

# HM Inspectorate of Probation Corporate Plan 2019-2022





# My vision for HM Inspectorate of Probation by 2022

## Justin Russell, Chief Inspector of Probation

This is my first Corporate Report and Business Plan as Chief Inspector of Probation. Although it's still early in my tenure, I'm clear what I want the Inspectorate to achieve during my time. I have set this out in a set of new strategic objectives and describe our deliverables for this financial year under each. All of us at the Inspectorate are passionate about good probation and youth offending services and the differences these can make to people's life chances and to keeping the public safe. We have a vital role to play in challenging every probation and youth offending service to match the quality of the best and in celebrating effective practice where we find it.

When I took over the helm in June 2019, the Inspectorate was completing the first year of its new inspection programme for both adult probation and youth offending services. We have learnt a great deal from this experience and have adapted our approach to adult inspection for the

next cycle of inspections. We consulted on these changes in March 2019 and I'm grateful for the time people took to respond. Based on this feedback we have listened, heard and improved our methodology. As always, we'd welcome feedback from providers and other stakeholders on how our inspections are impacting. We don't intend to stand still.

One key piece of feedback I've had during my early months in the role is a strong feeling that the people being supervised by the services we inspect should have a stronger voice in our inspection methodology. So, going forwards, our inspectors will now be interviewing service users as well as probation staff as they scrutinise the quality of supervision at all of the local services we inspect. And we shall be looking to further extend the way we involve service users in our work, including for YOT inspections.

We plan to review other aspects of our youth inspection approach this autumn as well, including introducing a proportionate way of inspecting small youth offending services and developing our approach to following-up services rated 'Inadequate'. We will continue our programme of inspecting youth offending services as we move into the second year of an approximate four-year cycle for inspecting over 150 local services.

The coming period will be one of significant transition for adult probation now the new design for probation services in England and Wales has been announced. While we recognise the impact this change programme will have on providers we are clear that the risks to delivery are too high for us to reduce our public assurance role. We will, however, extend the period for our next cycle of inspections with our final fieldwork due to take place in December 2020 and we will be mindful of the additional requests we are making of providers during this time.

The new probation design poses challenges to the way we work as well, so I have launched a programme to design a new model for how we will inspect adult probation providers from 2021, when the new structures are in place. We will look to pilot aspects of this model over the coming year to ensure that the domains and standards we use fit the new world.

I want the Inspectorate to have a greater role in identifying and sharing effective practice. We have been pivotal in highlighting where *Transforming Rehabilitation* has failed to deliver, but we also have a role in helping providers improve the quality of services. Where we see something done well we want to share this with others to learn from and apply. We will promote this through a new package of effective practice products designed with busy practitioners in mind.

And finally, I'm keen to look at where the Inspectorate can add value, above and beyond our current work areas, but within our legislative remit. There are many areas of probation practice that we look at thematically, or at the request of the Secretary of State, for example, serious further offence investigations, but I want to identify what would additionally benefit from regular independent scrutiny.

I look forward to my time as Chief Inspector of Probation but particularly to this, my first year in post.



**Justin Russell**  
**HM Chief Inspector of Probation**

# Statement of purpose

Her Majesty's Inspectorate of Probation is the independent inspector of youth offending and probation services in England and Wales.

We report on the effectiveness of probation and youth offending service work with adults and children.

We inspect these services and publish inspection reports.

We highlight good and poor practice, and use our data and information to encourage high-quality services.

We are independent of government, and speak independently.

A Statement of Purpose can capture well, in a summary statement, what an organisation does. What it can often lack is what an organisation is about.

At our core is our belief that both probation and youth offending services are pivotal in turning adult and young people's lives around and away from offending. This cannot be underestimated. Those who come into contact with criminal justice services often have limited support networks and/or resources to turn their lives around themselves and the services that they turn to for support often pass them between pillar and post with little recognition of the totality of the issues they experience. We share the view of probation and youth justice practitioners that this must and can change. We passionately believe that both organisations and individuals have the ability to improve and that we have a significant part to play in affecting that positive change.

While we already have a set of values that capture the spirit of the Inspectorate and those we employ, we want to revisit these values. We will ensure that they fully capture the best of what this organisation is, while aspiring to be better. We will continue to ensure our values drive what we do and to hold our staff to account against them.

# Values

In addition, we are committed to act in a way commensurate with the 10 broader principles of inspection.<sup>1</sup> We will take account of these as we develop our new approach to the inspection of adult probation services.



## Integrity

We work in an independent, honest, open, professional, fair and polite way.



## Accountability

We are reliable and stand by the evidenced conclusions we reach. We will always fully account for our actions.



## Effectiveness

We report and publish inspection findings and recommendations for improvement, focused on service practice quality and impact, in good time and to a high standard. We check the impact of our inspections. We disseminate widely to enable improvement across England and Wales.



## Inclusion

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 opportunity for all.

<sup>1</sup> The Criminal Justice Joint Chief Inspectors have all signed up to the 10 principles of inspection. See: Criminal Justice Joint Inspection. (2019). Joint Inspection Business Plan 2019-21. [www.justiceinspectorates.gov.uk/cjji/wp-content/uploads/sites/2/2019/05/cjji-programme-2019-20-consultation.pdf](http://www.justiceinspectorates.gov.uk/cjji/wp-content/uploads/sites/2/2019/05/cjji-programme-2019-20-consultation.pdf)



# Ten Principles of inspection

- 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.
- 2** A focus on outcomes, which means considering service provision to users of the services rather than concentrating on internal management arrangements.
- 3** A user perspective. Inspection should have 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.
- 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.
- 5** Inspectors should encourage rigorous self-assessment by managers. Inspectors should challenge the results of managers' self-assessments, take them into account in the inspection process, and provide a comparative benchmark.
- 6** Inspectors should use impartial evidence. Evidence, whether quantitative or qualitative, should be validated and credible.
- 7** Inspectors should disclose the criteria they use to form judgments.
- 8** Inspectors should be open about their processes, willing to take any complaints seriously, and able to demonstrate a robust quality assurance process.
- 9** Inspectors should have regard to value for money, their own included.
- 10** Inspectors should continually learn from experience, 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.

# Our achievements in 2018-2019

Our achievements in 2018-2019 have been presented against the objectives we were working to during that time.



## Strategic objective 1:

Promoting a single, shared view of high quality services



Reviewed the application of our first year of the new adult inspection programme and agreed changes for 2019-2020 through internal and external consultation.

Introduced a new series of research products including:

- Research & Analysis Bulletins on:

- The quality of service user assessment
- The voices of young people under supervision (findings from the HMI Probation eSurvey)
- The availability and delivery of interventions (probation).



- Academic Insights on:

- Reconciling 'desistance' and 'what works' by Shadd Maruna and Ruth Mann.
- European probation rules by Rob Canton.



Produced our first HMI Probation position statement on minimum contact with offenders.



Maximised opportunities for the Chief Inspector to spread effective practice and influence policy through public-facing activity such as speeches, media interviews, high-level meetings and committee appearances.



## Strategic objective 2: Encouraging the delivery of high quality services



Conducted inspections on:

- 21 Community Rehabilitation Companies (CRCs)
- 7 National Probation Service (NPS) Divisions
- 27 youth offending teams
  - 21 single inspections
  - 6 joint inspections.



Conducted and promoted thematic inspections on:

- Probation supply chains
- Domestic abuse: the work undertaken by Community Rehabilitation Companies (CRCs)
- Management and supervision of men convicted of sexual offences.



Contributed to joint targeted area inspections on the multi-agency response to:

- Exploitation, gangs and missing children in Greenwich
- Child sexual exploitation, children associated with gangs and at risk of exploitation and children missing from home, care or education in Dorset
- Domestic abuse in Medway
- Sexual abuse in the family in York
- Protecting children from criminal exploitation, human trafficking and modern slavery: an addendum
- Sexual abuse in the family in Cornwall
- Sexual abuse in the family in Shropshire
- Sexual abuse in the family in Islington.



Produced a high impact annual report on the state of adult probation – published in March 2019.





### **Strategic objective 3**

Developing (with others) the effective oversight of services



- Agreed a Memorandum of Understanding (MoU) with the Youth Justice Board (YJB) and Ministry of Justice (MoJ) on the oversight of community youth offending services to ensure clarity of roles.
- Conducted an independent review of the case of Leroy Campbell at the request of the Secretary of State.



### **Strategic objective 4:**

Improving our effectiveness and delivery



- Developed a People Strategy and delivered against its actions in response to the People Survey 2018.
- Improved promotion of our reports and increased engagement with stakeholders, parliamentarians and the media.

# Our objectives 2019-2020

Our objectives for 2019-2022 build on our previous objectives in relation to our core inspection programme and add new priorities around effective practice and preparing for future changes to the probation landscape.



## **Strategic objective 1:**

Apply clear standards and robust inspection and rating to encourage the delivery of high quality services

We will continue to inspect the quality of probation services through our programme of core inspections. We will apply the learning from our new inspection approach to improve the way we inspect adult probation and youth offending services. We will be mindful of the period of transition that probation services will be subject to from 2019 to 2021 and will respond accordingly, providing a baseline view on the quality of service delivery before the new probation design is implemented.

### **In 2019-2020 we will:**

- progress our approach to adult core inspections including:
  - taking explicit account of our inspection findings on the quality of case supervision in domains 2 and 3 (delivery) of our core standards when deciding on our ratings for domain 1 (leadership)
  - include service user feedback interviews in our inspection methodology for all probation service inspections
  - conduct and publish an inspection of the National Probation Service headquarters
  - develop our report formats, including the way we present the data which contributes to our inspection judgements
  - introduce a stronger focus on diversity and equality and how local services are performing against local and national objectives on this key aspect of service quality for both staff and service users
  - implement a method of judging progress against previous recommendations. Tighten the guidance on how we make recommendations to allow them to be easily addressed and evidenced
  - work with HMPPS to reduce unnecessary duplication and burdens on the frontline from assurance and inspection.

- inspect and publish reports on all CRCs and NPS divisions before the termination of contracts in 2021
- review and adapt our approach to youth inspection based on learning to date to ensure it continues to add most value
  - Pilot and introduce a proportionate approach to the inspection of small YOS
  - Develop and apply follow-up activity for those YOS receiving an inadequate rating.
- continue to inspect and promote reports on Youth Offending Services, both singly and jointly, with areas chosen to provide a balance of 'at risk' and randomly selected locations
- publish an annual report on the first year of YOS inspections by the end of 2019
- publish a summary of adult year 1 inspections by the end of 2019
- publish (anonymised) case data toolkits for adult and youth inspections that will enable the public to undertake secondary analysis of our data
- develop a Service User Engagement Strategy for HM Inspectorate of Probation. This will include the following objectives to:
  - Seek advice from (ex-)service users on our developing inspection methodology
  - Increase the involvement of service users in inspection activity
  - Be a truly inclusive employer by opening our recruitment campaigns to those who have been through the criminal justice system themselves.

**We will measure progress against this objective by:**

- assessing the feedback from our 2019 stakeholder survey on the feel, quality and impact of our inspections
- measuring the impact of our communications activity to promote our individual inspection products
- measuring provider progress against the recommendations we made in the first cycle of inspection
- tracking changes in ratings and case sample findings from one inspection to the next.



## Strategic objective 2:

Further develop the inspection regime to flexibly respond to changes in the probation and youth justice landscape

As the probation service prepares for further radical reform in 2021, we will revisit our approach to inspection, designing a set of standards and methodology that responds to the changing probation design and continues to be effective in judging the quality of service delivery. We will keep our youth inspection approach under review, incorporating learning so far and making sure it is transparent and adequately reflects the youth delivery environment.

### In 2019-2020 we will:

- develop our approach to the inspection of Offender Management in Custody alongside HMI Prisons
- develop an adult probation inspection approach for 2021-2022 that takes account of the new probation design, including:
  - Re-considering the frequency of inspection to allow providers time to respond to inspection findings while also providing effective public assurance
  - Reviewing our approach to ratings
  - Developing a response to inadequate ratings
  - Considering the introduction of a new 'effectiveness' domain that complements the existing domains and focuses on service user and public protection outcomes
  - Considering the need for differential inspection approaches to NPS offender management and commissioned services
  - Consider the role of inspection in judging the quality of accredited interventions
  - Embedding more fully the role of service users/ those with lived experience into our inspection approach
  - Piloting the revised approach in 2020-2021.
- work with HMPPS to develop an improved oversight model for adult probation that provides effective and proportionate internal and external assurance.

### We will measure progress against this objective by:

- reviewing delivery of key milestones in our inspection reform programme – including agreement of key principles and outline operating model with MoJ
- the level of support for our proposals from key stakeholders
- agreeing an MoU with MoJ and HMPPS on the oversight model that supports the key principles of oversight and inspection.



### Strategic objective 3

Identify and disseminate effective practice to contribute to national policy thinking with a view to improving service delivery

We will look to define, identify and disseminate examples of effective and replicable practice, helping us to guide policy makers and providers on what 'good' looks like. This will be supported by our programme of thematic inspections and research projects that seek to inform both the policy and practice evidence base.

#### In 2019-2020 we will:

- continue to promote and communicate robust and influential inspectorate research products that inform and develop the evidence base underpinning probation and youth justice delivery.
  - Produce Research & Analysis bulletins on:
    - ▶ Service user involvement in probation delivery
    - ▶ YOT interventions to tackle knife crime among young people
    - ▶ Community hubs and their role in service user engagement
    - ▶ Probation caseloads
    - ▶ Probation providers' contribution to the evidence base
    - ▶ Youth Offending Team characteristics associated with initial positive outcomes
    - ▶ Key drivers for delivering high quality probation services
    - ▶ The tailoring of delivery to service users' needs and strengths
    - ▶ Probation delivery – the links between inputs, activities, outputs and outcomes.
- continue to conduct, promote and communicate thematic inspections on system-wide issues in probation and youth justice delivery, carried out both singly and jointly with partner inspectorates.
  - Continue our contribution to Joint Targeted Area inspections led by Ofsted or CIW Wales.<sup>2</sup>
  - Continue our contribution to the Criminal Justice Joint Chief Inspectors Group and business plan deliverables<sup>3</sup> including our joint inspections of prison offender management with HM Inspectorate of Prisons.
  - Complete our contribution to and publish the findings of our joint inspection of youth resettlement with HMI Prisons.
  - Conduct thematics on the following topics:
    - ▶ Integrated offender management (jointly with HMICFRS)
    - ▶ Quality of serious further offence reviews
    - ▶ Accommodation provision for people under probation supervision
    - ▶ Supervision of and support for people with a mental health problem under probation supervision.

<sup>2</sup> [www.gov.uk/government/collections/joint-inspections-of-local-area-services](https://www.gov.uk/government/collections/joint-inspections-of-local-area-services)

<sup>3</sup> Criminal Justice Joint Inspection (2019). *Joint Inspection Business Plan 2019-21*. [Online] Available at [www.justiceinspectorates.gov.uk/cjji/wp-content/uploads/sites/2/2019/05/cjji-programme-2019-20-consultation.pdf](https://www.justiceinspectorates.gov.uk/cjji/wp-content/uploads/sites/2/2019/05/cjji-programme-2019-20-consultation.pdf)

- Contribute to joint scoping exercises with the other criminal justice inspectorates on:
  - ▶ Ethnic Disproportionality in the criminal justice system
  - ▶ Serious youth violence.
- embed learning from thematic inspections in our core inspection methodology.
- develop an approach to identifying and disseminating best and effective practice.
  - Introduce an effective practice approach, learning from the experience of others.
  - Develop subject leads and communities of interest within the Inspectorate to keep up to date with operational developments in priority areas.
  - Produce definitions for effective practice and innovative practice to inform a consistent approach to identification.
  - Develop a suite of effective practice products to support operational practice.

**We will measure progress against this objective by:**

- assessing the feedback from our 2019 stakeholder survey on the feel, quality and impact of our effective practice products
- measuring the impact of our communications activity to promote our effective practice products through the reach of our communications activity
- measuring provider progress against the recommendations made in our previous thematics.





#### **Strategic objective 4:**

Increase the impact of the Inspectorate by expanding our reach into areas where independent scrutiny would add value

We will identify areas of probation and youth justice practice that are not currently the subject of independent scrutiny but which might benefit from it or have received criticism from external sources for the lack of appropriate oversight. We will review the relative merits of each area of work and assess the reach of our remit. Where we consider there to be a robust argument for independent scrutiny, we will submit our case to the Secretary of State (SoS) for Justice.

#### **In 2019-2020 we will:**

- investigate areas of probation and youth justice practice that currently lack, but would benefit from, independent scrutiny:
  - Test the prioritisation of these new areas of work
  - Investigate the most appropriate approach e.g. core inspection or thematic
  - Develop a business case for ministers' consideration.
- conduct a thematic review of the end to end investigation process for Serious Further Offences:
  - Use the evidence to consider the value added by the Inspectorate contributing to the process
  - Develop a costed analysis for the Inspectorate adopting a role in the investigation of SFOs on a continuum of options.

#### **We will measure progress against this objective by:**

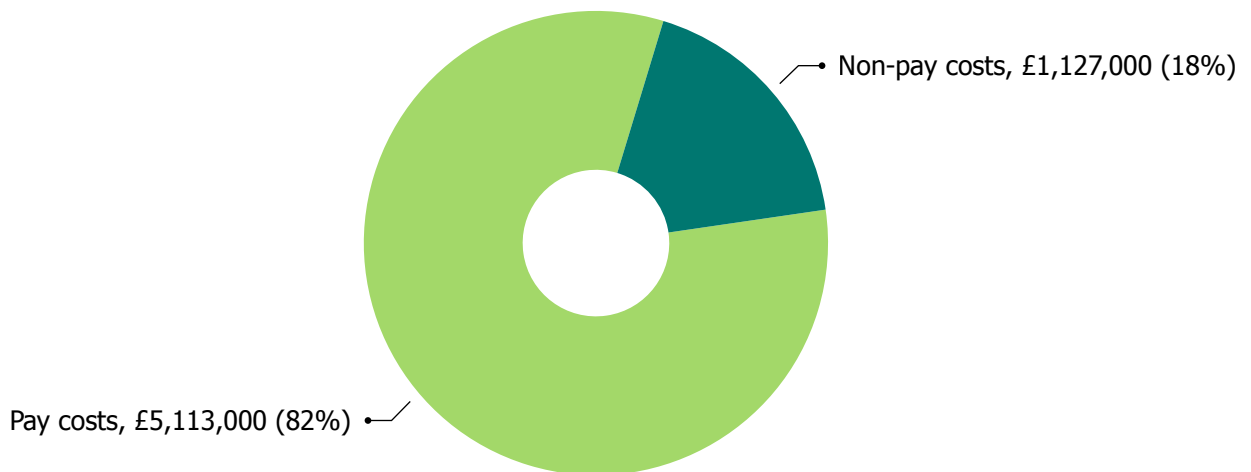
- successful submission of business case proposals to the SoS.

# About HM Inspectorate of Probation

## Our budget 2019-2020

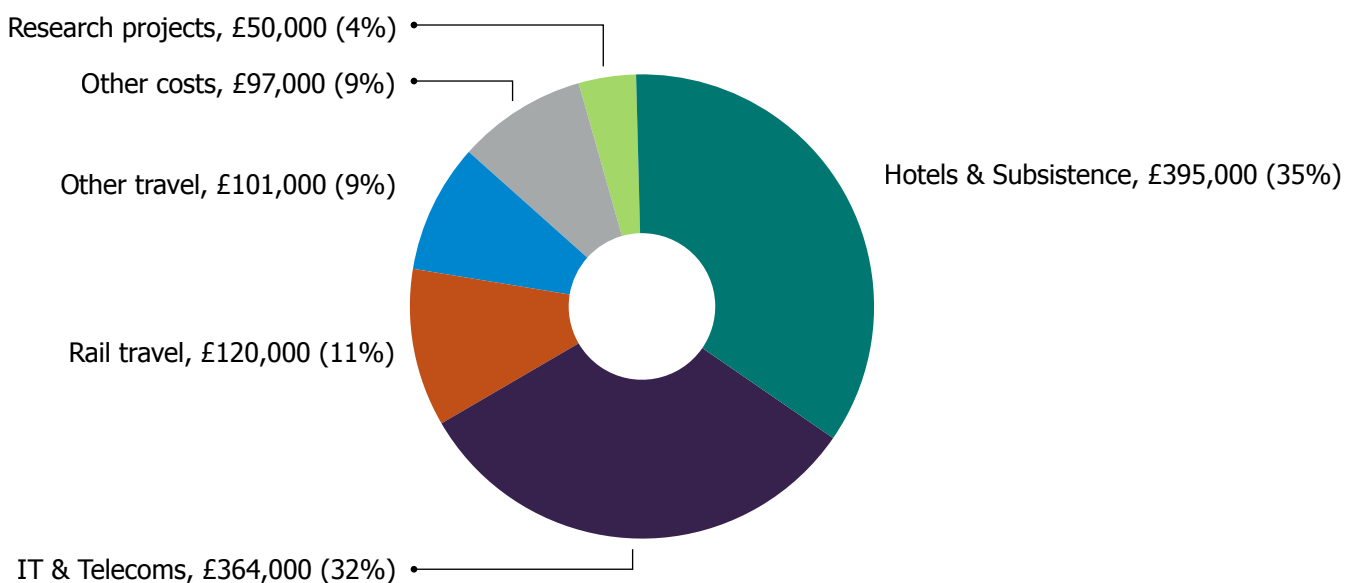
HMI Probation receive a delegated budget from the MOJ which, for 2019-2020, is £6.24m. At its highest level our budget can be separated into pay and non-pay costs, as shown below.

### Pay vs. Non-pay costs



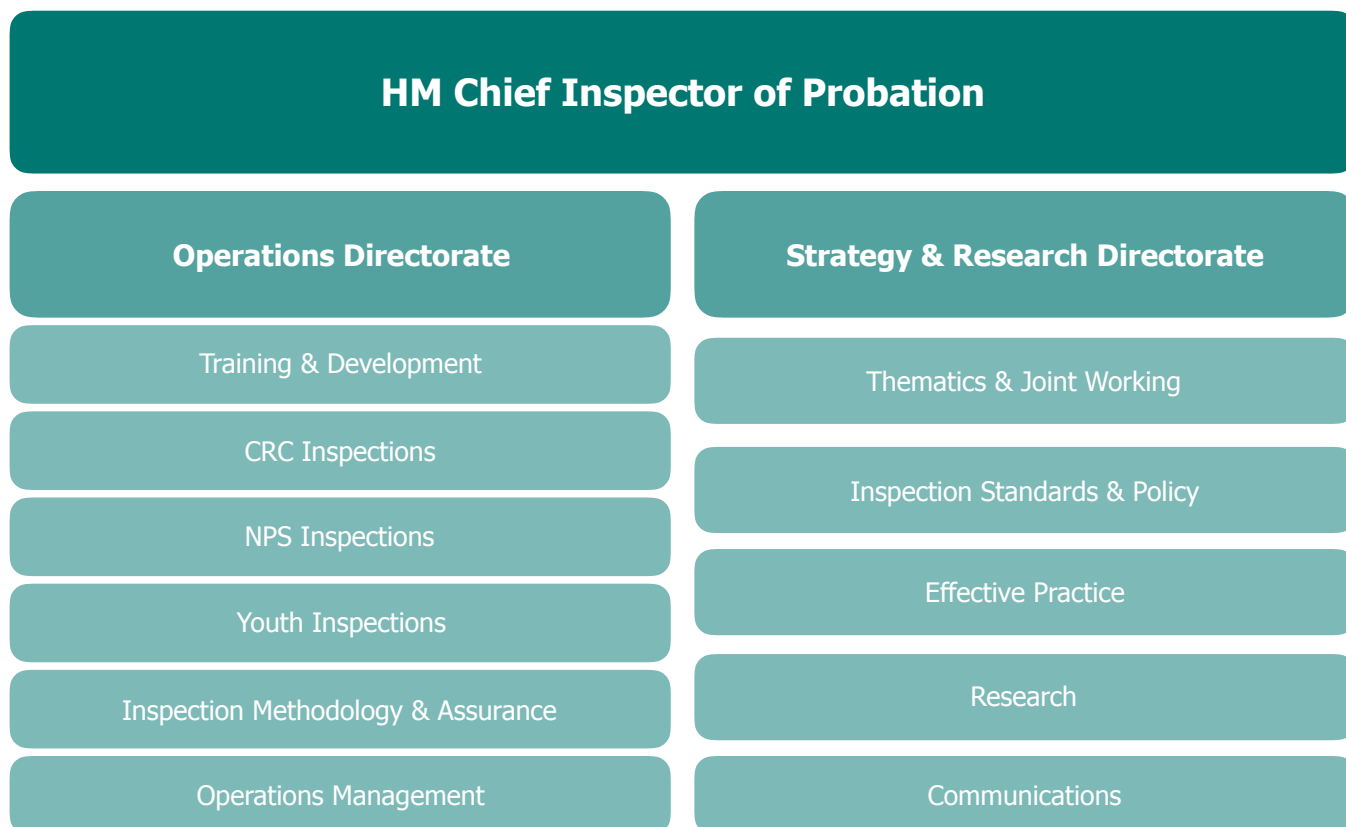
Less than 20 per cent of our budget is spent on non-pay costs, and a breakdown of these is given below. Over half of our non-pay costs relate directly to inspection activity – hotels and subsistence; rail travel and other travel costs.

### Breakdown of non-pay budget 2019-2020



# Our structure

HMI Probation is an organisation of some 87 staff, divided into two directorates, the Strategy and Research Directorate and the Operations Directorate. Each is headed by a Director, who report directly to the Chief Inspector.



Our **Strategy and Research Directorate** has responsibility for leading HMI Probation's ongoing development. It ensures that our inspection approach both maximises the impact of inspection on the quality of probation services and drives improvements in their provision; and that it can adapt to changes in the way probation services are provided and to changes in the oversight model or any extension of remit. Five main areas of work are delivered by the Directorate covering effective practice, thematics and joint inspections, inspection approach including standards and policy, research, and communications.

Our **Operations Directorate** has responsibility for leading the delivery of our annual programmes of inspection and rating of providers. The Directorate encompasses six different strands of work: inspection of Community Rehabilitation Companies; inspection of the National Probation Service; inspection of Youth Offending Teams; inspection methodology and assurance; training and development; and operations management.

The majority of our HQ staff are permanent civil servants. Our inspection staff are drawn from across different backgrounds, though the majority have worked at some time in probation or youth offending services. We maintain an approximate 50:50 split in permanent and fixed term or seconded staff across our Inspector and Assistant Inspector groups to ensure that we retain up-to-date operational experience in our inspection teams.

## Our Staff

We measure the engagement of our staff through the annual Civil Service People Survey. This survey looks at staff attitudes to, and experience of, working for their employer. We have always had a positive response to the annual survey. In 2018 we had a 73 per cent response rate among HMI Probation staff (not dissimilar to the 75 per cent in 2017, despite the fact we have doubled in size since April 2018).

One of the key aspects of the People Survey is the engagement index. Employee engagement is measured by nine themes in the survey (listed in order of the strength of association with engagement):

- leadership and managing change
- my work
- my manager
- resources and workload
- pay and benefits
- my team
- learning and development
- organisational objectives and purpose
- inclusion and fair treatment.



We have achieved consistently good results in this area over the years. In the 2018 survey, our engagement index score was 74 per cent, higher than other Arm's Length Body (by 12 per cent) and high performing units (by 7 per cent).

We are committed to retaining our good results in the engagement index.

The self-declared diversity characteristics of our staff group compare well to those across the Civil Service. We will, however, also want to ensure that our workforce reflects that of the providers we inspect. We are committed to ensuring we have a diverse and inclusive workforce and to supporting all of our staff, whatever their background, to progress in their careers. Of the near 80 per cent of staff that responded to our diversity survey, 63 per cent are female, 11 per cent are LGBT, 16 per cent have a minority ethnic background and 6 per cent report having a disability.

In 2018 we established a People Strategy and Engagement Group within the Inspectorate to advise and lead on improving and then maintaining good staff engagement in support of the Inspectorate's strategic objectives. We subsequently implemented a People Strategy<sup>4</sup> with actions clearly identified to deliver that objective building on the results of the Staff Survey 2018.

Of the 37 actions identified in the strategy, we have now completed 20 of these, with a further four moving to a soon to be established Inclusion & Diversity Group. We are particularly pleased that we have made significant progress on those actions relating to the recruitment and selection of new inspection staff, induction arrangements for all new staff, resilience and succession planning, and training requirements particularly for our HQ staff. In the coming year, the People Strategy & Engagement Group, made up of staff across all functions and of all grades, will continue to work on the outstanding actions.

<sup>4</sup> HM Inspectorate of Probation People Strategy 2018-2021. [Online] Available at [www.justiceinspectorates.gov.uk/hmiprobation/corporate-documents/hm-inspectorate-of-probation-people-strategy/](http://www.justiceinspectorates.gov.uk/hmiprobation/corporate-documents/hm-inspectorate-of-probation-people-strategy/)

We are committed to supporting our staff. We have appointed wellbeing champions and a Mental Health Ally, aligning with activity delivered by the Ministry of Justice. We have already delivered a number of wellbeing and mental health sessions with staff and will continue to share messages and toolkits through our fortnightly staff bulletin. We are also committed to aiding the personal development of our staff while they are with us – whether they are permanent, fixed term contract or secondment – and are identifying our talent for future roles within the Inspectorate as well as beyond it.