

JOINT INSPECTION BUSINESS PLAN

2014-16

**JOINT INSPECTION
BUSINESS PLAN**

2014-16

CONTENTS

INTRODUCTION	1
A THE CONTEXT TO OUR PROGRAMME	3
1 The landscape for joint inspection	3
2 Our focus	3
3 Our approach	4
4 Deciding the programme	4
B OUR PROGRAMME FOR 2014-16	5
5 Continuing commitments	5
6 New inspections for 2014-16	8
7 Follow-up inspections for 2014-16	9
8 Scoping studies	9
C RESOURCING OUR PROGRAMME	11
9 Inspectorate resources for 2014-15	11
ANNEX A THE TEN PRINCIPLES OF PUBLIC SECTOR INSPECTION	15

INTRODUCTION

This business plan is the seventh published under the statutory framework established by the Police and Justice Act 2006. It incorporates joint inspections within the criminal justice system (CJS) where two or more of our inspectorates are involved. Beyond this, we each also have a range of other collaborations with non-CJS inspectorates - which feature separately in our individual inspection programmes and business plans.

We target our criminal justice (CJ) joint activity to achieve service improvements on behalf of the public and to benefit those agencies and partnerships subject of scrutiny - whilst having regard to any accompanying administrative impact. We have also recognised and embraced the significant changes in the criminal justice landscape itself, not least in response to budgetary pressures, the introduction of Police and Crime Commissioners and a greater focus on localism in service delivery.

In 2014-15, the landscape will develop still further with the Government's Transforming Rehabilitation agenda - which will see major changes in the way probation services are delivered.

We will be conscious of all these developments in targeting our work, in focussing on value for money and in identifying issues of both national and local importance which will feature in our programmes.

Our joint programme for 2014-16 represents an extensive examination of key issues across a wide spectrum of criminal justice activity. We feel sure that those whose work we inspect will continue to actively respond to our reports, resulting in improved practice across the criminal justice system.



Michael Fuller
HM Chief Inspector of CPS and Chair of
Criminal Justice Chief Inspectors' Group



Nick Hardwick
HM Chief Inspector of Prisons



Tom Winsor
HM Chief Inspector of Constabulary



Paul McDowell
HM Chief Inspector of Probation

A THE CONTEXT TO OUR PROGRAMME

1 The landscape for joint inspection

- 1.1 The long history of collaborative working between the CJ inspectorates - of Constabulary, Crown Prosecution Service, Court Administration¹, Prisons and Probation - was placed on a statutory footing by the Police and Justice Act 2006.
- 1.2 This Act established an obligation to publish a joint inspection programme and to include collaboration with other inspectorates or public authorities - for example with the Care Quality Commission and Ofsted - and so this business plan encompasses joint work where such bodies will be working with one or more of the CJ inspectorates.
- 1.3 Both individually and jointly, the CJ inspectorates consistently deliver against the ten principles of public sector inspection (see **Annex A**). However, with the increasingly tight financial climate, inspectorates have further prioritised the issue of proportionality and constantly review the potential for adverse administrative impact on inspected bodies of both the inspection process and any recommendations.
- 1.4 In addition, the increased focus by Government on enabling local accountability for public service provision has informed the inspectorates' approach to the balance between highlighting local and national responsibilities in findings and reports.

2 Our focus

- 2.1 We work together to address issues that involve more than one criminal justice agency and have a direct impact on the public who use the justice system. Working together produces a more rounded examination of issues that cut across the system and enables us to achieve more than if just one inspectorate acted alone.
- 2.2 We support democratic accountability, local transparency and the drive to reduce bureaucracy. Joint inspection particularly provides a unique focus on:
 - Systemic issues within the CJS as a whole;
 - Identifying and driving cost from the system;
 - Addressing risks and public safety;
 - Looking at the system end-to-end and the role individual agencies play;
 - Universal issues, standards and constraints within the CJS; and
 - Public reassurance and confidence.
- 2.3 Our main areas of joint focus relate to four high level processes:
 - **Community safety:** involving police, probation and youth offending teams (YOTs);
 - **Bringing offenders to justice:** police, CPS, courts and YOTs;
 - **Offender management:** probation, prisons and YOTs; and
 - **Custodial conditions:** prisons, police, courts and immigration services.

¹ HM Inspectorate of Court Administration was subsequently administratively closed in 2010.

2.4 In addition, in all of our inspections we have regard to three cross-cutting issues which are fundamental to success and effectiveness in the above activities, namely:

- *The quality of victim and witness experience;*
- *Active promotion of equality and diversity;* and
- *Achieving value for money and efficiency.*

2.5 We aim to achieve an appropriately balanced programme each year which allows us to examine the CJS across all of the above areas of focus, accepting that the degree of engagement with each will vary according to relevant priorities.

3 Our approach

3.1 Although we publish our joint plan annually, we work within a *rolling two-year programme* which allows us to set or review priorities at the start of each year but react flexibly to changing circumstances in-year and re-prioritise as necessary. The potential work streams highlighted for Year 2 of our programmes may subsequently be brought forward or otherwise amended to meet such changed circumstances.

3.2 This approach also means that each year, as the new programme is published, there remain a number of work streams in progress where either fieldwork is incomplete or has yet to start, although we have committed to the work being done. The resourcing for these inspections is considered alongside the commitment to new work streams.

3.3 In addition, wholly new work may be commissioned in-year, sometimes at short notice. Where this occurs, we re-assess the programme and re-prioritise as appropriate, to ensure best use of finite resources.

3.4 Each work stream, whether a full inspection or a scoping study (an inquiry to identify focus and scope for a future inspection) has a nominated 'lead inspectorate' and others either support or otherwise contribute. All CJ joint inspection work is "*singly-led but jointly owned*" - which means that while the lead inspectorate is responsible for the management, support, inspection methodology, report authoring and publication, the supporting inspectorates provide inspection team members and resources, make written contributions and agree and 'own' the final report and any recommendations. This approach has allowed us to avoid having to create any additional support structures or bureaucracy and reduces training requirements for inspection staff.

4 Deciding the programme

4.1 Before finalising the joint programme, each year Chief Inspectors undertake an extensive process of consultation with key stakeholders, other inspectorates and government. This consultation helps to identify any overlaps or potential synergies with proposed work of other bodies and to decide the prioritisation of the individual work streams which make it to the final programme. We were pleased to receive all contributions and have considered each in detail before finalising our programme.

4.2 Once the above considerations are completed, we compile a draft programme and present to CJ Ministers for any final comments before publication. The programme for 2014-16 is set out in detail in **Section B** which follows.

B OUR PROGRAMME FOR 2014-16

The proposed programme has four component parts, namely:

- *Continuing commitments* - ongoing or incomplete work from the previously published two-year programme (core and thematic inspections);
- *New inspections* - arising from the above decision-making process;
- *Follow-up inspections* - building on and re-visiting previous work; and
- *Scoping studies* - areas requiring further examination and evaluation before deciding on the scope and scale of any joint inspection activity.

5 Continuing commitments

5.1 There are two categories of ‘continuing commitments’ which will form part of the joint programme for 2014-16. The first group consists of relatively long-term rolling programmes (“core inspections”) - visiting all areas of England and Wales in rotation over several years and publishing reports on each individual inspection event.

Subject	Lead inspectorate	Others involved
<p>1 Prison Offender Management Inspections (POMI) - As part of the Prison Offender Manager Programme, HMI Probation joins HMI Prisons on their full inspections of prison establishments to assess the quality of offender management work. HMI Probation then contributes to each of the relevant HMI Prisons reports, and also publishes at least one report a year summarising the aggregate findings from these visits.</p>	HMI Prisons	HMI Probation
<p>2 Police and UK Borders Authority custody inspections - This programme was established to meet UN Convention obligations to inspect all places of detention. The focus is on strategy; treatment and conditions; and healthcare. The programme started in 2008 and all police forces in England and Wales and UKBA and customs facilities will have been inspected by 2014 (including some re-inspections). Inspections have found a greater focus on safer custody and some improvements in health provision as a result of NHS commissioning. The inspection criteria are being revised for implementation in the new cycle of joint inspections for 2014-19.</p>	HMIC, HMI Prisons	

3 Inspection of child protection arrangements - Building on recommendations from Professor Munro’s report², Ofsted led a redesign of child protection inspections - supported by CJ and other inspectorates. After pilot inspections in December 2012, a full programme was due to start in 2013, but was delayed by Ofsted and will now start in April 2015.

In the interim, CJICIG will actively monitor and coordinate individual and joint inspectorate activities in the area of child protection - to ensure that important child-related issues remain a key element of the work of criminal justice inspectorates.

5.2. The second group within our continuing commitments consists of ‘one-off’ **joint thematic inspections**, visiting a selection of locations (usually four to six) and resulting in one composite thematic report. Those listed below were planned and/or started during 2013-14 but will not be completed until part-way through 2014-15.

Subject	Lead inspectorate	Others involved
<p>4 Offenders with learning disabilities (Phase 2) - To review how well offenders with learning disabilities are managed through the CJS. This work will assess the engagement of probation and prison services from sentence to the end of any order or licence.</p>	HMI Probation	HMI Prisons
<p>5 Girls³ in the CJS - A joint inspection to establish the extent to which criminal justice agencies, in conjunction with other organisations, are successful in reducing the likelihood of girls offending (especially when under the influence of alcohol) and in reducing the risk of harm they present to others. The inspection will identify:</p> <ul style="list-style-type: none"> • Accuracy and quality of assessment of girls who have offended especially in relation to alcohol use and violent offending; • Effectiveness of interventions to promote desistance from offending and to improve their lives; • Effectiveness of joint working to meet gender-specific needs, to reduce the impact of alcohol misuse and share good practice; and • Current barriers to effective work with girls and the provision of effective interventions. 	HMI Probation	All CJ inspectorates

2 “A child-centred system”; Professor Eileen Munro; May 2011.

3 “Girls” are defined as girls and young women aged 10-17.

<p>6 Contribution of Youth Offending Teams to the work of the Troubled Families Programme - This will focus on the work of the Programme (together with parallel developments in Wales) and its impact on service provision. We will take into account how public bodies, including youth offending services, evolve in response to this significant change in policy and practice and how effective their contribution has been towards achieving the Programme's objectives.</p>	HMI Probation	HMIC
<p>7 Child abuse - There is continuing concern about all aspects of child sexual abuse as highlighted by recent high profile cases and investigations. This inspection will examine whether the public can be reassured that investigation and prosecution of such offences make efficient and effective use of Achieving Best Evidence (ABE) pre-recorded interviews to ensure successful outcomes and reduce the trauma of court proceedings for child victims and witnesses. Focus will be on the quality of the service offered to victims by police and the CPS throughout the investigation and whether prosecution of these cases can be improved by more effective use of ABEs.</p>	HMCPsi	HMIC
<p>8 Road traffic offences involving fatalities - Concerns continue about road traffic offences involving fatalities, despite the introduction of new offences in 2008 and the annual decline in casualty figures. The focus is to reassure the public that the quality of police/CPS investigation and prosecution of such cases remains high and the quality of service offered to bereaved families by the police and CPS is improved. It will also examine progress against the recommendations made in the 2008 HMCPsi thematic review.</p>	HMCPsi	HMIC
<p>9 Effectiveness of local CJ partnership working - A joint report published in May 2012⁴, identified that changes to funding and accountability arrangements had led to some Local Criminal Justice Boards (LCJBs) merging, and others operating in a more limited way or shutting down altogether. The report found little clarity about how the activities of local CJS agencies would be coordinated in the future, in many parts of the country. The focus of this inspection is how local CJ inter-agency work is led, managed and supported and the effectiveness of partnerships in driving change and innovation to reduce costs and improve outcomes for the public.</p>	HMIC	HMCPsi, HMI Probation
<p>10 Substance misuse - Focus will be on the response of CJS agencies to changing patterns of substance use - in particular the diversion and misuse of prescription drugs within prisons and the continuity of services and support on reception and release.</p>	HMI Prisons	HMI Probation

4 "Improving the Criminal Justice System - lessons from local change projects", a joint report by HMIC, HMCPsi, HMI Probation and National Audit Office, published May 2012.

6 New inspections for 2014-16

6.1 There are currently five new work streams scheduled to start in 2014-16 (which are not follow-ups to previous work).

Subject	Lead inspectorate	Others involved
<p>11 Disclosure - There have been a number of high profile cases involving disclosure failures by the police and CPS. The review will look for solutions to the problems identified in managing disclosure effectively drawing on issues from R v Mouncher and wider practitioner experience. Initial scoping was January-March 2013. The inspection has been postponed until 2014 to allow the Attorney General's new guidance on disclosure to 'bed-in'.</p>	HMCPSP	HMIC
<p>12 Evaluation of forces who were early adopters for NHS commissioning of police custody health services - A small scale, non-academic evaluation of detainee health outcomes in police custody at 'early adopter' forces - the first wave of police forces to transfer local commissioning arrangements to the NHS. This independent review is being commissioned by the Police Healthcare Oversight Group to inform wider implementation. Where possible, fieldwork will be conducted alongside our routine inspection programme to minimise the burden to police forces.</p>	HMI Prisons	HMIC
<p>13 Identifying vulnerability and risk in police case files - Previous inspection reports highlighted the lack of adequate identification of the vulnerability of victims and witnesses - meaning they do not receive appropriate support. The focus will be on agencies' response to previous recommendations, how vulnerability is identified and prioritised and approaches to risk assessment and management.</p>	HMIC	HMCPSP
<p>14 Digitisation in the CJS - Digitisation is a high priority for all CJS agencies and central to driving out waste and reducing bureaucracy. It also impacts daily working practices. The focus will be on interfaces and information sharing between CJ agencies. Fieldwork is planned for autumn 2014.</p>	HMCPSP	HMIC
<p>15 Charging decisions - In the last five years the charging landscape has changed substantially. Charging authority has been returned to the police in a number of case categories; CPS Direct now operates around the clock and takes the majority of CPS charging decisions; there is also an expectation that CPS charging decisions will be made through the electronic provision of charging material; and only those cases which remain within the ambit of geographical CPS Area decision-making may have a face-to-face element. This inspection will consider both police and CPS contributions to timely quality charging decisions.</p>	HMCPSP	HMIC

7 Follow-up inspections for 2014-16

7.1. There are currently two follow-up inspections scheduled to start in 2014-16.

Subject	Lead inspectorate	Others involved
<i>16 Disability hate crime</i> - The joint report on disability hate crime was published in March 2013. At the launch, concerns were raised over monitoring implementation and so this follow-up will include formal interim meetings and file reviews between October 2013-April 2014. Fieldwork from mid-2014.	HMCPSI	HMIC
<i>17 MAPPA</i> - The Multi-Agency Public Protection Arrangements remain a central component of the criminal justice system and a follow-up inspection will take place at the end of 2014. It will seek to establish how far the recommendations in the 2011 joint report have been implemented by the agencies involved, and whether improvements to practice have resulted.	HMI Probation	All CJ inspectorates

8 Scoping studies

8.1 Some further subjects emerged during the year which Chief Inspectors consider worthy of joint attention but which require further work to evaluate where any inspection activity would best add value - as below.

Subject	Lead inspectorate	Others involved
<i>18 Trafficking and slavery</i> - There are concerns about evidence gathering, decisions to prosecute, victim support and the interfaces between agencies involved in tackling human trafficking. A scoping study will identify an appropriate and deliverable focus for joint inspection of this important issue.	HMIC	All CJ inspectorates
<i>19 Harassment and stalking</i> - A study supported by ACPO suggests that victims of stalking and harassment are systemically failed by the CJS, being put at risk by poor police response, poor understanding of risk and a failure to prosecute stalking perpetrators. Despite the introduction of guidance, police and CPS responses are reported as inconsistent. In scoping this work, inspectors will liaise with ACPO to identify the best way to understand and address the barriers to consistent and effective agency response.	HMIC	All CJ inspectorates

8.2 Scoping studies will report to Chief Inspectors during 2014, to allow full consideration of their respective merits when reviewing resourcing and prioritisation of Year 2 activity within the current plan. The two-year programme represents a significant resource commitment and will be subject to review in-year if resource availability changes. The current projections for resource allocation for the first year of this programme (2014-15) are set out in Section C.

C RESOURCING OUR PROGRAMME

9 Inspectorate resources for 2014-15

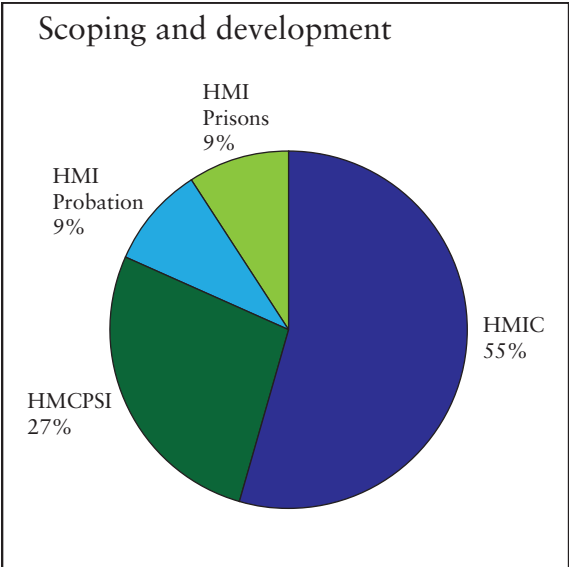
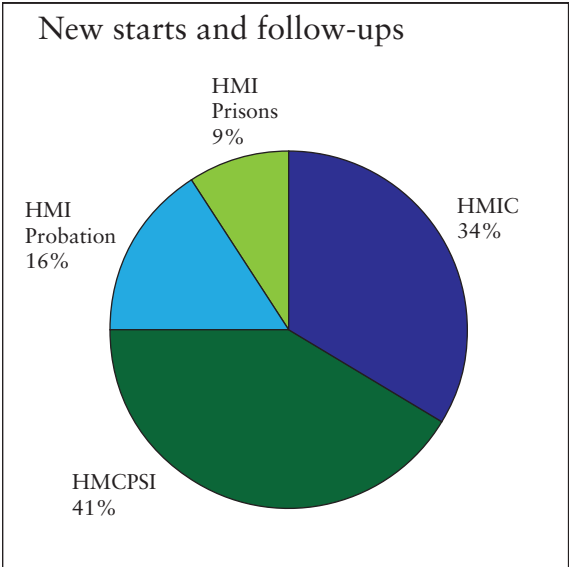
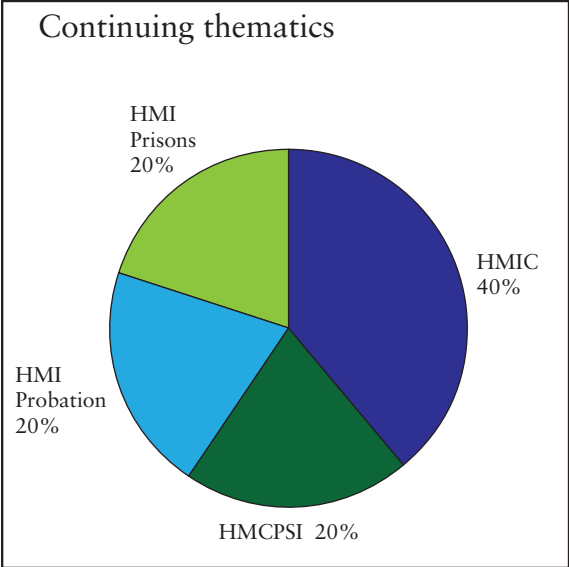
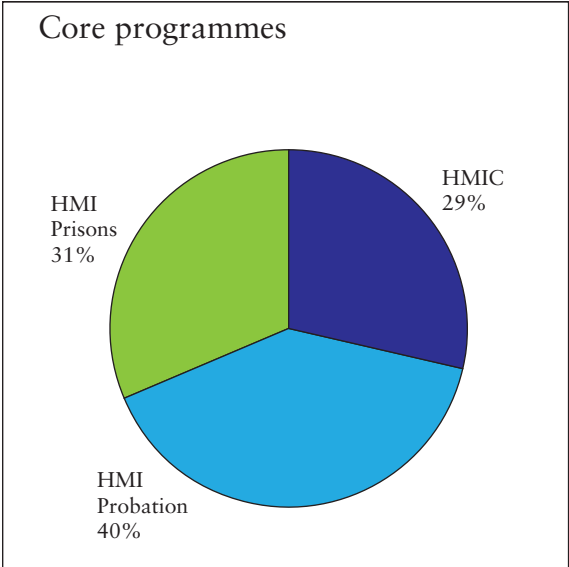
9.1 The table below provides an indicative estimate of each inspectorate's resource commitment to each work stream of the programme set out in Section B.

Work stream subject	Inspectorate involvement and indicative resourcing (inspector hours)				Non-CJS inspectorates involved
	HMIC	HMCPsi	HMI Probation	HMI Prisons	
Core programme inspections					
1 Prisons OMI	-	-	Lead 7,300	Support 700	
2 Police and UKBA custody	Lead 4,500	-	-	Lead 5,000	CQC, Healthcare Inspectorate Wales
3 Child protection (starts 2015)	Support 750	Support 0	Support 0	Support 0	Lead Ofsted, CQC and Welsh inspectorates
Continuing thematic inspections					
4 Learning disabilities (Phase 2: 13-14)	-	-	Lead 150	Support 100	CQC, Healthcare Inspectorate Wales
5 Girls in the CJS	Support 100	-	Lead 150	Support 50	
6 Troubled families	Support 100	-	Lead 150	-	Ofsted, CQC and Welsh inspectorates
7 Child abuse (ABEs)	Support 100	Lead 100	-	-	
8 Road traffic offences involving fatalities	Support 100	Lead 150	-	-	
9 Local CJ partnerships	Lead 1,500	Support 750	Support 500	-	
10 Substance misuse	-	-	Support 50	Lead 825	
New starts in 2014-16					
11 Disclosure (scoping in 2014-15)	Support 100	Lead 150	-	-	
12 Evaluation of NHS commissioning in police custody	Support 50	-	-	Lead 600	
13 Identifying vulnerability and risk	Lead 1,500	Support 1,200	-	-	

14 Digitisation	Support 500	Lead 1,500	-	-
15 Charging decisions	Support 750	Lead 1,500	-	-
Follow-up inspections in 2014-16				
16 Disability hate crime	Support 750	Lead 750	-	-
17 MAPPA	Support 500	-	Lead 1,450	-
Scoping studies				
18 Trafficking and slavery	Lead 250	Support 100	-	-
19 Harassment and stalking	Lead 250	Support 100	-	-

9.2 In addition, each inspectorate contributes to development projects in-year and allocates approximately 100 hours of staff time to carry out this work. A further summary of the resources anticipated appears below.

Work stream	Indicative resourcing (inspector hours)				Total
	HMIC	HMCPSP	HMI Probation	HMI Prisons	
2013-14					
Core programmes	5,250	0	7,300	5,700	18,250
Continuing thematic	1,900	1,000	1,000	975	4,875
New inspections	2,900	4,350	0	1,100	8,350
Follow-ups	1,250	750	1,950	0	3,950
Scoping studies	500	200	0	0	700
Development work	100	100	100	100	400
Total	11,900	6,400	10,350	7,875	36,525



NB: Figures are indicative and while they represent the intended commitments at the start of the business year, changes in financial climate or other circumstances affecting one or more of the inspectorates - whether within their joint or single-inspectorate programmes - could lead to reappraisal of resource availability.

ANNEX A THE TEN PRINCIPLES OF PUBLIC SECTOR INSPECTION

The principles of inspection in this formal statement from 2003 place the following expectations on inspection providers and on the Departments sponsoring them:

- 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 delivery to the end users of the services rather than concentrating on internal management arrangements.
- 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.
- 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 outcomes 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*, 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.

TO CONTACT US OR TO FIND OUT MORE

Joint website: www.justiceinspectorates.gov.uk

Inspectorates: www.hmic.gov.uk (to 31 August 2014) then www.justiceinspectorates.gov.uk/hmic

www.justiceinspectorates.gov.uk/hmcpsi

www.justiceinspectorates.gov.uk/hmiprobation

www.justiceinspectorates.gov.uk/hmiprison

Or write to: HM Inspectorate of Constabulary
6th floor, Globe House,
89 Eccleston Square,
London SW1V 1PN.

HM Crown Prosecution Service Inspectorate
4th Floor, One Kemble Street,
London WC2B 4TS.

HM Inspectorate of Probation
9th Floor, The Tower,
102 Petty France,
London SW1H 9AJ.

HM Inspectorate of Prisons
Victory House, 6th Floor,
30-34 Kingsway,
London WC2B 6EX.

HM Inspectorate of Constabulary
6th floor, Globe House,
89 Eccleston Square,
London SW1V 1PN.

HM Crown Prosecution Service Inspectorate
4th Floor, One Kemble Street,
London WC2B 4TS.

HM Inspectorate of Probation
9th Floor, The Tower,
102 Petty France,
London SW1H 9AJ.

HM Inspectorate of Prisons
Victory House, 6th Floor,
30-34 Kingsway,
London WC2B 6EX.

Website:
www.justiceinspectrates.gov.uk

© Crown copyright 2014