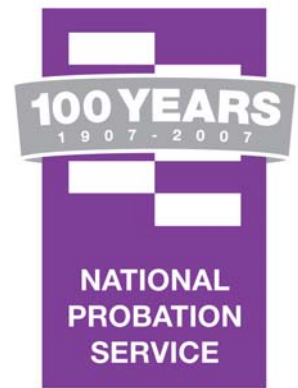


Probation Circular



PC39/2007 – THROUGHPUT OF OFFENDERS ON UNPAID WORK

IMPLEMENTATION DATE: 28 December 2007

EXPIRY DATE: 28 December 2010

TO: Chairs of Probation Boards, Chief Officers of Probation, Secretaries of Probation Boards

CC: Board Treasurers, Improvement and Development Managers

AUTHORISED BY: Sarah Mann Head of Interventions and Substance Abuse Unit and
Paris Mikkides Head of NOMS Performance Management Unit

ATTACHED: Annex A: Unpaid Work Throughput Monitoring Return 2007 – 08
Annex B: Equality Impact Assessment Form

RELEVANT PREVIOUS PROBATION CIRCULARS

PC66/2005; PC94/2005; PC32/2006

CONTACT FOR ENQUIRIES

Keith.Ward2@homeoffice.gsi.gov.uk or 020 7035 6144

David.Mead6@homeoffice.gsi.gov.uk or 020 7217 5120

PURPOSE

This circular provides a revised template for gathering quarterly data on the throughput of offenders on unpaid work.

ACTION

Chief Officers to:

- Forward this PC to Unpaid Work managers and providers of Unpaid Work
- Identify a senior manager with responsibility for monitoring the throughput of unpaid work using the revised template provided at Annex A, commencing data collection in January 2008 for the period January – March 2008, to be returned by 15th April 2008.

SUMMARY

The revised template is designed to aid completion, capture an accurate picture of the timely commencement of unpaid work requirements and to monitor throughput. The 'days lost' calculation is also revised. In respect of data collected from January 2008 onwards this will be expressed as a percentage of the unpaid work days planned. This brings the metric and its measurement into line with the targets set by Regional Offender Managers. Areas are also asked to provide an end of reporting period figure of the number of offenders, who are not being provided with work instructions in accordance with National Standards, for operational reasons.

Unpaid Work Throughput Monitoring Return 2007- 08 REVISED

Probation Area

Report Period

1 Total number of offenders¹ with unpaid work requirements² in the area at the end of the reporting period

2 Total number of offenders (included in answer to question 1) who were not eligible³ for work at the end of the reporting period

3 Total number of offender work days planned during the quarter⁴

4 Number of work days lost during the quarter period as a result of offenders failing to report for work as instructed⁵

5 Number of work days lost in the quarter because offenders have been instructed in advance not to report for work⁶

6 Number of work days lost in the quarter because 'ready and able' offenders have been sent home after reporting for work due to operational difficulties in the area⁷

7 Total number of offenders with unpaid work requirements in the area at the end of the reporting period (excluding those in 2 above), who have not been instructed in accordance with National Standards due to operational difficulties⁸

Notes

¹ Count people and not orders or requirements.

² Include offenders on unpaid work requirements, community punishment order and community punishment and rehabilitation orders.

³ Offenders who are not eligible for work as a result of their circumstances, not operational difficulties in the area. This includes those on warrant, those who are certified sick, or where there has been an exceptional departure from National Standards, endorsed, with reasons, by the relevant line manager (National Standards 2007 p5).

⁴ This figure should reflect the total number of instructions to offenders to report for work during the reporting period, including those instructed to report for pre placement work sessions.

⁵ This figure should include all those offenders instructed to work who failed to attend, regardless of whether the absence was subsequently judged to be acceptable.

⁶ Exclude any days (up to a maximum of 2 weeks during the order) on which the unpaid work operation is closed as a result of bank or end of year holidays. Do not count work sessions which are re-arranged to take place during the same week.

⁷ This figure should include offenders sent home after reporting for work as a result of inclement weather. Do not count work sessions which are re-arranged to take place during the same week.

⁸ This figure should include all those 'ready and able' offenders at the end of the reporting period who have not been provided with an instruction to report for a post sentence assessment interview, pre-placement work session, or work sessions within the past 7 days.

Area Contact Name:

Telephone Number

Completed returns should be sent via e-mail to: NPD.Data@homeoffice.gsi.gov.uk to arrive by the 15th day of the month following the reporting period.

Equality Impact Assessment

Preliminary Screening

Statistics & Research

Gathering Evidence through Community Engagement

Assessment & Analysis

Action Plan

The EIA Report

EQUALITY IMPACT ASSESSMENT
Group
Commissioning and Partnerships
Interventions and Substance Abuse

PRELIMINARY SCREENING

Date of Screening	5 November 2007
Name of Policy Writer	David Mead
Director General	

Throughput of Offenders on Unpaid Work		This is a new policy
	X	This is a change to an existing policy
		This is an existing policy

Policy Aims, Objectives & Projected Outcomes

To monitor the throughput of offenders sentence to unpaid work in probation areas, including the weekly provision of at least 6 hours work and timely commencement of unpaid work requirements.

Will the policy have an impact on national or local people/staff?	YES
Are particular communities or groups likely to have different needs, experiences and/or attitudes in relation to the policy	NO
Are there any aspects of the policy that could contribute to equality or inequality?	NO
Could the aims of the policy be in conflict with equal opportunity, elimination of discrimination, promotion of good relations?	NO
If this is an amendment of an existing policy, was the original policy impact assessed?	NO

If your answer to any of these questions is **YES**, go on to the full EIA.

If you have answered **NO to any particular questions**, please provide explanatory evidence.

If you have answered **NO to all of these questions** then you must also attach the following statement to all future submissions that are related to this policy and ensure it is signed off by senior management. You must also include this statement within any regulatory impact assessment that is related to this policy.

“This policy was screened for impact on equalities on [insert date]. The following evidence [Evidence] has been considered. As a result of this screening, it has been decided that a full equality impact assessment is not required. “

FULL IMPACT ASSESSMENT

STATISTICS & RESEARCH

What relevant quantitative & qualitative data do you have in relation to this policy?

Please site any quantitative (e.g. statistical research) and qualitative evidence (monitoring data, complaints, satisfaction surveys, focus groups, questionnaires, meetings, research interviews etc) of communities or groups having different needs, experiences or attitudes in relation to this policy area.

Equality Target Areas	How does the data identify potential or known positive impacts? How does the data identify any potential or known adverse impacts?
Race (consider e.g. nationalities, Gypsies, Travellers, languages)	It is not anticipated that this policy will have an adverse impact on race equality.
Disability (consider social access and physical access)	It is not anticipated that this policy will impact adversely on individuals with disabilities.
Gender	It is not anticipated that this policy will impact adversely on people of either gender.
Gender Identity	It is not anticipated that this policy will impact adversely on individuals with different gender identities.
Religion and Belief	It is not anticipated that this policy will impact adversely on any religion or belief.
Sexual Orientation	It is not anticipated that this policy will impact adversely on individuals or groups as a result of their sexual orientation.
Age	It is not anticipated that this policy will have any adverse impact on any age group.

What research have you considered commissioning to fill any data gaps?

For example, you may need to ensure quantitative & qualitative data groups include stakeholders with respect to this policy.

N.B Include any recommendations in your action plan

It was not considered necessary to commission research. The ongoing impact of the policy will be monitored by NOMS.

Who are the stakeholders, community groups, staff or customers for this policy area?

Stakeholders in this policy area include probation areas, other potential providers of unpaid work, NOMS and offenders sentenced to unpaid work.

What are the overall trends and patterns in this qualitative & quantitative data?

Disproportionality; regional variations; different levels of access, experiences or needs; combined impacts.

Implementation of the policy is intended to monitor the delivery of unpaid work in probation areas in order to ensure that offenders commence unpaid work requirements in accordance with National Standards and are offered a minimum of six hours work each week. The ongoing impact of the policy will be monitored by NOMS.

Please list the specific equality issues that may need to be addressed through consultation (and further research)?

- It is not anticipated that the implementation of this policy will result in any specific equality issues which may need to be addressed through consultation or further research.

GATHERING EVIDENCE THROUGH COMMUNITY ENGAGEMENT

INTERNAL STAKEHOLDER ENGAGEMENT: Consulting & involving Other Government Departments, Staff, Agencies & NDPBs

Does this policy affect the experiences of staff? How? What are their concerns?	
Staff	Staff in some probation areas have expressed concerns via their trade union that offenders sentenced to unpaid work are not offered a minimum of six hours work each week. This policy will result in more effective monitoring of the throughput and provision of unpaid work in probation areas.
Staff Networks & Associations	
Trade Unions	

How have you consulted, engaged and involved internal stakeholders in considering the impact of this proposal on other public policies and services?

For example your policy may affect access to housing, education, health, employment services.

This policy was developed following consultation with internal stakeholders. It is not anticipated that the policy will impact on other public policies and services.

What positive and adverse impacts were identified by your internal consultees? Did they provide any examples?

The policy replaces an existing policy. Internal consultation has taken place and the policy will be considered by the Unpaid Work Project Board, prior to implementation.

Feedback the results of this internal consultation and use it as a basis for work on external consultation

EXTERNAL CONSULTATION & INVOLVEMENT

How did your engagement exercise highlight positive and negative impacts on different communities?	
Voluntary Organisations	No anticipated impact.
Race	No anticipated impact.
Faith	No anticipated impact.
Disability Rights	No anticipated impact.
Gender	No anticipated impact.
Gender Identity	No anticipated impact.
Sexual Orientation	No anticipated impact.
Age	No anticipated impact.

Feedback the results of your community engagement (i.e. involvement and consultation) to all participants including internal and external stakeholders

ASSESSMENT & ANALYSIS

Does the EIA show a potential for differential impact on any group(s) if this proposal is introduced? If Yes, state briefly whether impact is adverse or positive and in what equality areas.
No.

What were the main findings of the engagement exercise and what weight should they carry?
To date no significant negative findings have emerged.

Does this policy have the potential to cause unlawful direct or indirect discrimination? Does this policy have the potential to exclude certain group of people from obtaining services, or limit their participation in any aspect of public life?

No. It is not anticipated that the policy will have a negative impact on any group of people.

How does the policy promote equality of opportunity?

The policy promotes equality of opportunity by monitoring the provision of unpaid work, which is intended to ensure that offenders are provided with unpaid work in accordance with National Standards.

How does your policy promote good relations? How does this policy make it possible for different groups to work together, build bridges between parallel communities, or remove barriers that isolate groups and individuals from engaging in civic society more generally?

Unpaid work promotes community cohesion by enabling offenders to make reparation to the community and gain skills which will reduce the likelihood of further offending.

How can the policy be revised, or additional measures taken, in order for the policy to achieve its aims without risking any adverse impact?

No revisions are required. It is not anticipated that the policy will have any adverse impact.

Are there any concerns from data gathering, consultation and analysis that have not been taken on board?

Please justify and explain the reason for your decision.

No concerns have arisen from consultation which has taken place.

ENSURING ACCESS TO INFORMATION

How can you ensure that information used for this EIA is readily available in the future?

(N.B. You will need to include this in your action plan)

- This EIA will be available on the Epic intranet.

How will you ensure your stakeholders continue to be involved/ engaged in shaping the development/ delivery of this policy?

(N.B. You will need to include this in your action plan)

- The impact of the policy will be monitored and stakeholders will therefore have ongoing engagement with the implementation of the policy.

How will you monitor this policy to ensure that the policy delivers the equality commitments required?

(N.B. You will need to include this in your action plan)

- The impact of the policy will be monitored via the Unpaid Work National Reference Group, which includes representatives from stakeholders.

Now submit your EIA and related evidence to the Equality & Diversity Unit for quality assurance and clearance.

ACTION PLAN

Recommendations	Responsibility	Actions required	Success Indicators	Target Date	What progress has been made?
Data Collection	Policy Owner	Collation of feedback from stakeholders.	Stakeholders not reporting any potential negative impact on any specific group	May 2008	Draft circular to submitted to Unpaid Work National Reference
Publication Arrangements	Policy Owner	Issue of Probation Circular	General expression of satisfaction by stakeholders	November 2007	Draft circular to be submitted for consultation
Monitoring & Review Arrangements	Policy Owner	Review and revision of circular as required	Revision or re-issue of circular	No later than 30 th November 2010	Implementation of circular to be monitored
List other recommendations that are required					

Please ensure that the action plan is agreed by your Director/ Minister

THE EQUALITY IMPACT ASSESSMENT REPORT

The EIA report is a concise summary of the results of your EIA work. You should ensure that you cover the topics described below.

Background:

- This Probation Circular has been issued in order to provide probation areas and other organisations with responsibility for the delivery of unpaid work with additional guidance for the management of health and safety on unpaid work projects.
- Probation areas and other organisations involved in the delivery of unpaid work have responsibility for the safety of staff and offenders engaged in unpaid work.
- The scope of this EIA relates only to the safe management of unpaid work sites.

Methodology:

- This circular has been prepared following consultation with unpaid work staff representatives from NAPO and UNISON.
- As a result of this consultation process, it is not anticipated that the Probation Circular will have any negative impact on any equality groups.

Consultation & Involvement:

- Stakeholders will be involved in an ongoing process of consultation, which will be conducted using the Unpaid Work Project Board and Reference Groups.

Assessment & analysis

- Key Findings from the data collection and community engagement
 - Positive impacts: It is anticipated that this circular will impact positively and enhance the safety of staff and offenders on unpaid work projects
 - Adverse impacts: It is not anticipated that this circular will have any adverse existing or potential impact on any equality groups.

Recommendations

- Describe how you will respond to the key findings by:
 - The impact of this circular will be monitored in consultative forums and as part of inspection visits to probation areas.
 - As a result of this monitoring it will be possible to mitigate any adverse impact that may occur

Date of EIA Report **5th November 2007**

Date of Publication of Results

This EIA Report will be published on the Probation Service Epic website.