

HM Inspectorate of Probation

Independent inspection of probation and youth offending work

Plan 2008 - 2009

Helping to improve effectiveness in the Criminal Justice System

April 2008

HM Inspectorate of Probation Plan 2008/9

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SUMMARY

- This Plan covers both the work 'solely-owned' by this Inspectorate and the work we do that is 'jointly-owned' by the five Criminal Justice System Inspectorates. (A separate Joint Business Plan for the five Inspectorates covers all of the *Criminal Justice Joint Inspection* work for 2008/9.)
- **90%** of our planned work for 2008/9 is *CJ Joint Inspection* work.
- HMI Probation aims to help improve effectiveness in the CJS through our independent inspection of probation and youth offending work. We:
 - provide, by means of our inspection criteria, a clear and consistent definition of what good quality management of offenders and young people looks like.
 - measure, fairly and accurately, the effectiveness of Probation and Youth Offending work in achieving this individualised service, and
 - both encourage and enable self-assessment by all relevant service delivery organisations against our definition.
- By paying attention to the *way* we engage with the people who do Probation and Youth Offending work we aim to maximise the likelihood of them achieving long-term continuous service improvement.
- We will complete our current YOT inspection programme by December 2008, and our current OM inspection programme by March 2009, and we will be designing the successor programmes during 2008 and 2009. Both of these are 'jointly-owned' inspection programmes involving partner Inspectorates both within and outside the CJS.
- In addition, we will continue with a number of other joint thematic inspections, complete the Risk of Harm Area Assessments as agreed with NOMS, and undertake reviews and other miscellaneous work as needed.
- By the end of March 2009, we will have completed our schedule of inspections for the year, including those in the Joint Inspection Plan, on time, to budget and to a good standard. In doing so, we will have both maintained and developed our continuing long-term contribution to improving effective work with offenders and young people.

PART ONE: OUR APPROACH

Who we are, and What we do:

1. Following the decision by Parliament in 2006 not to create a single new Justice inspectorate, the continuing five CJS (Criminal Justice System) Inspectorates have resolved to develop and implement each year a jointly-owned annual programme of Criminal Justice Joint Inspection.
2. Hence the HMI Probation Plan is now best seen as an integral part of a wider two-tier Plan of inspection work in the CJS for the year ahead. As we will explain in more detail later in this document, the responsibility for some of our scheduled work is solely owned by this Inspectorate, and so it belongs in the first tier of the Plan. However, the great majority of our work for the year ahead belongs in the second tier, as the responsibility for it is jointly owned by the five CJS Inspectorates.
3. There is, as ever, a strong mix of both change and continuity in our own Plan for 2008/9. The continuity element reflects the fact that since 2004 we have been planning for a future in which joint inspection will become the norm, and we continue to maintain our clear messages about our role and purpose within the CJS as a whole.
4. We are fifty salaried staff, plus a panel of a dozen or so sessional colleagues. Our work costs a fraction of one percent of the total cost of the whole Probation Service and all the Youth Offending Teams (YOTs) of England and Wales. But we maintain an important message about both Probation and YOTs, and about our work with them at this time when their own work is under continued challenge:
 - *Probation and Youth Offending practitioners in England & Wales deal with the reality of crime and risks every day, working to protect the public and reduce crime through effective management of offenders*
 - *Those who offend must take full responsibility for the crimes they commit but the public has every right to expect that those who supervise offenders will do their job properly.*
 - *HMI Probation measures their work against clear expectations on behalf of the public, but also advises the public on what it is reasonable to expect. When the relevant authorities fail to meet those expectations we shall be uncompromising in saying so, but we also believe that the public, politicians and the media should support organisations that are generally doing an important job and making a major contribution to public protection.*

Our Approach flows from this.

Context:

5. We are continuing to work actively with our partner CJS inspectorates in implementing the major change in the inspection arrangements in the CJS as a whole, which is taking place alongside parallel developments in the inspections of other public services too. The five CJS Inspectorates are developing and implementing the jointly-owned Joint Inspection Programme alongside their respective solely-owned inspection programmes to cover the CJS.

6. This Plan is therefore one of five two-tier plans that aim to provide the right mix of solely-owned and jointly-owned inspections to promote improvement in the CJS as a whole. For our own part, taking into account the place of offender management within the CJS, we expect most of our inspections to be located in the 'jointly-owned' tier in the planning process.

Managing each offender or young person under supervision:

7. We continue to stress the central importance of what was once called the 'case management of offenders'¹. We still see this as the bedrock of the evolving work of NOMS, providing a foundation for supervision which needs to be effective in terms of enforcing every sentence, making offenders less likely to reoffend, and keeping to a minimum offenders' *Risk of Harm* to others. We also continue to say that case management of young people (not always formally-convicted offenders) will continue to be part of the bedrock of practice by Youth Offending Teams (YOTs). As ever, the terminology is changing, as are some of the details of the definitions of some of the terms we use. We increasingly refer to *offender management*² as being the central part of the *core correctional practice* of the future. This approach is being introduced and developed in phases within NOMS, and in YOTs too, and hence we have developed our mainstream inspection methodologies with that principle firmly in mind.
8. So despite the prospective upheavals in organisational arrangements, we see more continuity than change in the building blocks of effective practice with sentenced adult and young offenders. We believe that at the heart of effective offender management will be the ability of the *manager of the individual case* to engage skilfully with the offender or young person. This not only secures compliance with sentence enforcement, but also helps the offender or young person to make use of all the learning from the sentence to change their former behaviour. An inspection methodology which measures the *quality of management of the individual* is the right way to inspect Probation and Youth Offending work, both now and in the future.
9. But we are also continuing to suggest that we do more than simply inspect – we sometimes say that we “sell Improvement”, an idea we introduced in 2006. What do we mean by this?

The Inspectorate role:

10. Our contribution to service improvement is entirely in line with the Government's stated expectation of how public service inspectorates should work, contained in the July 2003 policy document, *Inspecting for Improvement*. The ten principles set out in that document appear again in

¹ *Offender* is a term used here specifically to denote someone of any age who is serving a current sentence imposed by a Court, whether in custody or in the community at the time. (It can be said that when the sentence is completed the person becomes an 'ex-offender').

² *Offender management* is a term that is still being used in two different ways at different times. Sometimes it refers to everything done with a sentenced adult offender under the auspices of NOMS, and sometimes it refers exclusively to the role undertaken specifically by *offender managers*. We sometimes find it useful to use a term such as *offender managing* for the latter usage in order to address the specific subject-matter of *core correctional practice*

the Annex to this Plan, and in accordance with them we in HMI Probation commit ourselves for the fifth consecutive year to the aim that our inspections will not only *measure fairly and accurately*, but they will also *maximise the likelihood of service improvement*.

11. The wording of this aim acknowledges the fact that as/when a respondent organisation (Probation Area or YOT or other) improves its service following an inspection, the achievement belongs to that organisation. An Inspectorate cannot make service improvement happen, but it can 'maximise the likelihood' of it happening. It does that through its own quality of engagement with the respondent organisation – in our case most frequently the Probation Boards (or Trusts now being introduced) and YOTs. This has implications both for our inspection methodology and for the interpersonal and communication skills of our staff who carry out the inspections.
12. Just as the heart of effective supervision of offenders and young people is the quality of engagement by offender manager with the offender (or case manager with a young person), the heart of effective inspection of that work is the quality of engagement by inspectors with the offender managers and other people who do the work we inspect. It is in that sense that we aim to do more than simply 'measure' how well people are doing. What we aim to do in addition to that is to *'sell improvement'*.
13. *Improvement* is not as glamorous for many people as either innovations, initiatives or projects. But in a system in which large numbers of people are put through well-mapped processes every day the key need is that practitioners provide an individualised service, i.e. do the right thing with the right person in the right way and at the right time. And there needs to be a steady incremental improvement each year in the effectiveness with which this is done.
14. It is a significant challenge for public servants to be able to provide a fair, consistent and effective service to large numbers of people in an individualised way, but that individualised service is what is required in the CJS. Hence that is where we focus both our Offender Management and our Youth Offending Team inspections. We look at all the small but significant behaviours that make a difference in making practice effective, and we aim to engage our respondents in focusing on how to improve those behaviours.
15. Our criteria, and the questions we ask, illustrate the quality of work we are looking for. When our inspection process works well it means that our respondents become more likely not only to see the nature and degree of any shortfall on their part – the performance 'gap' – but also to 'buy' the idea of wanting to close that gap. Or, if they're already good, to improve still further. Of course we not only want them to buy *the idea* of improving, we also want them to 'buy' *actually improving* in practice. Hence our inspection process aims not only to measure fairly and rigorously, but also to 'sell improvement'.

Our evolving methodologies: -

16. Thus we have noted the changes taking place in the world that we inspect and we have also outlined what we mean by 'selling improvement'. We now need to describe how our methodologies have evolved to date, and will evolve again in the future, to meet the specific needs of some of our current and future inspection programmes.

- **- Offender management:**

17. Our methodologies for the current Offender Management Inspection (OMI) and YOT inspection programmes focus on what is actually delivered to a representative sample of offenders and young people under supervision where we examine each individual case. We assess the quality of assessments and planning, interventions, and initial outcomes, as a proxy variable for effectiveness. To do so we therefore seek evidence of how well each case is managed in terms of compliance, likelihood of reoffending and *Risk of Harm to others*.

18. A strong principle of the methodology is that it focuses on services as delivered directly to the 'users' by Probation staff, or by YOTs, or by any of the contracted providers. We keep to a minimum our assessment of performance factors which are already comprehensively monitored within the inspected organisation, and we only seek to arrive at findings regarding the quality of management insofar as they relate closely to the quality of supervision being delivered in practice, as evidenced in our inspections.

19. We therefore plan to continue over time to improve our existing methodologies in line with our current approach, although the year 2008/9 will principally be a year in which we complete the current two core programmes. But we will also be looking to the future, planning and designing accordingly, so that successor programmes will fulfil a clearly identified role in relation to the developing NOMS performance framework, and to the YJB and to the wider CJS, in the context of the prospective new environment of commissioning. By this we mean that although Probation and Youth Offending work is our core subject area, we are already committed to inspecting such work as a series of 'whole processes' within the wider CJS as a whole. We assess the effectiveness of the work increasingly as a contribution to the overall effectiveness of the CJS, in the context of other relevant Government policies.

20. Hence, within this increasingly wider horizon, we will continue to develop these and other inspection methodologies jointly with the other CJS inspectorates as we develop our jointly-owned Joint Inspection Programme. Part Two will illustrate how we are scheduling our work for the year ahead, and allocating our resources between the two tiers of our planned Inspections for 2008/9 and beyond.

- **- Youth Offending and Children's Services:**

21. We have implemented a further development in the joint inspection of Youth Offending Teams and Services, which we lead (and which is in fact

now easily our biggest single area of work). Youth Offending work straddles both the criminal justice system, because it is about preventing reoffending, and the world of children's services, because YOTs also have wider duties to protect children and enhance their quality of life.

22. The current YOT inspection programme is currently closely co-ordinated with the current system of the Ofsted-led Joint Area Reviews (JARs) of integrated children's services in each area of England, but these two programmes end in mid-2008. Different but comparable considerations apply in Wales. The successor YOT inspection programme will need to adapt to the new developments arising from the arrival of CAA (Comprehensive Area Assessment) with effect from April 2009. Our aim is to ensure that we will focus on where a rolling programme is necessary, where inspection adds value that cannot readily be added by other means, and where there is a visible contribution to service improvement.

- - **Risk of Harm (RoH) work, including Serious Further Offence (SFO) reviews:**

23. Recent years have seen a substantially increased focus to our RoH (*Risk of Harm to others*) work. This included our independent reviews of three high profile cases (one YOT, two Probation) where people under current supervision in the community went on to kill, but it can now also include other bespoke inquiries at the request of the Secretary of State. Inevitably, with such inquiries we are working largely with the unpredictable. Our aim with these is to be both uncompromising but fair in our criticisms, and contribute to future learning both about the specific case and about wider lessons for the development of the management of both adult and young offenders. Furthermore, in other ways we aim to help identify what effective RoH work looks like, so that staff working with both adult and young offenders will know better how to avoid leaving their work exposed to potential future criticism.
24. This is hugely important work, which (unusually for us) is additionally very high profile work in the public eye. However, our aim has not been that this consideration should displace all other aspects of managing offenders – instead we are trying to redress a balance, where our inspection reports had previously been finding regular weaknesses. So we will continue to emphasise the vital and difficult nature of *Risk of Harm* work to both NOMS and YOTs, but we will do so within the context of what they have to try to achieve with each offender or young person overall.
25. To this end, we established a *Risk of Harm* thread within the Offender Management Inspections, so that we provide with each inspection an assessment of the quality of this specific area of practice on its own. This not only focuses attention on this work but also does so within an appropriate overall context. As we have set out elsewhere, this requires more than just focusing on cases where “Serious” harm is the issue.
26. In keeping with this approach, we have agreed with NOMS to undertake a series of Risk of Harm Area Assessments between December 2007 and June 2008, so that all 42 Probation Areas will have had the quality of this specific work formally assessed by us by the end of June 2008.

Diversity practice:

27. We aim to integrate the best principles of diversity into our inspection practice, as well as into the management of our staff. We devise and implement a separate annual plan for this purpose, to support our Single Equalities Scheme 2007-10. In our Scheme we set ourselves an overarching objective: ***Working to remove improper discrimination in the Criminal Justice System***. In our core inspection programmes we assess, among other things, what measures the people whose work we are inspecting have in place to address the diverse needs of adult offenders and children and young people who have committed offences.

Our inspection criteria – a basis for self-assessment:

28. One of the Government's principles for inspection is that they should provide a basis for self-assessment. Hence we aim for a shared understanding by all parties about 'what success looks like' in terms of good quality offender management, and the specific details of how it will be measured. This is conveyed by means of our Criteria for our OMI, YOT and other inspections, which are set out in open and transparent documents, with the principal ones published on our website.
29. Our inspection criteria have two key aims:
- In the short-term, to provide the basis by which each inspection defines what it is looking for
 - In the long-term, to provide a definition of quality (a definition of 'what success looks like') so that the people who do the work we inspect know what they are aiming for. It is important that these definitions are maintained with reasonable consistency over a good length of time, because it takes time for an organisation to aim for them and achieve them. Hence we will aim to work with both NOMS and the YJB so that there is maximum possible compatibility between their *performance standards* and our *inspection criteria*.

Summary of review of 2007/8:

30. We will be reviewing our 2007/8 programme in our Annual Report. In summary here, however, our view is that on the whole 'Our Approach' as we outlined it in the last four Plans is still being well received, and we are on course to deliver during the year both the quality and the quantity of inspections that we promised. Furthermore we also planned with the future in mind.
31. Accordingly, our Plan for 2008/9 again contains as much *continuity in how we work* as it does *change in our working arrangements*, necessary with the establishment of a formalised Joint Inspection Programme. Hence the broad policy direction we set out four years ago – 'Our Approach' – continues to apply this year. But during 2008 we will undertake a longer-term review of Our Approach, with a view to introducing a fresh look to our 2009/2010 Plan.

Our overall approach, in both solely-owned & jointly-owned inspections:

32. Based on this thinking, we therefore still believe that our inspections do and will continue to make an identifiable contribution to steady long-term improvement in the quality and effectiveness of front-line practice with offenders and young people. We will therefore:

- provide, by means of our inspection criteria, a clear and consistent definition of what good quality management of offenders and young people looks like.
- measure, fairly and accurately, the effectiveness of Probation and Youth Offending work in achieving this, and
- both encourage and enable self-assessment by all relevant service delivery organisations against our definition

33. By repeating such assessments, it will be possible both for us, and for the organisations themselves, to track improvements or otherwise in their performance over time. By paying attention to the way we engage with respondent organisations we aim to maximise the likelihood of them 'coming with us' down the path of pursuing steady continuous improvement in the quality of their management of offenders and young people. That is to say, as we described above, we aim that they will 'buy (into)' *improvement*.

34. With this approach, what we therefore still do is:

Help to Improve ...	By maximising the likelihood of respondents 'coming with us' to pursue steady continuous improvement
... Effectiveness ...	As measured by our inspection scores
... (in the) Criminal Justice System	Probation and YOTs not only in their own right, but as contributors to the overall effectiveness of the whole CJS.

35. This is the long-term approach we set out four years ago, and which we are now continuing, albeit under changing circumstances. In particular, by emphasising our aim to get respondents to come with us to pursue steady continuous improvement we consider that we still ***sell improvement***.

PART TWO: Our plan of work for 2008/9

36. Under the new arrangements for CJS inspection our work needs to be divided into two 'tiers'. The solely-owned work is in the first tier, and appears only in this Plan. The jointly-owned work is in the second tier, and although we refer to this below too it also appears in the Joint Inspection Programme that belongs collectively to the five CJS Chief Inspectors.
37. Within this two-tier approach, our needs for the year ahead are again to maintain and fulfil our existing core inspection commitments, to ensure that we continue to develop the new Joint Inspection Programme, and to implement our other commitments to Ministers about how we do our work.
38. Accordingly, our work for the coming year is classified by the two tiers, plus one supporting theme:
 - **A. Solely-owned inspection work:** Because we have been planning since 2004 for the 'future approach' to inspection, the great majority of our planned inspection work is in the *Jointly-owned* tier, and only a small minority is in this *Solely-owned* tier. This tier consists of the work that is specifically requested of this individual Inspectorate, either by the Secretary of State, or by bodies outside England & Wales, or by others.
 - **B. Jointly-owned inspection work (Joint Inspection Programme):** The distinguishing point about the Joint Inspection Programme is that all the five CJS Chief Inspectors jointly own it; the reason we do it is that it *adds value*. As we have noted in previous years, both the OMI and the YOT inspection programmes belong under this heading, as they both address one of the core 'whole processes' in the CJS i.e. management of offenders. Also in this tier belong the other joint Area and Thematic and other Inspections that focus on selected aspects of 'whole CJS processes'.
 - **C. Planning and managing future Inspection arrangements:** We aim to ensure, both on our own part, and in co-operation with others, that we explore all opportunities to improve the efficiency and effectiveness of arrangements for supporting Inspection activity.
39. Most of our resources are our people, and broadly speaking they can be divided into three groups: Inspection staff, support service staff, and managers. For us as an Inspectorate, the first group is our 'front line' – in the language of organisational theory these are the people who go out and directly deliver our service. They include for this purpose both our own salaried inspection staff and the inspectors whose services we 'purchase' (either in person or from their employing Inspectorate).
40. Our projections are that for the year ahead this combined pool of Inspection staff can provide in total about 39,000 'deployable hours' of service. This means that after deducting from their total contracted hours a number for what we call various 'overhead' activities we have that number of hours to deploy directly towards our planned inspection activities for the coming year. Hence we project an allocation of these hours to each of the inspection programmes and other related work under the above two tiers of work– *Solely-owned* and *Jointly-owned* Inspections.

41. Each of these inspections and other work programmes are managed by a named Assistant Chief Inspector – either Liz Calderbank, Julie Fox, Alan MacDonald or Kate White. Support services for each programme (including information and ICT support) will be managed by Peter Ramell, who also supports the task of Andrew Bridges to lead the business management of HMI Probation as a whole.

A. Solely-owned inspection work:

42. This consists of the work that is specifically requested of this individual Inspectorate, either by the Secretary of State, by bodies outside England & Wales, or by others. It belongs under this heading because of its status as work specifically requested of this individual Inspectorate; thus it is independent of the strategic planning that relates to the inspection of 'whole CJS processes'.

- **Risk of Harm (RoH) inquiries, inc Independent Serious Further Offence (SFO) reviews:** Some of these inquiries are 'on demand' items, but in addition we have been asked by NOMS to undertake eleven RoH Probation Area assessments by the end of June 2008. This will involve us undertaking 3,000 hours of inspection work in the coming year. The work will be managed by Kate White.
- **Outside England & Wales:** This work related mainly to inspections that we are invited to undertake in the Channel Islands or the Isle of Man, or as a contribution to Criminal Justice Service inspection in Northern Ireland. Discussions are taking place about work for 2008/9 and at this stage we have allocated an initial 600 hours to this work, for a probable inspection of Youth Offending on the Isle of Man, which will be led by Alan MacDonald.
- **Other work:** Periodically, we are asked to undertake other bespoke inquiries. The small allowance for this will during 2008/9 be combined with the allowance for the inspection development and piloting work required this year, totalling 2,000 hours, to be managed by Andrew Bridges directly.

B. Jointly-owned inspection work (Joint Inspection Plan):

43. This tier of work is set out more substantively in the Joint Inspection Plan jointly-owned by the five CJS Chief Inspectors. The Joint Plan for 2008/9 has been subject to a formal consultation process, while a wider consultation process is under way to consider potential CJS inspection developments beyond April 2009.

- **Youth Offending Team (YOT) inspection programme:** We are the lead Inspectorate among nine inspectorates and regulatory bodies that embarked in July 2003 on an innovative and complex programme to inspect all of the 150+ YOTs in England and Wales over a five-year period. Under the demands of co-ordinating the programme with the Joint Area Reviews in England, and the separate need to co-ordinate the schedule in Wales too we have allocated a total of 14,000 hours to completing the current YOT inspection programme, and planning the design and delivery of the successor programme, during the coming year. The current programme will be completed in November 2008, and is led by Julie Fox and Alan MacDonald.
- **Offender Management Inspection (OMI) programme:** The current three-year programme to examine the quality of (adult) offender management in each of the 42 areas of the CJS started in May 2006. In 2008/9 we are

scheduled to visit 15 Probation (Criminal Justice) Areas, plus any re-inspections that may be required. The programme includes appropriate contributions from HMI Prisons and Ofsted (Judicial Services). Participation by other Inspectorates is also being explored. We have allocated 12,000 hours to this programme, which will be completed in March 2009, and is led by Kate White.

- **Thematic inspections:** A key element in the Joint Inspection Plan is the design and delivery of a number of Thematic and other inspections that relate to 'whole CJS processes'. We have allocated 7,000 hours for this work, which will be led by Liz Calderbank.

We expect the Joint Inspection Plan to confirm when published that we are planning to lead the following joint inspections in 2008/9:

- Imprisonment for Public Protection (IPP) Phase Two
- Mentally Disordered Offenders
- Prolific and other Priority Offenders ("PPOs")
- Sex Offenders

And we will provide a supporting contribution to some other Joint Inspections.

- **Supporting People:** The Audit Commission's programme of inspections of the Supporting People arrangements managed by some 150 responsible local authorities in England is being completed in 2007/8, but we are expecting a small number of follow-up inspections to be needed in 2008/9. We have allocated 400 hours to this work, which will continue to be led by Alan MacDonald.

44. All of these inspections are examples of inspecting 'whole CJS processes' (or specific aspects of them), a method of inspecting we strongly advocated in March 2005 when we published *Inspecting the Criminal Justice System: Starting from First Principles*. The joint inspection of Enforcement, which we published on 4 April 2007, also provides a very good illustration of inspecting a special 'whole CJS process' involving co-ordinated working between the different CJS agencies at the post-sentence stage.

C. Planning and managing future inspection arrangements:

45. Ministers asked all the relevant Chief Inspectors to explore all opportunities to improve the efficiency and effectiveness of arrangements for supporting Inspection activity. We have been pursuing this both as part of the approach agreed by all five CJS Inspectorates, and also on our own separate account. It is in everyone's interest that we work in a way that is as efficient and effective as possible.
46. We continue to make available substantial additional management time to support this work, which is managed on our behalf by Peter Ramell. He is also leading a group, working jointly with his counterparts from the other CJS inspectorates, to take forward the sharing of support and infrastructure services where feasible.

Our 'budget' of 39,000 Inspection Staff hours – how this will be spent:

47. The 'pie chart' diagram projecting how we will spend our budget of deployable hours will be spent is in the single-sheet Financial Annex to this Plan. Integral to each of our principal inspection programmes is a Quality Assurance strategy, with the aim of ensuring that we maintain and where possible improve the quality of our work, and resources have been allocated to those programmes for that purpose.

Staffing:

48. In recent years we have reprofiled both the establishment and the skillset of our Inspection and management staff. Our YOT and OMI programmes are labour intensive, for sound reasons, with a heavy emphasis on detailed assessment of the offender management practice experienced by identified samples of offenders and young people in each CJS area or YOT that we visit. Accordingly in 2004 we recruited a team of Practice Assessors, who assess the quality of offender management practice in individual cases under our main two area inspection programmes.

49. However, we still need the great majority of our Inspection staff to have maximum flexibility of deployment, and so all our remaining Inspection posts are for HM Inspectors. We have also established a managed panel of sessional Associate Inspectors as a further contribution to increasing the flexibility of our resource deployment, as well as broadening the skills and experience on which we can draw (for example, two of the Associate Inspectors speak Welsh).

50. The other change we made (in 2004) was to forgo the Deputy Chief Inspector post - the money was redeployed into the front-line Inspection establishment. This was a factor in making us better resourced to undertake the demanding programme already outlined, notably for the increased pace of the YOT inspections that started from September 2004.

51. As for our skillset, we continue to be positive without being complacent. We have said that our Inspection staff have to be skilful at both:

- (a) Measuring accurately, on the basis of a fair assessment of the evidence, and
- (b) Engaging well with the respondent, to maximise the likelihood of enabling service improvement – selling improvement

We will review our practice, and ensure that our Inspection and management staff continue to develop their skills in both these areas.

52. In relation to the second point (b), we have developed a culture whereby the feedback from the people we inspect is shared with the relevant Inspection staff so that we can consider opportunities to improve our practice further where appropriate.

53. This latter aspect is relevant to our support service staff too. Every member of HMI Probation staff can have an impact on the organisations we inspect by behaving constructively and by the quality of the way we engage with them. Hence we place a high importance on the interpersonal and influencing abilities of all our staff.

54. However, our support services staff include colleagues who are also skilled at administration, information and ICT management, finance, publications and other relevant areas. They will continue to be located as now, with the majority in our Trafford House premises in Manchester.

55. Peter Ramell manages our support services, and he and his team also aim to identify and meet the corporate and individual skill development needs of all our staff. Four particular areas of staff development, among others, continue to receive our attention:

- ◆ **Diversity:** As indicated earlier, we aim to integrate the best principles of diversity into the management of our staff, as well as into our inspection practice. We devise and implement a separate annual plan for this purpose, to support our ***Single Equalities Scheme 2007-10***.

In our Scheme we set ourselves an overarching objective: ***Working to remove improper discrimination in the Criminal Justice System***.

In our core inspection programmes we assess what measures the people whose work we are inspecting have in place to address the diverse needs of adult offenders and children and young people who have committed offences. We also look for evidence of positive recruitment, development and retention practices in relation to all staff in order to achieve an appropriately diverse workforce.

Within our own organisation we have developed a wide ranging approach to promoting diversity which is published on our web site. Measures include staff training, positive action to recruit black and minority ethnic inspection staff (for example, through our shadowing scheme), and the recruitment of Welsh-speaking inspectors. Through induction, training and the appraisal process all HMI Probation staff are encouraged to consider promoting diversity across all areas of their work.

- ◆ **Project Management:** We have recognised the importance of project management as an essential skill that enables us to devise new programmes, and revise old ones, while we continue to implement existing commitments. Therefore we now work broadly to Prince2 methodology, we have identified Andy Bonny as our Project Manager, and we have trained other staff to work more effectively with him.
- ◆ **Report design:** We have been taking the opportunity to undertake a rethink about what our reports should look like. Shorter, plainer, crisper and more clearly presented reports are likely to be appreciated by Ministers and other readers, we believe, and each new or revised programme enables us to plan to move further in that direction.
(We also revised our logo in 2007, so that it communicates more clearly who we are)
- ◆ **Communications:** We feel that in 2007 we did not always communicate as well as we could have done with the people whose work we inspect. We aim to do better in 2008, especially with Youth Offending Teams and their parent local authorities and partners, to explain better the purpose of YOT inspection, and also how it can and will evolve in keeping with the arrival of Comprehensive Area Assessment (CAA).

56. Finally, we note that, as in many other areas of central government, our staff experience a seemingly continuous expectation of major organisational change. We did not merge with the other CJS inspectorates in 2007, as once expected, but we did move (alongside HMI Prisons) from the Home Office to the Ministry of Justice. We look forward to continuing to operate as an independent Inspectorate within the now-reorganised Ministry of Justice, and to the continued development of our joint working with other Inspectorates, both inside and outside the CJS.

Communication with the public:

57. In view of the complex message that we seek to present to the public about the nature of the work we inspect (para 4), we will aim during 2008 to work more actively to improve the ways in which we do this, in part through both our website and the planned appointment of a specialist Press Officer whom we will share with the other Inspectorates in the Ministry of Justice. We aim not only to provide fair assessments of the work we inspect, but also to be a source of independent fair comment on relevant aspects of the Criminal Justice System for any interested bodies or for the public in general.

Summary:

58. By the end of March 2009, we will have completed our schedule of inspections for the year, including the Joint Inspection Plan, on time, to budget and to a good standard. In doing so, we will have both maintained and developed our continuing long-term contribution to improving effective work with offenders and young people.

Andrew Bridges
HM Chief Inspector of Probation
March 2008

Inspection Schedule 2008/9 for YOTI, OMI & RoHAA (as fixed by March 08)

- YOTI = YOT inspections, requiring two weeks in England to align with the Joint Area Reviews led by Ofsted
- OMI = Offender Management Inspection
- RoHAA Risk of Harm Area Assessments
 - All Thematic inspections, some Follow-ups, and the piloting of both successor inspection programme ***still to be fixed***

April ('5-week' month)

Darlington	YOTI Week 2
S. Tees	YOTI Week 2
Notts	YOTI Week 1
N. Wales –	OMI
S. Wales –	OMI
Shropshire –	YOTI Week 2
Solihull –	YOTI Week 2
Surrey –	YOTI Week 2
Humberside –	RoHAA
S. Yorkshire –	RoHAA
Southwark –	YOTI Week 2
Waltham Forest –	YOTI Week 1
Bath/NESom –	YOTI Week 1
Cornwall–	YOTI Week 1
S. Glos -	YOTI Week 1

May

Teesside –	RoHAA
Notts –	YOTI Week 2
Dyfed-Powys –	OMI
Sutton –	YOTI Week 1
Bath/NESom –	YOTI Week 2
Cornwall –	YOTI Week 2
S. Glos –	YOTI Week 2

June

Waltham Forest –	YOTI Week 2
Tameside –	YOTI Week 1
Co. Durham –	RoHAA
Northumbria –	RoHAA
NE Lincs –	YOTI Reinspection
Norfolk –	YOTI Week 1
Warwicks –	YOTI Week 1
W. Midlands –	OMI
E. Riding –	YOTI Week 1
Essex -	YOTI Week 1
Dorset -	YOTI Week 1

July

Tameside -	YOTI Week 2
Gwent –	OMI
Norfolk –	YOTI Week 2
Warwicks –	YOTI Week 2
Reading –	YOTI Week 1
E. Riding –	YOTI Week 2
Sutton -	YOTI Week 2
Oldham –	YOTI Week 1
Blackburn –	YOTI Week 1
S. Tyneside –	YOTI Week 1
Wokingham –	YOTI Week 1

September

W. Mercia –	OMI
Oldham –	YOTI Week 2
Blackburn –	YOTI Week 2
S. Tyneside –	YOTI Week 2
Swansea –	YOTI
Essex –	YOTI Week 2
Staffs –	OMI
Wokingham –	YOTI Week 2
Reading –	YOTI Week 2

October

Carmarthen –	YOTI
Warwicks –	OMI

November

Torfaen & Mon –	YOTI
N. Yorks –	OMI
W. Yorks -	OMI

December

Humberside –	OMI
Pembrokeshire –	YOTI Reinspection
Vale of Glamorgan –	YOTI Reinspection

2009

January

S. Yorks -	OMI
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February

Northumbria –	OMI
Teesside -	OMI

March

Co. Durham -	OMI
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APPENDICES (reference material):

HM Inspectorate of Probation: statement of purpose

HM Inspectorate of Probation is 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 individual offenders, children and young people aimed at reducing reoffending and protecting the public, whoever undertakes this work under the auspices of the National Offender Management Service or the Youth Justice Board
- report on the effectiveness of the arrangements for this work, working with other Inspectorates as necessary
- contribute to improved performance by the organisations whose work we inspect
- contribute to sound policy and effective service delivery, especially in public protection, by providing advice and disseminating good practice, based on inspection findings, to Ministers, officials, managers and practitioners
- promote actively race equality and wider diversity issues, especially in the organisations whose work we inspect
- contribute to the overall effectiveness of the Criminal Justice System, particularly through joint work with other inspectorates.

Our annual Plan sets out our work for the year. It is agreed between the Secretary of State and HM Chief Inspector and is published on our website.

HMI Probation Code of Practice

While carrying out our work we aim in particular to follow the Government's ten principles of inspection in the public sector, namely that inspection should:

- have the purpose of improving the service inspected
- focus on outcomes
- have a user perspective
- be proportionate to risk
- encourage rigorous self-assessment by the managers of the service inspected
- use impartial evidence
- disclose the criteria used to form judgements
- show openness about inspection processes
- have regard to value for money
- continually learn from experience

To achieve our purposes and meet these principles, we aim to:

- work in an honest, professional, fair and polite way
- report and publish inspection findings and recommendations for improvement in good time and to a good standard
- promote race equality and wider attention to diversity in all aspects of our work, including within our own employment practices and organisational processes
- for the organisations whose work we are inspecting, keep to a minimum the amount of extra work arising as a result of the inspection process.

While carrying out our work we are mindful of Ministerial priorities and strategic plans for the Criminal Justice System. We work closely not only with the other CJS Inspectorates, but also with other Inspectorates assessing work with young people.

In addition we are members of the partnership planning to deliver Comprehensive Area Assessments (CAA) in local areas from April 2009. Furthermore, through a Probation Inspection & Audit Forum, we co-ordinate our work closely with the Audit Commission, the National Audit Office and the Ministry of Justice Internal Audit Division.

Government's Policy on Inspection in the Public Service: July 2003

We took note of the Government's ten principles of inspection, published in *Inspecting for Improvement* in July 2003. These place certain broad expectations on inspection providers and on the departments sponsoring them, and as indicated we have also built them into our Code of Practice. We give account of our approach to implementing these ten principles as below:

1. **The purpose of improvement.** *There should be an explicit concern on the part of inspectors to contribute to the improvement of the service being inspected. This should guide the focus, method, reporting and follow-up of inspection. In framing recommendations, an inspector should recognise good performance and address any failure appropriately. Inspection should aim to generate data and intelligence that enable departments more quickly to calibrate the progress of reform in their sectors and make appropriate adjustments.*

We aim to achieve this, not only by measuring fairly against open criteria, but also by our commitment to behaviour that 'maximises the likelihood' that respondents will come with us on the path to continually improving their performance.

2. **A focus on outcomes,** *which means considering service delivery to the end users of the services rather than concentrating on internal management arrangements.*

Our inspection methodology for both OMI and YOT inspections focuses on what has been delivered to the offender or young person (primarily in terms of Quality of Assessment and planning, Interventions and initial Outcomes).

3. **A user perspective.** *Inspection should be delivered with a clear focus on the experience of those for whom the service is provided, as well as on internal management arrangements. Inspection should encourage innovation and diversity and not be solely compliance-based.*

A significant element within our methodology is to interview and listen to the perspective of the offender or young person, and of victims and parents. The user perspective is an important element in CJS inspection, but it does not necessarily provide on its own the basis for an inspection finding (e.g. an offender might particularly dislike something done to him or her by an offender manager, but it might have been precisely the right thing for the offender manager to have done).

4. **Proportionate to risk.** *Over time, inspectors should modify the extent of future inspection according to the quality of performance by the service provider. For example, good performers should undergo less inspection, so that resources are concentrated on areas of greatest risk.*

We have never supported the idea of offering 'inspection holidays' as a way of implementing this principle, but we strongly support the idea of varying intensity of inspection according to identified need. Hence we focus inspection on where inspection methodology specifically adds value, and we conduct re-inspections only where an employing body falls significantly short of the required criteria in critical areas.

5. *Inspectors should encourage rigorous **self-assessment** by managers. Inspectors should challenge the outcomes of managers' self-assessments, take them into account in the inspection process, and provide a comparative benchmark.*

We do this partly by asking managers to submit evidence in advance of the inspection, to demonstrate that they have met the required criteria. Furthermore, the criteria and guidance published on our website enable any practitioner or manager to assess his or her own practice at any time. Finally, in a long-planned development, we aim to work with NOMS to make our Risk of Harm inspection module available for self-assessment purposes during 2008/9.

6. *Inspectors should use **impartial evidence**. Evidence, whether quantitative or qualitative, should be validated and credible.*

Evidence has to consist of more than hearsay, and our Guidance provides a framework for decision-making to enable similar evidence to be interpreted consistently, even by different inspection staff in different locations.

7. *Inspectors should disclose the **criteria** they use to form judgements.*

Our inspection criteria are published on our website.

8. *Inspectors should be **open** about their processes, willing to take any complaints seriously, and able to demonstrate a robust quality assurance process.*

Our behaviour is such that we are able to explain at the time the reasoning for the scores we have awarded, and respond to questions to that effect. Thus we have responded to questions, concerns and to the formal complaints that have been put to us in the last year. We also take the initiative, through our Quality Assurance strategy, in actively reviewing aspects of our methodology, so that we can be as confident as possible that our judgements are both fair and accurate.

9. *Inspection should have regard to **value for money**, their own included:*

- *Inspection looks to see that there are arrangements in place to deliver the service efficiently and effectively.*
- *Inspection itself should be able to demonstrate it delivers benefits commensurate with its cost, including the cost to those inspected.*
- *Inspectorates should ensure that they have the capacity to work together on cross-cutting issues, in the interests of greater cost effectiveness and reducing the burden on those inspected.*

We assess whether the interventions with each offender are proportionate both to cost and to the offender's individual need. We recognise that our methodology is (necessarily) labour intensive, and in March 2005 we published a case study that analysed both the benefits and the costs of an illustrative inspection, including the costs to the inspected body. We not only undertake joint inspections with other CJ inspectorates, but we also co-ordinate our other work to avoid, for example, rapidly successive visits by ourselves and another scrutiny body whenever possible. We co-operate closely with Ofsted and the Audit Commission because of our YOT inspection work, and we also maintain a databank for the Probation Inspection and Audit Forum to co-ordinate with Audit bodies our visits to Probation Areas.

10. *Inspectors should **continually learn** from experience, in order to become increasingly effective. This can be done by assessing their own impact on the service provider's ability to improve and by sharing best practice with other inspectors.*

We seek feedback on our individual interviews with the staff of inspected bodies, which we use to review and renew both our corporate and individual skills and methods. We also take feedback at regional events, and have previously received corporate feedback on our Probation inspections as a whole, collected by the Probation Boards' Association. By these and other means we monitor our own impact on our inspected bodies, and keep our own practice under regular review, both as part of our normal programme, but also in joint work with other inspectorates.

HMI Probation
March 2008

Financial Annex to HMI Probation Plan 2008/2009: Summary of Activities

The first box below divides our work into 'Overheads' and 7 other 'Activities'. Each Activity has an allocation of 'Deployable hours', and some also have an allocation for fees. Deployable hours are the non-overhead hours of Inspection staff allocated to each Activity; they carry with them the relevant proportion of Management and Support service staff hours. Hence it can be seen how the allocations of Deployable hours, and of Fees, lead to the projected production of c55 reports in 2008/2009 (but these are of a very wide range of scope.)

Code	Overheads	YOT Insp	OMI	Joint CJ	Supp Pple	Risk of Harm	Outo Eng&W	Prog Devel	TOTAL
Lead mgr	OVHD	YOTI	OMIC	THCJ	SUPP	INRV	OTEW	OTHR	
INPUTS:	AMBS	JF/AM	KW	LC	AM	KW	AM	AMBS	
Hrs 'bought'	Hrs not	3,000	1,000	500	200	300	-	-	5,000 hrs
Hrs Budget	deployed	11,000	11,000	6,500	200	2,700	600	2,000	34,000 hrs
Total hrs		14,000	12,000	7,000	400	3,000	600	2,000	39,000 hrs
OUTPUTS:		Joint Insp Prog	Joint Insp Prog	Joint Insp Prog	Joint Insp Prog	Sole	Sole	Sole	
No: Insp		20	19	4	6	6	1	1	56

*4 we lead; we contribute to many others

HMI Probation Budget 2008/2009: Summary

Allocated budget for 2008/2009 £3,775,000
 Probable income from Audit Comm £20,000
 Probable income from outside England & Wales £30,000
 Probable income for PPO inspection £100,000
 Projected total income £150,000

PROJECTED TOTAL HMI PROBATION BUDGET

Total cost of HMI Probation staff: £2,763,000
 Total pay: (for c34k hrs) £2,763,000
 Fee paid staff: (variations in costs per hour) £22,500
 YOTI 600 hrs from Wales SSI: £137,500
 All other work by Panel of Associate Inspectors £10,500
 Press Officer (share) £2,500
 Advisory Board remuneration & costs (share) £173,000
Total Fees: (for c5k hrs) £2,936,000

PROJECTED TOTAL HMI PROBATION PAY COSTS

Accommodation (inc fuel, utilities) - Trafford House £134,000
 IT services £145,000
 Stationery & printing, inc postage & dispatch £55,000
 Hospitality & catering £9,500
 Telecoms, Voice etc £6,500
 Training £54,000
 Travel & Subsistence £540,000

Promotion & Development (OCE)

£45,000

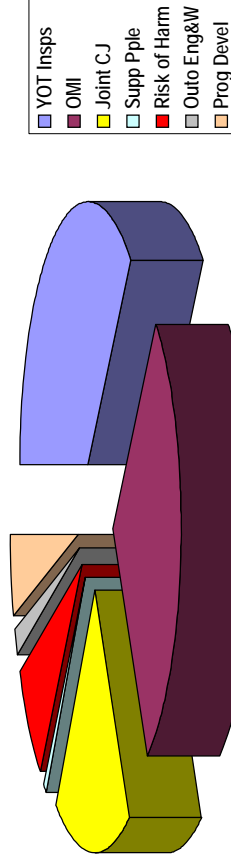
PROJECTED TOTAL HMI PROBATION NON-PAY COSTS

£989,000

PROJECTED TOTAL EXPENDITURE

£3,925,000

Allocation of 'Total deployable hours'



Notes:
 YOT inspections, using 14,000 hours this year, constitute 35% of the Total deployable hours
 Offender Management Inspections, using 12,000 hours, constitute 31%
 Joint CJ inspections, using 7,000 hours, constitute 18%

The four activities shaded green above constitute our contribution to the jointly-owned Joint Inspection Programme, and tot 90% of our inspection work for 2008/2009

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 3,925,000
 Total deployable hours 39,000
 to give a **Total cost per 'inspection hour' per person of £100.64 per hr**