and all ranks of the Probation Service to take stock of professional issues.
1974	Probation (Amendment) Rules 1974. Published version sufficient.
1975	Circular on bail procedures. Circular sufficient.
1976	Approved Probation Hostel and Home and Bail Hostel Rules 1976. Published version sufficient.
1981	Working Group on Social Inquiry Reports set up; resulting instructions issued 1983.
1984	Revised Probation Rules issued. Only files of major revision should be considered for preservation.
1983	Guidance on throughcare issued.
1984	<i>Statement of National Objectives and Priorities</i> published.
1986	Circular giving guidance on social enquiry reports issued.

1989	<i>National Standard for Community Service Orders</i> published.
1990	Draft <i>National Standard for Supervision of Offenders before and after Release from Custody</i> issued.
1991	Probation (Amendment) Rules 1991 to take account of Children Act 1989 and Criminal Justice Act 1991. Published version sufficient.
1991	Draft <i>National Standard on Combination Orders</i> published. (Combination orders were combined probation and community service orders introduced by Criminal Justice Act 1991.)
1992	HMIP's report on the review of the PS's implementation of CJA 1991 requirement for pre-sentence reports.
1992	<i>National Standard for Probation Order Supervision</i> published.
1992	<i>National Standard for the Supervision of Offenders in the Community</i> issued jointly by HO, Department of Health and Welsh Office (reviewed 1994).
1993	Probation Service Division (C6) issued new series of circulars (PC) to replace "Dear CPO" letters. Circulars sufficient.
1993	Four joint conferences of HO, ACOP and CPC brought together chairs of committees and chief officers of probation to discuss management issues. For the following year the conferences were arranged regionally and focused on collaboration and amalgamation.
1993	National framework for the throughcare of offenders clarified the roles of prison and probation services.
1993	First three year plan for Probation Service (1993-1995) published.
1994	Central budget for seconded probation officers devolved to prison establishments. Circular sufficient.
1994	Efficiency review of financing and management of Probation Service buildings.
1994	<i>National Standard for Probation Service Family Court Welfare Work</i> published.
1994	<i>National Standard for Supervision before and after Release</i> published.
1994	Performance measurement introduced by 3 year plan for 1994-7; HO aimed to use it to inform decisions on resources, evaluate effect of criminal justice policies and inform consideration of options for change.
1994	February conference on <i>Quality Management in Probation Service</i> .
1994	<i>National Standards for Family Court Welfare Work and for Bail Information</i> published. Consultation on revision of <i>National Standards for Supervision of Offenders in the Community</i> (first published 1992). <i>National Standard for Supervision before and after Release</i> revised in line with Victim's Charter.
1995	Revised <i>National Standard for Supervision of Offenders in the Community</i> published.

1996	Circular outlining procedure for Serious Incident Reporting issued. Circular sufficient.
1996	Thematic inspection report <i>Probation orders with additional requirements</i> showed serious waste of resource on probation programmes.
1997	<i>Management and assessment of risk</i> pack issued. Circular and pack sufficient.
1998	HO issued guidance on enforcement and handling of community sentence violations.
1998	HMIP publish <i>Evidence based practice - a guide to effective practice</i> .
1998	Review of national standards launched (November) to take account of Crime and Disorder Act, reports by HMIP and the results of community sentence demonstration projects in Teesside and Shropshire.
1999	Probation Service National Plan issued as circular.

3 Staffing

1965	HO issued circular encouraging use of volunteers supervised by Probation Committees to assist probation officers. (By 1968 some 1200 volunteers had been recruited for various tasks.)
1966	Sub-committee of Advisory Council on Probation and After-Care (ACPAC) undertook detailed examination of selection procedures. Files on setting up and response should be preserved; final report is sufficient documentation of investigations.
1968	Pilot scheme in six selected areas for ancillary workers to discover whether range of duties intermediate between clerical assistant and professional could be delegated. Employment of ancillary workers finally approved in circular issued 1971. Report of pilot scheme and HO circular sufficient
1969	Review of prison welfare officers; proposed increase in number from 222 to 323 by 1971. Report of review sufficient; files on consequential action should be selected.
1970	Review of staffing needs carried out with Advisory Council on Probation and After-Care lead to plans for expansion of the service.
1971	Start of experimental scheme to provide social work service to county courts using volunteers under supervision of PACS. Report of scheme sufficient.
1971-1972	Butterworth Inquiry looked at effect of probation officers being lost to new local authority social service departments; report recommended link with social worker salaries.
1972	National Association of Probation Officers' (NAPO) report <i>Workloads in the PACS</i> considered by a steering committee under HO Research Unit chairman; HO agreed to try 2 year experiment using NAPO ideas.
1975	Limit set on growth of PACS (to 5%) for the first time as result of

	economic situation despite increase in crime and court cases.
1977	National “activity recording” study attempts to estimate workloads and staffing requirements. Final report and response sufficient.
1979	Circular on use of ex-offenders as prison welfare assistants. Circular sufficient.
1990	National Probation Survey on how probation officers allocate their time (to update 1977 activity recording study) contracted out to Social and Community Planning Research with HO, ACOP, CCPC and NAPO as steering group. Reported 1991. Final report and response sufficient.
1993	Modernisation of personnel management (model staff appraisal system; complaints systems; development of competencies; model contracts) resulted in publication of core competencies and model performance appraisal and management development framework in 1994. Published version sufficient.
1993	Review of race and ethnic monitoring in the Probation Service under working group of HO, ACOP, CPC, Association of Black Probation Officers, NAPO and NACRO.
1994	Single pay spine for probation officers introduced. Circular sufficient.
1994-1997	Pilot study on time measurement and activity sampling. Consultants reported in 1995. Sampling was carried out in two tranches, completed in 1996 and 1997. In 1997 an Activity Sampling Advisory group was set up (HO, ACOP, CPC, NAPO, PMA and UNISON) to consider how results could be used to assist resource allocation and provide key performance indicators. Reports sufficient documentation of study; files of the Advisory Group should be reviewed.

4 Role of the probation officer

1965	Criminal Justice Act makes marriage conciliation and the supervision of children involved in matrimonial proceedings specifically part of probation officers’ statutory duties.
1965-1966	Reconsideration of role of prison welfare officers (previously provided by NADPAS and CACA) led to Probation Service becoming responsible for prison welfare officers service. Probation officers trained as welfare officers seconded to Prison Service for 2-5 years. Scheme managed initially by Home Office, later delegated to areas. Work of prison welfare officers was inspected by Probation Inspectorate 1965-1966.
1966	PACS took over work of men’s Division of CACA and CACA staff transferred to HO.
1967	Criminal Justice Act introduced parole supervision and some minor modernisation, such as removal of the requirement for women and girls to be supervised by a woman. The first appointment of a male probation officer to a female establishment (a borstal) took place in 1969.
1967	Role of prison welfare officer defined in HO circular and numbers of

	officers increased from 130 to 180 following positive comments of Mountbatten Report on Prison Security.
1967	HO Research Unit started experiment on role of social work in prisons. (Prison Service records primary.)
1968	Seebohm Committee on Local Authority and Allied Personal Social Services set up by the Department of Health and Social Security (DHSS); Probation Service commented on positioning of probation services and training of probation officers. DHSS records are primary for the committee; HO papers to be kept only where adding to official submissions to the committee.
1968	<i>Children in Trouble</i> White Paper issued by the DHSS; PACS commented on role of probation officers. DHSS records are primary for the committee; HO papers to be kept only where adding to official submissions to the committee.
1969	Children and Young Persons Act began transfer of probation officers' responsibility for supervision of children to local authority social service departments.
1969	Family Law Reform Act allowed Chancery Division of High Court to commit children to supervision of a local authority welfare officer or a probation officer.
1969	HO circular commended <i>Report on the Rehabilitation and Aftercare of Drug Addicts</i> by Advisory Committee on Drug Dependence and asked principal probation officers to supply annual reports on drug situation in their area and consequent training needs. HO circular sufficient.
1969	On suggestion of CPPO and NAPO, Probation Service assumed responsibility for filling social work posts in remand centres, detention centres and borstal allocation centres, absorbing prison department social workers.
1970	Effect of Children and Young Person's Act 1969 transferred supervision of approved school children from probation to local authorities; reorganisation of approved probation hostels and homes
1973	HO alerted probation officers to child abuse following death of Maria Colwell. HO circular sufficient.
1973	Expansion of provision of day training centres.
1975	Experiment by Inner London PACS in response to HO proposal that probation officers provide information about offenders which might facilitate bail. Report of and response to experiment sufficient.
1975-1976	Probation Department gave evidence to Select Committee on Violence in Marriage on conciliation work (1975) and work with children (1976).
1984	Under Magistrate Courts (Adoption) Rules probation officers no longer to be appointed in care proceedings.
1988	Introduction of bail information schemes to help courts make better decisions on grant of bail.

1989	Intensive probation programmes introduced in 10 areas.
1990	Audit of the role of probation officers in crime prevention.
1990-1994	Initial guidance issued on steps to be taken by probation officers in collaboration with the Employment Service to increase training and employment of offenders as a way to reduce re-offending. Final HO guidance and ACOP advice issued in 1994 together with joint HO/ACOP handbook on the employment, training and education of offenders; introduced the requirement that each probation area improve offenders' employment prospects.
1991	Criminal Justice Act changed pre-sentence report procedures; gave Probation Service main responsibility for implementation of community sentences; introduced combination orders and curfew orders, a range of new community sentences and new requirement for drug and alcohol treatment; extended probation officer work with released offenders.
1992	HO, ACOP, CCPC, LCD and Dept of Health issued <i>Helping the court to serve the needs of children involved in separation or divorce</i> , a national strategy document for family court welfare work by probation officers.
1994	Probation Service video "Community Sentences" produced to explain and demonstrate the probation officer's role. Video and associated production documentation to be reviewed for British Film Institute.
1994	Probation Service and Prison Service consider joint work on risk assessment for release and establishment of a victims' helpline.
1995	Scheme for probation officers to provide information to Crown Prosecution Service (CPS) to enable CPS to decide whether prosecution was in the public interest. Report revealed scheme was not cost effective and HO issued circular to abolish it.
1997	Circular issued spelling out probation officer's role in proposed Home Detention Curfew Scheme.

5 Training

Files should be kept which cast light on the broad strategy for training and professional development. Minor developments will be sufficiently documented by the circular or "Dear CPO" letter. Routine arrangements for courses and individual appointments should be destroyed.

1965	In February the Probation Advisory and Training Board was replaced by the Advisory Council for Probation and After-Care with a sub-committee known as the Training Committee of the Council which both advised HO on recruitment and training and selected applicants for training. In October a sub-committee of the Training Committee was set up to advise on recruitment. (From 1965 there was an expansion of training opportunities at universities but the HO course still covered 53% of all probation training. HO courses were organised by the Probation Inspectorate for those not qualified by university courses and comprised 3 months study and 8 months fieldwork.)
1966	HO moved training centre from Rainer House to Cromwell Road and acquired Rainer House as a student hostel, demonstrating their continued commitment to providing training. Circular sufficient.
1968	The Advisory Council and its training committee were reconstituted. The Training Committee and its sub-committee were combined into a Recruitment and Training Committee and recruitment and training made part of the remit of Council.
1968	Working Group on Appointment of Regional Training Officers (North, Midlands, SE and SW) established. It recognised HO was well-placed to provide national training but needed help to co-ordinate, oversee, and propose training locally. Final report and response sufficient.
1969	Survey of training needs by new regional training officers. Regions took over from HO training of non-qualified recruits.
1969	First Annual Conference of Regional Planning Committees. Circular sufficient.
1969-1970	Student grant replaced by training on salary; financed by HO, administered by Inner London PACS.
1971	In October CCETSW set up and took over training of probation officers; three inspectors seconded to CCETSW; HO to continue own courses temporarily but to focus increasingly on management rather than case work. Recruitment and Training Committee of the Advisory Council replaced by Staffing Committee.
1971	Circular on training and recruitment issued.
1972	Regional training officers became known as regional staff development officers and regional planning committees as regional committees for staff development. First assistant regional training officers appointed. Circulars sufficient.
1972-1973	HO held series of one week seminars for principal probation officers on management issues. Circular sufficient.
1973	CCETSW required restructure of HO courses with places to be reduced from 180 to 60 over 3 years and all HO courses to be phased out by 1975. (In the event they were extended to 1976, partly to cater for older entrants wanted by HO but not catered for by universities.)
1974	Establishment of new Trainee Probation Officer grade. Circular sufficient.

1974	Regional staff development officers gave up direct training. Circular sufficient.
1985	Joint HO/ACOP Working Party on Training of Senior Managers. Final report and response sufficient.
1990	New post established in Probation Service Division for Probation Service Training Adviser. Circular sufficient.
1990-1991	Efficiency scrutiny of in-service probation training led to the setting up of the Probation Training Unit.
1994	Project to identify training and development competencies for probation service trainers. Final report sufficient.
1994	Probation Boards training needs study. Final report and response sufficient.
1994	Probation Training Unit issued core competencies for senior and middle management, probation officers, and administrative, clerical and secretarial grades (3 volumes). Published competencies sufficient.
1995	Probation officers no longer required to hold social work diploma.

6 Inspectorate

1967	Inspectorate emphasis shifted from various aspects of probation and After-Care case work to the management of the service.
1968	Inspectorate stopped inspecting work of professionally trained officers before confirmation of their appointment.
1968	Inspectorate grading system changed. Circular sufficient.
1971	Inspectorate took over inspection of probation hostels and homes from HO Children's Department which had transferred to DHSS.
1993	Criminal Justice Act required Inspectorate to publish its reports.
1994	Inspectorate reported on effectiveness and efficiency of areas and chaired workshops to review national standards; outlined programme of thematic inspections; new role to address issues of policy and practice and promote new thinking in probation areas and across government.

7 Information technology

Files should be kept which document the development of IT strategy, including minutes and papers of top-level boards and committees, but not their sub-groups and working parties.

1989	Joint HO/Probation Service team developed specification for Financial Management and Information Systems (RMIS). Initiation and final report sufficient.
1990	RMIS project team set up and chief probation officers informed of HO priorities. RMIS was piloted in Dorset and other areas in 1994. Circulars

	and final report of pilot sufficient.
1994	NPSISS (National Information Systems Strategy for the Probation Service) established within the framework of the wider CCCJS (computerisation of courts and criminal justice system) project. HO stressed the need for collaboration between areas and for joint ventures and undertook to advise areas in which collaboration was possible and justified. The first application to be developed nationally within the NPSISS was a case monitoring system (CRAMS), an enhancement of the Northumbrian system. The aim was to implement CRAMS in 12% of the probation service by 1998.
1996	Offender Group Reconstruction Scale introduced; a computer program based on HO information about re-offending intended to help probation officers estimate the likelihood of an individual re-offending. Circulars sufficient.
1997	HO withdrew funding support from all but NPSISS and CRAMS and aimed to develop “seamless interface with Prison Service Quantum system”.
1997	Information Systems Strategy Committee (HO-chaired steering group of officials with ACOP and CPC representatives) replaced by Information Systems Strategy Board (entirely ACOP and CPC with Head of HO Projects Group present only as an observer). Head of HO Projects Group acted as chair of Project Management Board which was responsible for managing the contract with NPSISS contractor (Bull); the board included officials, ACOP and representatives of Bull. The role of the ISSB was to agree IT policy and negotiate with the HO. Once the HO had agreed, the PMB managed the project.

Annex C:

Developments and events relating to theme 3: consultation and partnership

1. General
2. Hostels
3. NACRO
4. CACA

The following events should be represented, unless otherwise indicated, in the selection of files under criteria in Operational Selection Policy paragraphs 56-57

General

1966	Joint Negotiating Committee for Probation Service set up as single body to negotiate pay and conditions for whole of great Britain.
1971	HO circular allowing Probation and After-Care Committees to fund camps, courses and holiday activities. Circular sufficient.
1972	Advisory Council for Probation and After-Care reconstituted on a new basis.
1989	Introduction of HO grants to voluntary sector projects in partnership with Probation Service.
1990	Discussion paper <i>Partnership in dealing with offenders in the community</i> proposed more use of voluntary and private sector.
1993	Decision document <i>Partnership in dealing with offenders in the community</i> required areas to spend 5% of revenue budget on partnerships with private and voluntary sectors.
1993	First four joint conferences of HO, ACOP and CPC for chairmen and chief probation officers, followed in 1994 by regional conferences on the theme of collaboration.
1994	Schemes for the employment, training and education of offenders developed at the National Offender Employment Forum; joint HO/ACOP handbook issued to advise probation officers.
1994	Probation Rule 41A allowed committees to pay individuals and organisations for partnership work. Circular sufficient.
1995	Wolvercote Unit (Faithful Foundation) residential treatment centre for sex offenders opened with additional support from HO.
1996	HO initiated grants to Training and Employment Councils (TECs) and probation areas to provide basic skills training as part of HO/TECs initiative to get offenders into employment.
1997	ACOP, CPC, Magistrates Association and Justice Clerks Society formed steering group to oversee joint HO/LCD Community Sentence Demonstration Projects in Teesside and Shrewsbury.
1998	Contractors appointed to provide nation-wide electronic monitoring service under home detention provisions.

Hostels

1965	Government grants to be given for running costs of voluntary organisations' after-care hostels. Southfield hostel established in London to provide for ex-borstal inmates with psychiatric problems.
1966	Working Party on Place of Voluntary Service in After-care set up by Home Office, reported in 1966, with further report in 1967 on residential provision for homeless discharged offenders.
1967	8 regional consultative committees established to assess need and promote accommodation but had great difficulty in doing so.
1967	Establishment of Bridgehead Housing Association to raise capital funds to acquire properties to be run by voluntary societies.
1967	Experiments in allowing residents' disposal of earnings, and allowing pregnant women to stay in hostels. Programmes to improve hostel accommodation and to address staffing problems.
1968	Introduction of residential conferences for hostel wardens and local liaison probation officers. Circulars sufficient.
1969	Langley House Trust set up first hostel with sheltered workshop. HO gave special grant for hostel for disturbed ex-borstal boys and met full net cost of hostel for chronic drunken offenders.
1969-1971	Children and Young Persons Act abolished probation for under 17s so some hostels closed, others reorganised and used experimentally for older men.
1970	HO grant to Bristol Association for Care and Rehabilitation of Offenders for experiment with bedsitter accommodation.
1970	Expansion of hostel accommodation ran into problems due to rising costs and local opposition to grant of planning permission.
1971	HO / Salvation Army joint experiment in bail hostel in Whitechapel.
1973-1974	Regional consultative committees on accommodation wound up and replaced by "constellation system". HO initiated experiment in co-ordinating accommodation provision in Lancashire, South Yorkshire and Hampshire with administration by NACRO, and supported similar Manchester PACS project.
1974	Circular issued on use of approved probation hostels and homes for persons remanded on bail file. Circular sufficient.
1976	Approved Probation Hostel and Home and Bail Hostel Rules 1976 Published statutory instrument sufficient.
1993	National survey of conditions of approved hostels and rationalisation of financial provision for hostels.
1993 - 1995	Review of probation accommodation grants scheme led to HO delegating funding to areas.

1995	Approved Probation and Bail Hostel Rules 1995 superseded the Approved Probation Hostel and Home and Bail Hostel Rules 1976; to be used in conjunction with <i>National Standards for Supervision of Offenders in the Community</i> and <i>Management of Approved Probation and Bail Hostels</i> . Published rules and standards sufficient.
1999	Working Group on Expansion of Hostel Provision set up.
2000	HMIP report on the work of approved probation and bail hostels.
2000	Report of Hostels Committee Working/Steering Group.
2000	Steering group on effective practice in approved probation and bail hostels set up.

NACRO

1966	March - National Association of Discharged Prisoners Aid Societies (NADPAS) became National Association for the Care and Resettlement of Offenders (NACRO); HO provided substantial grant towards administrative expenses; grants also given to various housing, social work and support services provided by NACRO.
1967	NACRO proposals for training of hostel wardens accepted by After-care and Parole Committee of ACPAC and HO; day release training to start in 1969.
1970	NACRO provided and HO paid for training of aftercare hostel wardens.
1973	NACRO extended role of servicing and co-ordinating voluntary work by creating NACRO Community Enterprises Ltd to develop schemes for employment and education in conjunction with HO and local probation areas.
1991	NACRO opened young adult offender unit offering range of services aimed at reducing use of custodial sentences.

Central After-Care Association

1965	CACA passed direct supervision of men, women and girls in London to the London Probation Service (renamed the London Probation and After-Care Service) who acted as their agents. Staff transferred from the CACA and voluntary aid societies to the LPACS. (CACA employed 5 resident social workers/prison welfare officers. All other prisons were supplied by NADPAS) CACA ceased to be responsible for statutory aftercare of prisoners released on licence (except from Borstals) and voluntary aftercare of longterm prisoners. PACS took over from men's Division of CACA and the staff transferred to HO.
1967	PACS took over Borstal and Women's Divisions of CACA; staff transferred to HO.

Annex D

Developments and events relating to theme 4: management of the parole scheme

The following events should be represented, unless otherwise indicated, in the selection of files under criteria in Operational Selection Policy paragraphs 78-84

1967	Criminal Justice Act introduced parole supervision and established Parole Board for England and Wales and Parole Board for Scotland to advise on release on licence.
1967	September - Probation and After-Care Department assumed responsibility for planning implementation of the parole scheme and set up the Parole Unit to prepare cases for the board and issue licences and notifications to prisoners. Local review committees set up in each prison; guidance issued to governors, police and PACS.
1967	November - Parole Board set up.
1968	Parole Unit stopped filtering cases received from prisons and focused on recommended releases. Parole dossier introduced.
1969	Loose leaf <i>Notes for Guidance of Local Review Committees</i> issued by Parole Unit. Final version sufficient.
1970	<i>Your questions answered</i> issued by PU for use of prisoners. Published version sufficient.
1972	Local parole review committees enlarged.
1994	Prisoners refused parole given right to see parole dossier and to be told why parole was refused.