

# JOINT INSPECTION BUSINESS PLAN

# 2012-14



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BUSINESS PLAN**

**2012-14**



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## INTRODUCTION

This business plan is the fifth 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 - these feature separately in our individual inspection programmes and business plans.

Each year we have targeted our criminal justice (CJ) joint activity to achieve service benefit, for those agencies and partnerships subject of scrutiny, and the 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 and a greater focus on localism in service delivery.

In 2012, the landscape will develop still further with the introduction of Police and Crime Commissioners and consideration of local justice panels. 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.

For all these changes, however, our joint programme for 2012-14 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 respond positively to our reports, resulting in improved practice across the criminal justice system.

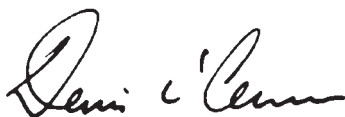
Since January 2012, we have also established a consolidated CJ Joint Inspection website where for the first time all joint inspection reports are available in one place. We believe that our work and its greater transparency should lead to increased public confidence and better outcomes for service users.



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Criminal Justice Chief Inspectors' Group



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HM Chief Inspector of Prisons



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HM Chief Inspector of Constabulary



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## 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 Administration<sup>1</sup>, 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 Audit 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.

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<sup>1</sup> 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 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 2012-14 is set out in detail in **Section B** which follows.

## B OUR PROGRAMME FOR 2012-14

The proposed programme has three component parts, namely:

- *Continuing commitments* - ongoing or incomplete work from the previously published two-year programme;
- *New inspections* - arising from the above decision-making process; 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 2012-14. The first group consists of relatively long-term rolling programmes - visiting all areas of England and Wales in rotation over several years and publishing reports on each individual inspection event.

Subject	Lead inspectorate
<p><b>1 Offender Management Inspections (Phase 2 - OMI 2)</b> - The current inspection of all Probation Trusts in England and Wales (OMI 2), which started in 2009, will finish in autumn 2012. HMI Probation are now developing a new inspection programme which will take account of any changes resulting from the ongoing review of the probation service’s work with offenders; this programme will start in the spring of 2013. Consultation events on the inspection methodology will be held from March 2012. In addition HMI Probation will continue to lead a parallel inspection programme, looking at offender management within prisons, in inspections led by HMI Prisons.</p>	HMI Probation
<p><b>2 Custody inspections -</b></p> <p><i>a Police:</i> Established to meet obligations under UN Convention to inspect all places of detention. The focus is on strategy; treatment and conditions; and healthcare. The programme started in 2008 and will have inspected all police forces in England and Wales by 2013. The programme includes some re-inspections.</p> <p><i>b UKBA customs:</i> This programme starts in 2012 and will have inspected all UKBA custom facilities in England, Scotland and Wales by 2014.</p>	HMIC, HMI Prisons
<p><b>3 Inspection of Youth Offending work (IYO - previously YOT inspections)</b> - From spring 2012, Core Case Inspections of youth offending teams will be replaced by a bespoke inspection programme aimed primarily at those teams whose performance is identified as of concern. The new programme will pay particular attention to the risk of harm presented by any young person to others, their vulnerability and the likelihood of their reoffending. The number of full inspections will significantly reduce. YOTs will continue to be in the ongoing programme of thematic inspections and other scrutiny activity.</p>	HMI Probation

5.2 The second group consists of ‘one-off’ thematic inspections, visiting a selection of areas (usually six to eight) and resulting in one composite thematic report. These were started during 2011-12 but will not be completed until part-way through 2012-13.

Subject	Lead inspectorate	Others involved
<p><b>4 <i>Looked-after children</i></b> - To assess the effectiveness of the arrangements for looked-after children subject to community supervision by YOTs and placed away from home area in promoting their rehabilitation. Focus will be specifically on reoffending, maintaining family ties and addressing disadvantage. Pilot in October 2011. Fieldwork commenced in January 2012.</p>	HMI Probation	HMIC, HMI Prisons, CQC, Ofsted, Estyn
<p><b>5 <i>Disability hate crime</i></b> - Evaluating police and CPS effectiveness at operational level; assessing impact of others’ recommendations; and assessing priority given operationally and in business plans for the next 12 months. Original scoping was amended in the light of the recent Equality and Human Rights Commission (EHRC) report<sup>2</sup>. Fieldwork commenced in January 2012.</p>	HMCPSI	HMIC, HMI Probation
<p><b>6 <i>Corruption and drugs in prisons</i></b> - An initial scoping study and literature review relating to staff corruption in the prison context, particularly in relation to drugs, and a description of the current responses to such risks in England and Wales is in progress. This will be completed in the summer of 2012 and, depending on the outcome of the scoping study, a fuller thematic inspection may be undertaken exploring the scale of the problem and adequacy and resilience of the response in the face of contemporary threats, including by organised crime.</p>	HMI Prisons	HMIC

<sup>2</sup> “Hidden in Plain Sight - inquiry into disability-related harassment”; EHRC; September 2011.

## 6 New inspections

6.1 The table below sets out the new thematic inspections which are scheduled to commence in 2012-13 (Year 1 of this programme).

Subject	Lead inspectorate	Others involved
<p><b>7 Children and young people who commit sex offences</b> - To examine the assessment and treatment of children and young people who offend in this way and how their vulnerability is managed. The inspection will involve HMI Probation, HMIC, Ofsted, HMI Prisons, CQC, HIW, CSSIW and Estyn. Fieldwork will take place between April and July 2012 and the report will be published in the late autumn.</p>	HMI Probation	HMIC, HMI Prisons, Ofsted, CQC and Welsh inspectorates
<p><b>8 Resettlement</b> - A 'through the gate' examination of how the accommodation, employment, training and education needs of adult prisoners are identified and addressed, in custody and on release. Planning is due to start June 2012 with fieldwork in 2013.</p>	HMI Prisons	HMI Probation, Ofsted
<p><b>9 Mental health (use of S136 in police stations)</b> - This issue emerged from several inspections (in particular from police custody inspections) and other national reports. The main focus will be issues concerning those detained in police stations as a 'place of safety' under Section 136 of the Mental Health Act 1983.</p>	HMIC	HMI Prisons, CQC
<p><b>10 Child protection arrangements (pilots)</b> - Building on recommendations from Professor Munro's report<sup>3</sup>, CJ inspectorates have agreed in principle, working with Ofsted, CQC and Welsh inspectorates, to establish joint inspection of the contributions of all local services to child protection services. Pilots will be carried out during 2012 and the new programme will commence from May 2013 (see work stream 17).</p>	Ofsted	All CJ inspectorates, CQC and Welsh inspectorates
<p><b>11 Life sentences</b> - To review how prisoners sentenced to life progress through their sentence and are managed on release. This will examine the interaction between, and effectiveness of, the probation and prison services as 'lifers' are prepared for open conditions, pre-release into the community, and the post-release phase, including procedures relating to recall.</p>	HMI Probation	HMI Prisons
<p><b>12 Learning disabilities and difficulties (Phase 1)</b> - To review how well offenders with learning disabilities and difficulties are managed through the CJS: <i>Phase 1</i> will examine the stage from arrest to conviction - focussing on the effectiveness of information exchange between agencies in informing sentencing, facilitating access to treatment and support and reducing reoffending (see work stream 15).</p>	HMI Probation	HMIC, HMCPSI

3 "A child-centred system"; Professor Eileen Munro; May 2011.

Subject	Lead inspectorate	Others involved
<b>13 High-demand families</b> - To explore how criminal justice agencies work with others to try to break the cycle of ‘intergenerational crime’ - typically, families where the child replicates the parent’s persistent criminal behaviour. This inspection will consider the potential for public bodies to redesign services at a locality level for families with complex needs that cross traditional boundaries, improve outcomes and reduce costs in relation to crime and antisocial behaviour.	HMI Probation	HMIC, Ofsted, CQC and Welsh inspectorates
<b>14 Handling of disclosure in complex cases</b> - There have been a number of high profile complex cases involving disclosure failures by the police and the CPS. The review will seek to find solutions to the problems identified in managing disclosure effectively drawing on the issues arising out of the HMCPSI review of the case R v Mouncher and the wider practitioner experience. The review is likely to involve liaison with the Law Society, the Solicitors Regulation Authority, and Local Authorities, and will draw on expertise in the management of large quantities of information, as well as consideration of court related issues.	HMCPSI	HMIC

6.2 The table below sets out the new thematic inspections which are currently scheduled to commence in 2013-14 (Year 2 of this programme).

Subject	Lead inspectorate	Others involved
<b>15 Learning disabilities and difficulties (Phase 2)</b> - To review how well offenders with learning disabilities and difficulties are managed through the CJS: <i>Phase 2</i> will assess the engagement of probation and prison services from sentence to the end of order or licence (see work stream 12).	HMI Probation	HMI Prisons
<b>16 Statutory charging</b> - The previous joint report in 2008 <sup>4</sup> highlighted a number of concerns over the efficiency of the process. With changes in the landscape implemented in 2010-11 and planned for 2012-13, a follow-up has been postponed to 2013-14.	HMCPSI	HMIC
<b>17 Child protection arrangements</b> - Following pilot inspections in 2012 (see work stream 10), the programme will run from May 2013.	Ofsted	All CJ inspectorates, CQC and Welsh inspectorates
<b>18 Road traffic offences involving fatalities</b> - Subject to the scoping study (see work stream 21), inspection in 2013-14.	HMCPSI	HMIC

4 “Joint Thematic Review of the New Charging Arrangements”; CJJI; November 2008.

6.3 While there are currently just four new work streams scheduled to start in Year 2, there will be additional joint inspection activity generated from the scoping studies, see below.

7 **Scoping studies**

7.1 Some further subjects emerged during the consultation 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
<p><b>19 Integrated Offender Management (IOM)</b> - IOM provides an overarching framework for agencies to prioritise interventions with offenders of greatest concern in their locality. Inspection can assist in assessing the impact of IOM and disseminating good practice. The initial scoping exercise will be completed by June 2012 with fieldwork provisionally scheduled for spring 2013.</p>	<p>HMI Probation</p>	<p>HMIC, HMI Prisons</p>
<p><b>20 Supporting local accountability</b> - During 2012, there will be major changes in the local justice landscape, including appointment of Police and Crime Commissioners (PCCs). Joint inspection can enhance the local accountability of CJS agencies.</p>		<p>All CJ inspectorates</p>
<p><b>Phase 1</b> - To contribute to the briefing of prospective PCCs during May/June 2012.</p>	<p>HMIC</p>	
<p><b>Phase 2</b> - To identify what CJI can offer to PCCs once in post to inform their oversight of local CJS performance - to be available in spring 2013.</p>	<p>TBD*</p>	
<p><b>21 Road traffic offences involving fatalities</b> - In the light of the continuing concern about road traffic offences involving fatalities, despite the introduction of new offences in 2008, the review will analyse and assess the quality of police/CPS investigation and prosecution of such cases, and the progress made by the CPS following HMCPSI's 2008 review, establish good practice and make recommendations for positive change. Scoping to be completed by the end of spring 2013 with a view to carrying out any inspection in 2013-14 (see work stream 18).</p>	<p>HMCPSI</p>	<p>HMIC</p>

\* Lead role will depend on the scope and focus of the offer to PCCs.

7.2 Scoping studies will report to chief inspectors by dates identified, to allow full consideration of their respective merits when reviewing resourcing and prioritisation of Year 2 activity within the current plan.

7.3 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 are set out in **Section C**.





## C RESOURCING OUR PROGRAMME

### 8 Inspectorate resources

8.1 The programme as set out in Section B represents a major commitment of resources for each of the CJ inspectorates. The table below provides an indicative estimate of each inspectorate's resource commitment to each work stream.

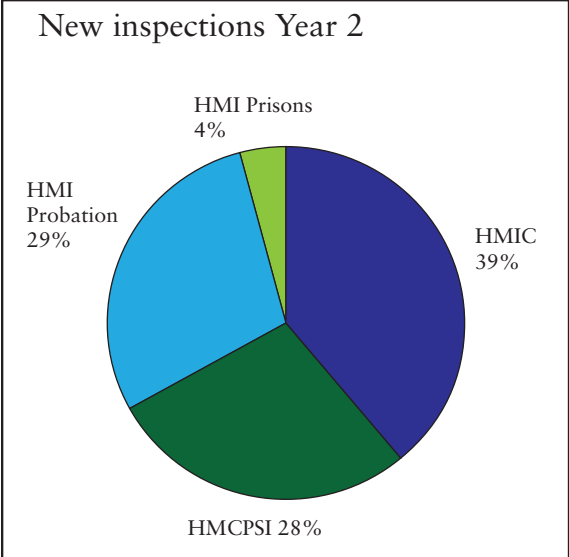
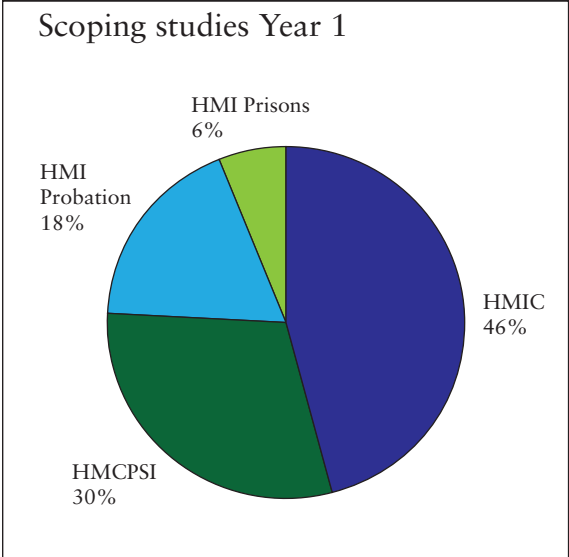
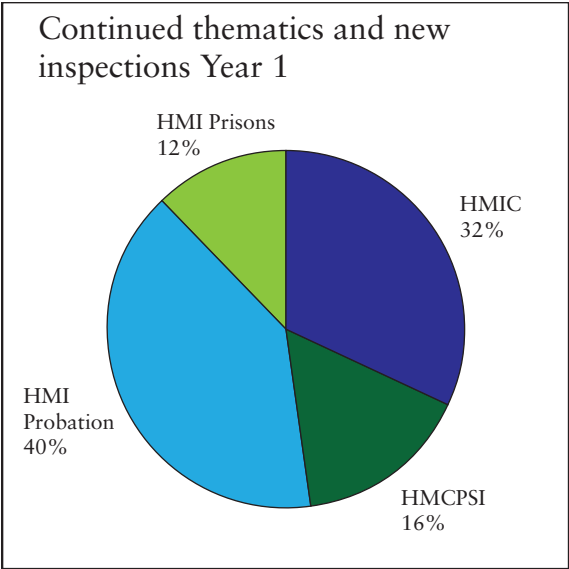
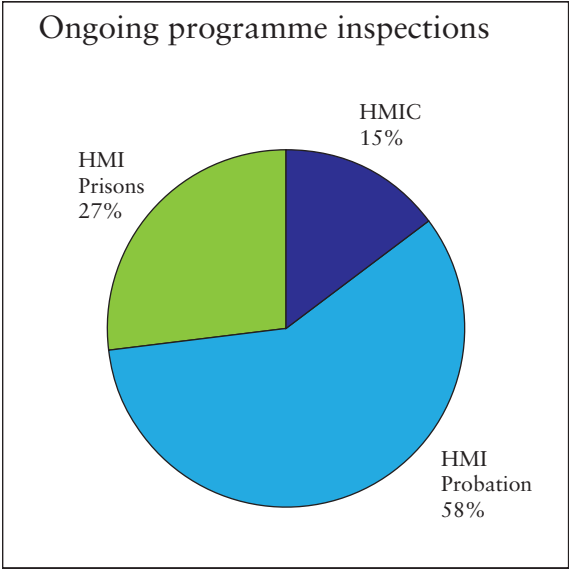
Work stream subject	Inspectorate involvement and indicative resourcing (inspector hours)				Non-CJS inspectorates involved
	HMIC	HMCPSP	HMI Probation	HMI Prisons	
<b>Ongoing programme inspections</b>					
1 OMI 2	–	–	Lead 11,000	Support 3,000	Ofsted
2a Police custody	Lead 4,500	–	–	Lead 5,750	CQC, Healthcare Inspectorate Wales
2b UKBA custody	Lead 350	–	–	Lead 350	
3 IYOs	–	–	Lead 8,500	–	CQC and Welsh inspectorates
<b>Continuing thematic inspections</b>					
4 Looked-after children	–	–	Lead 1,500	Support 50	Ofsted, CQC, Estyn
5 Disability hate crime	Support 500	Lead 1,000	Support 50	–	
6 Corruption and drugs in prisons	Support 100	–	–	Lead 200	
<b>New inspections for 2012-14 - Year 1</b>					
7 Sexual offending by children and young people	Support 250	–	Lead 1,500	Support 50	Ofsted, CQC and Welsh inspectorates
8 Resettlement	–	–	Support 500	Lead 1,250	Ofsted
9 Mental health - S136 in police custody	Lead 1,500	–	–	Support 425	CQC
10 Child protection (pilots)	Support 3,500	Support 650	Support 3,000	Support 50	Lead Ofsted, CQC and Welsh inspectorates
11 Life sentences	–	–	Lead 1,500	Support 1,000	
12 Learning disabilities and difficulties (Phase 1)	Support 250	Support 250	Lead 500 (12-13)	–	

13 High demand families/ dynasties	Support 500	–	<b>Lead</b> <b>1,500</b>	–	Ofsted, CQC and Welsh inspectorates
14 Handling of disclosure in complex cases	Support 1,250	<b>Lead</b> <b>2,000</b>	–	–	
<b>New inspections for 2012-14 - Year 2</b>					
15 Learning disabilities and difficulties (Phase 2)	–	–	<b>Lead</b> <b>750</b> <b>(13-14)</b>	<b>Support</b> <b>500</b>	
16 Statutory charging	Support 750	<b>Lead</b> <b>1,500</b>	–	–	
17 Child protection arrangements	Support 3,500	Support 650	Support 3,000	Support 50	<b>Lead Ofsted, CQC and Welsh inspectorates</b>
18 Road traffic offences involving fatalities	Support 750	<b>Lead</b> <b>1,500</b>	–	–	
<b>Scoping studies</b>					
19 Integrated Offender Management	Support 250	–	<b>Lead</b> <b>250</b>	<b>Input</b> <b>50</b>	
20 Local CJS accountability	<b>Lead</b> <b>250</b>	Support 250	Input 50	Input 50	
21 Road traffic offences involving fatalities	Support 250	<b>Lead</b> <b>250</b>	–	–	

8.2 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	HMCPSI	HMI Probation	HMI Prisons	
<b>Year 1</b>					
Continuing thematics	600	1,100 <sup>5</sup>	1,550	250	3,500
New inspections (Year 1)	7,250	2,900	8,500	2,775	21,425
Scoping studies (Year 1)	750	500	300	100	1,650
Development work	100	100	100	100	400
Sub-total	8,700	4,600	10,450	3,225	26,975
<b>Year 2</b>					
New inspections (Year 2)	5,000	3,650	3,750	550	12,950

<sup>5</sup> This includes 100 hours completing reports on 2011-12 inspections.



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.hmcpai.gov.uk/cji/](http://www.hmcpai.gov.uk/cji/)

Inspectorates: [www.hmic.gov.uk](http://www.hmic.gov.uk)

[www.hmcpai.gov.uk](http://www.hmcpai.gov.uk)

[www.justice.gov.uk/inspectorates/hmi-probation/](http://www.justice.gov.uk/inspectorates/hmi-probation/)

[www.justice.gov.uk/inspectorates/hmi-prisons/](http://www.justice.gov.uk/inspectorates/hmi-prisons/)

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  
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2 Monck Street,  
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2 Monck Street,  
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Website:  
[www.hmcp.si.gov.uk/cjji/](http://www.hmcp.si.gov.uk/cjji/)

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