

HM Inspectorate of Probation

Independent inspection of adult and youth offending work

Plan 2014 – 2015

April 2014 – March 2015

Our statement of purpose

We are an independent Inspectorate, funded by the Ministry of Justice and reporting directly to the Secretary of State. Our purpose is to report to the Secretary of State on the effectiveness of work with adults, children and young people who have offended, aimed at reducing reoffending and protecting the public, whoever undertakes this work. We inspect the quality and effectiveness (outcomes achieved) of services provided and make recommendations designed to assist providers to continually improve the effectiveness of their services and improve their reducing reoffending outcomes.

Values

<i>Integrity</i>	we work in an independent, honest, open, professional, fair and polite way
<i>Accountability</i>	we are reliable and stand by the evidenced conclusions we reach. We will always fully account for our actions.
<i>Effectiveness</i>	we report and publish inspection findings and recommendations for improvement, focused on outcomes and effective practice, in good time and to a high standard.
<i>Inclusion</i>	we promote attention to diversity in all aspects of our work, including within our own employment practices and organisational processes and are committed to pursuing equality of outcomes for all

1. **Introducing this plan:**

During the 2014/2015 period we will deliver a programme of Inspection that will test the effectiveness of the work of probation and youth justice providers.

As we prepare for the changes, challenges and opportunities of both Transforming Rehabilitation and Transforming Youth Custody we will ensure our approach to inspection is fit for purpose. This year will provide us with a timely opportunity to consider our inspection methodology in preparation for the 2015/2016 period. We will take the opportunity during 2014/2015 to look again at our methodological approach across the full spectrum of probation and youth offending inspection. We will explore a methodology that focuses on reducing offending outcomes achieved by providers, and we will seek to highlight the promising practice we find, especially where successful outcomes contribute to reduced offending. Our new methodology will continue to provide assurance in relation to critical areas of delivery, and report on the quality of service delivery in that respect. This will ensure that Ministers continue to receive assurance about the effectiveness of the work of probation and youth justice providers.

2. **What are we trying to achieve?**

- » we seek to contribute to the development of effective practice of the organisations whose work we inspect
- » based on inspection findings we will identify and disseminate best practice

- » based on inspection findings we will challenge poor and ineffective practice
- » we will contribute to the development of sound policy that enables and facilitates effective practice and avoids unnecessary duplication and bureaucracy
- » we will contribute to the overall effectiveness of the Criminal Justice System, particularly through joint work with other inspectorates
- » We will actively promote diversity, both within our own organisation, but also in the organisations whose work we inspect.

3. Our Mandate

HM Chief Inspector of Probation's responsibilities are set out in Section 7 of the Criminal Justice and Court Services Act 2000, as amended by the Offender Management Act 2007, section 12(3)(a). This requires the Chief Inspector to inspect (section 1) and report to the Secretary of State (section 3) on the arrangements for the provision of probation services.

Under Section 7(6) of the Criminal Justice and Court Services Act 2000, HM Chief Inspector of Probation is also conferred to inspect and report on Youth Offending Teams, established under section 39 of the Crime and Disorder Act 1998, and bodies acting on their behalf.

We are the independent source of fair comment for Ministers and the public on the effectiveness of the work of probation and youth justice providers.

Based on our independence, expertise and experience we are able to uniquely focus on the identification of best and effective practice. We identify if success has been achieved, and how it has been achieved, but also why it has not.

We test the effectiveness of the provision and provide assurance. Critically we make recommendations designed to identify and disseminate best practice, challenge poor performance and encourage improvement. We provide evidence based intelligence for commissioners and providers, designed to play a key part in facilitating and encouraging improvement in effective service delivery.

4. The plan

This plan describes the key areas of work that we expect to carry out between April 2014 and March 2015.

Key Work Area 1

Develop a fit for purpose methodology for Probation and youth offending services Inspection, focusing on effective reducing reoffending practice and providing assurance

A significant focus of our work during 2014-2015 will be the development of our methodology to enable us to give full and appropriate attention to the success of providers in reducing reoffending, and to provide assurance about the delivery of the sentence of the court and the protection of the public. This development work will enable us to launch our new inspection methodology for use in the 2015-2016 period.

Key Work Area 2

Inspecting youth offending work (IYOW)

We are part way through our IYOW programme - both the Short Quality Screening (SQS) and Full Joint Inspections (FJI) and will be conducting a review this year. This will explore how we might:

- » have access to more up to date offending data, by YOT area
- » increase the profile of outcomes in our inspections and reports
- » evaluate and balance different forms of evidence gathering
- » develop our service user engagement arrangements
- » shorten our FJI reports and review their presentation
- » highlight and disseminate best practice
- » consider how we might inspect prevention work
- » achieve greater impact from our inspections.

As part of this process we will seek feedback from inspected bodies and consult our stakeholders.

We plan to continue to undertake 20-30 SQS and six FJI reports over the next 12 month period.

Key Work Area 3

Inspecting adult offending work in the community

During 2014-2015, the inspectorate will play an important role in providing assurance about the arrangements developed under Transforming Rehabilitation. Areas of interface between the National Probation Service (NPS) and Community Rehabilitation Companies (CRCs) present particular risks, and it is on these that we plan to concentrate our attention.

Workload audit

In April and May we will conduct an audit of workloads held by probation trusts, in comparison with those held 12 months ago, to establish to what degree caseloads held by probation trusts continue to be manageable during this period of change. The results of this audit will form the basis of a Ministerial briefing.

Other inspections during the year will include four related strands of work:

1. Case transfer (April – May 2014)

Probation Trusts have recently completed a process of determining which cases will, on 1st June 2014, transfer to the NPS and which to the CRC. We intend to inspect the outcomes of this process by undertaking an audit of the way in which it has been undertaken and examining the accuracy of the transfer decisions in a sample of cases.

2. Court work and case allocation (July – September 2014)

From June onwards, case allocation will be undertaken on the basis of the Risk of Serious Recidivism assessment and allocation tool, generally completed at court. We intend to undertake an inspection of work at court,

focusing on the quality of probation work in the court setting and the quality and accuracy of the assessment and allocation decisions in a sample of cases.

3. Start of order (July – September 2014)

Research has shown that for work with offenders to be effective, it must start promptly and must quickly capture the individual's motivation and commitment. Good communication between the organisations involved will be important to ensure that orders start well. We therefore intend to conduct an inspection of early work with offenders by both NPS and CRCs.

4. Inspection of continuing work with offenders (Nov 2014 – Feb 2015)

During the later part of the year we plan to inspect work which has been undertaken with offenders in the first four months of supervision by both NPS and CRC. The cases will be drawn from a sample sentenced after 1st June, and allocated to the new organisations. A key focus of these inspections will be the effectiveness of enforcement and risk escalation processes, as well as the quality of work undertaken during this period.

Key Work Area 4

Inspecting adult offending work in custody

During 2014-2015 we will inspect approximately 40 prison establishments as part of the wider HMI Prisons inspection programme. Our specific focus is to examine the effectiveness of Offender Management arrangements in prisons to help the successful rehabilitation of offenders once they are released from custody. We will be introducing a revised methodology from June 2014, which will deliver greater flexibility on inspection and provide enhanced joint working between the two inspectorates.

We will also contribute to the review of Prison Offender Management arrangements, commissioned by the Chief Executive of NOMS.

HMI Probation will also explore, with Prison Inspectorate colleagues, how we might develop our methodology to include inspection of the resettlement activity in custody, the linked Through the Gate arrangements, and the connections to our inspection of probation services methodology set out in key work area 1 above. We aim to shed light on the effectiveness of the custodial element of the provision and to test the outcomes achieved during the lead up to a prisoner's release and in the months following their resettlement into their local community.

Key Work Area 5

Thematic inspections

We undertake thematic inspection of work undertaken with adults and children and young people who offend, jointly with other inspectorates, to consider cross-cutting issues appertaining to all sectors, and as a single inspectorate on areas to examine elements of practice in which we have a particular interest.

All our joint thematic inspections are included in the Joint Plan for the four CJS Inspectorates as a whole (published separately). Some of the inspections involving HMI Probation cover adult offending work, others either include an additional youth offending dimension or focus solely on youth offending work.

In 2014-15 we will publish reports on:

- Girls and young women in the criminal justice system.
- Child protection arrangements in probation trusts and Youth Offending Teams.
- The contribution of Youth Offending Teams to the Troubled Families initiative'.
- The effectiveness of resettlement arrangements for young people released from custody.
- The second part of our inspection on people with learning difficulties in the criminal justice system.

As part of our work with other criminal justice inspectorates we will lead a follow-up inspection on Multi Agency Public Protection Arrangements and contribute to inspections on local criminal justice partnerships and also to one on changing patterns of drug misuse led by HMI Prisons. We will also maintain our commitment to the multi-agency child protection inspections planned to start in April 2015.

In addition, we plan to carry out inspections exploring how desistance theory informs the work of Youth Offending Teams, and on the Youth Justice Board's community safeguarding and public protection incidents procedures.

For these purposes we will continue to work not only with our colleague CJS Inspectorates (HMI Prisons, HMI Constabulary, and HM CPS Inspectorate) but also with Ofsted, the Care Quality Commission and the National Audit Office in England where relevant, and in Wales with Estyn, Healthcare Inspectorate Wales, Care & Social Services Inspectorate Wales, and the Wales Audit Office.

Resources

For 2014/2015 the Inspectorate has received a budget of £3,410k from the Ministry of Justice, which represents an increase of 4% on our 2013/2014 budget. A projected breakdown of our pay and non-pay costs are given at Appendix A.

This budget settlement will allow us to take forward all our planned commitments as set out in the five key work areas given above. The allocation of resources to these work areas is based on a system of 'deployable' hours. These are inspection hours which are allocated to individual pieces of work. Appendix A shows the total number of deployable hours available based on a budget of £3,410 and how these hours are allocated across the key work activities.

Conclusion

The changes being brought about by the introduction of new providers into direct work with offenders in the community will create, in the short-term at least, increased organisational risk where the public assurance provided by an independent inspectorate will play a critical role.

We fully support the ambition to achieve improved reducing reoffending outcomes. Our inspections will contribute to that key objective by focusing on identifying the outcomes being achieved by service providers, the dissemination of best practice, and the determined challenge of poor practice.

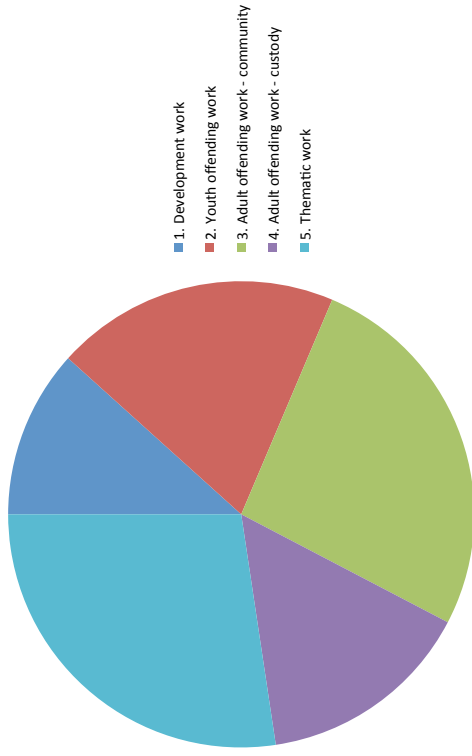
Through that work our independent inspections will continue to provide 'unique added value', fulfilling a role that no one else can.

Financial Annex to HMI Probation Plan 2014/2015: Summary of Activities

The first box below divides our work into 'Overheads' and five potential other 'Activities'. Each Activity has an allocation of 'Deployable hours'.

Inputs:	Overheads	Key work area 1	Key work area 2	Key work area 3	Key work area 4	Key work area 5	TOTAL
Hours 'bought'			200	100	1,600	100	2,000
Hours Budget deployed		3,200	5,200	7,100	2,500	7,400	25,400
Total hours		3,200	5,400	7,200	4,100	7,500	27,400

Allocation of 'Total Deployable Hours'



HMI Probation Budget 2014/2015: Summary		£3,410,000
Budget for 2014/2015 from Ministry of Justice		£3,410,000
PROJECTED TOTAL HMI PROBATION BUDGET (income)		
Salary costs		
Other staffing costs:	Subtotal: (for c25.4k hrs)	£2,720,500
Panel of Associate Inspectors (fees)		£100,000
Press Officer (share)		£20,000
Joint Secretariat and related costs (share)		£10,500
Short-term placements and Uservoice		£45,000
	Subtotal: (for c2k hrs)	£175,500
PROJECTED TOTAL HMI PROBATION PAY COSTS		£2,896,000
IT services		£45,000
Communications		£30,000
Other office costs		£15,000
Telecommunications		£22,000
Training and conference attendance		£15,000
Travel & Subsistence		£387,000
PROJECTED TOTAL HMI PROBATION NON-PAY COSTS		£514,000
PROJECTED TOTAL EXPENDITURE		£3,410,000

Notes:

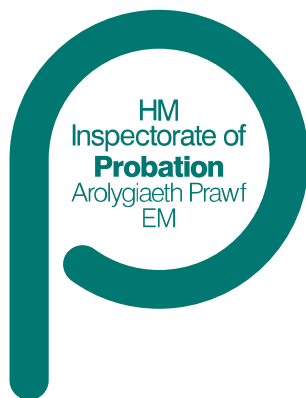
Thematic inspections, using a total of 7,500 hours, constitute 27% of the total deployable hours. Inspection of youth offending work (YOW), using a total of 5,400 hours per year, constitute 20%. Inspection of adult offending work in the community, using 7,200 hours, constitute 26%. Inspection of adult offending work in prisons, using 4,100 hrs constitute 15%. Development work on a revised methodology for inspecting probation and youth offending services, using a total of 3,200 hours, constitute 12%.

Unit costs:

HMI Probation uses the absorption method to calculate unit costs. Each deployable hour carries its share of the overheads for the Inspectorate as a whole. Hence the total cost per person-hour when inspecting can be calculated by dividing:

Total Planned Expenditure	3,410,000
Total deployable hours	27,400

Total cost per 'inspection hour' per person of £124.45 per hour



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