

JOINT INSPECTION BUSINESS PLAN

2015/16

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BUSINESS PLAN**

2015/16

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INTRODUCTION

This business plan is 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 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, a greater focus on localism in service delivery and the Transforming Rehabilitation agenda – which has seen major changes in the way probation services are delivered.

In 2015, the landscape is developing still further with the Transforming Summary Justice initiative. Departments are undertaking a review of CJS reform and the General Election is also likely to produce changes in emphasis. The reinstatement of the Ofsted-led inspections of children’s safeguards will also have a significant impact.

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

Our joint programme for 2015/16 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 respond actively to our reports, resulting in improved practice across the criminal justice system.



Sir Tom Winsor
HM Chief Inspector of Constabulary and Chair
of Criminal Justice Chief Inspectors’ Group



Nick Hardwick
HM Chief Inspector of Prisons



Michael Fuller
HM Chief Inspector of CPS



Paul Wilson
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 criminal justice (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 for public sector inspection (see ANNEX A). However, with the increasingly tight financial climate, inspectorates have prioritised further 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 two 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 reassess the programme and reprioritise 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 2015/16 is set out in detail in Section B which follows.

B OUR PROGRAMME FOR 2015/16

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;
- *Scoping studies* – areas requiring further examination and evaluation before deciding on the scope and scale of any joint inspection activity.
- *Composite report and projects* – drawing material from other joint and individual inspectorate reports to provide a composite assessment of an issue and delivering projects commissioned by CJICG.

5 Continuing commitments

5.1 There are two categories of ‘continuing commitments’ which will form part of the joint programme for 2015/16. 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
<i>1 Prison Offender Management Inspections (POMI)</i> – As part of the Prison Offender Management Programme, HMI Probation joins HMI Prisons on all their inspections of prison establishments to assess the quality of offender management work. HMI Probation then contributes to each of the relevant HMI Prisons reports.	HMI Prisons	HMI Probation
<i>2 Police and UK Visas and Immigration custody inspections</i> – HMI Prisons’ and HMIC’s programme of joint police custody inspections has continued with inspections of custody suites. Forces continue to respond positively to inspection. HMIC has led on engaging with each individual police and crime commissioner since the autumn of 2012 and we anticipate the relationship will continue to develop.	HMIC, HMI Prisons	CQC

Revised ‘Expectations’ drawing on the learning from *The Welfare of Vulnerable People in Police Custody* thematic will be published by August 2015.

<p>3 Inspection of child protection arrangements – Following the Munro report, Ofsted led a redesign of child protection inspections. A full programme was due to commence in 2013, involving CJ inspectorates. After significant revisions to methodology, joint inspections will re-commence in October 2015 – there will be six targeted inspections in a locality area before March 2016. These targeted inspections will evaluate how local agencies work together to protect children, focused on specific areas of concern such as the sexual exploitation of children and young people.</p>	<p>Ofsted</p>	<p>CQC and all CJ inspectorates</p>
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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 2014/15 but will not be completed until part-way through 2015/16.

Subject	Lead inspectorate	Others involved
<p>4 Local CJ Partnerships – A joint report published in May 2012², identified that changes to funding and accountability arrangements had led some Local CJ Boards (LCJBs) to merge, and others to operate in a more limited way or shut 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. Fieldwork commenced July 2014.</p>	<p>HMI Probation</p>	<p>HMCPsi, HMI Probation</p>
<p>5 Identifying vulnerability in 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 within case files and approaches to risk assessment and management.</p>	<p>HMIC</p>	<p>HMCPsi</p>

HMCPsi examined a range of case files between October 2014 and January 2015 and HMIC is conducting fieldwork in relation to the same case file sample. The results will inform HMIC’s PEEL annual all-force inspection and a thematic report will be published. Thematic report due from September 2015.

² *Improving the Criminal Justice System – lessons from local change projects*, a joint report by HMIC, HMCPsi, HMI Probation and National Audit Office, May 2012.

<p>6 <i>Changing patterns of substance misuse</i> – Prison inspections have noted changes in the pattern of substance misuse from heroin and cannabis to the misuse of prescribed medications and a recent rise in the use of New Psychoactive Substances (sometimes known as legal highs). The thematic considers both supply and demand issues, and focuses on the extent to which prison substance misuse services and community agencies are responding to these changes.</p>	<p>HMIP</p>	<p>HMIC, HMI Probation</p>
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Fieldwork took place in the summer and autumn of 2014 and the report is scheduled for publication in July 2015.

<p>7 <i>Digitisation in the CJS</i> – Digitisation is a high priority for all CJS agencies and central to driving out waste and reducing bureaucracy. It also has an impact on daily working practices. The focus will be on interfaces and information sharing between CJ agencies. Fieldwork will commence from Spring 2015.</p>	<p>HMCPPI</p>	<p>HMIC</p>
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6 New inspections for 2015/16

6.1 There are currently two new work streams scheduled to start in 2015/16.

Subject	Lead inspectorate	Others involved
<p>8 <i>Trafficking and slavery</i> – A comprehensive literature review in 2014 confirmed the complexity of the issues. There are concerns about identification, evidence gathering, decisions to prosecute, victim support and the interfaces between the plethora of agencies involved in tackling human trafficking and modern slavery. A scoping document was approved by CJCIG in October 2014. We propose moving the HMIC-led trafficking and modern slavery joint inspection into 2016 to ensure that our inspection takes full account of the implementation of the new modern slavery legislation, and the appointment of the UK's first anti-slavery commissioner. Fieldwork due from April 2016.</p>	<p>HMIC</p>	<p>All CJ inspectorates (others to be decided e.g. CI of Borders and Immigration)</p>
<p>9 <i>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 responses, poor understanding of risk and a failure to prosecute stalking perpetrators. Despite the introduction of guidance, police and CPS responses are reported as inconsistent. CJCIG approved a scoping document in October 2014. In planning the inspection, inspectors will work with ACPO to identify the best way to understand and address the barriers to consistent and effective responses. Fieldwork due from Jan 2016.</p>	<p>HMIC</p>	<p>HMCPPI</p>

7 Scoping studies

7.1 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
<p>10 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 to March 2013. The inspection was postponed until 2014 to allow the Attorney General’s new guidance on disclosure to bed-in. There are now further initiatives under way which will require re-scoping in Spring 2015 – to establish if joint inspection remains an appropriate action.</p>	<p>HMCPSP</p>
<hr/> <p>11 The effectiveness of CJ agencies in dealing with foreign nationals – Over the past decade, patterns of migration to the United Kingdom have changed significantly – most notably the arrival of substantial numbers of people from Eastern Europe. Whilst much movement is circular, in that many foreign nationals live in the United Kingdom for a relatively short time before returning to their country of origin, these changes in population have had an impact on public services. This scoping study will seek to assess the viability and value of undertaking a joint thematic inspection during 2015/16 to assess the effectiveness of CJ agencies in dealing with foreign nationals who come into contact with the criminal justice system. Likely areas for examination will include: assessing any changes in crime trends, the response of CJ agencies to meet their specific needs (e.g. translation services) and the effectiveness of work to reduce the likelihood of reoffending after sentence.</p>	
<p>12 Asset recovery – The Proceeds of Crime Act 2002 provided law enforcement and prosecution agencies with extended powers to confiscate assets from those involved in acquisitive criminality. A CJ joint inspection in 2004 found pockets of good practice but generally patchy take-up of the powers and poor coordination between partner agencies. More recently (in 2014 and 2015), government committees have criticised the under-use of confiscation orders at the national level, the continued lack of understanding of the powers and poor information sharing between agencies. This scoping study will seek to identify appropriate areas for focus for a joint inspection, with a view to considering fieldwork during 2016/17.</p>	<p>HMIC</p>

7.2 Scoping studies will be reported to Chief Inspectors during 2015, to allow full consideration of their respective merits when reviewing resourcing and prioritisation either within the current year or for inclusion in the 2016/17 programme.

8 Composite report and projects

8.1 In addition to the aggregate report produced under the Core Prisoner Offender Management Inspection (POMI) programme, this year Chief Inspectors have agreed to publish a composite assessment report in 2015, drawing evidence from all relevant reports published between April 2014 and August 2015.

Subject	Lead body
<p><i>13 Quality of victims' services</i> – The CJS inspectorates already examine aspects of victims' services within their individual and joint inspections. In addition, in 2015, we will consolidate these findings to produce our first joint annual appraisal of the quality of victim and witness experiences – highlighting good practice and areas for improvement. In response, agencies will be asked by Ministers to produce an action plan setting out how they will ensure victims actually receive the services to which they are entitled.</p>	<p>Joint Secretariat</p>

8.2 Chief Inspectors have also commissioned the CJJI Development Group to examine two important issues highlighted during 2014-15.

Subject	Lead body
<p><i>14 Shared platform for good practice</i> – Inspectorates already use debriefs from work streams and reports to the CJJI Development Group to highlight good practice and/or changes suggested from experiences to working procedures. CJCIG has asked that the Development Group explore the potential to use a shared platform for more structured exchange of good practice and methodology updates. A report will go to CJCIG in June 2015.</p>	<p>CJJI Development Group</p>
<p><i>15 Structured follow-up</i> – Since early 2014, every joint work stream generates a 'Close-down' report which highlights proposals for follow-up activity – e.g. questionnaires, data reports or full re-inspections. In addition, CJCIG wishes to explore a structured system for follow-up on the impact of individual reports and their recommendations. A report will go to CJCIG in June 2015.</p>	<p>CJJI Development Group</p>

8.3 The joint 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 2015/16 are set out in Section C.

C RESOURCING OUR PROGRAMME

9 Inspectorate resources for 2015/16

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 3,000	Support 700	
2 Police and UKVI custody	Lead 4,100	–	–	Lead 5,000	CQC, Healthcare Inspectorate Wales
3 Child protection (from October 2015)	Support 5,000	–	Support 2,900	–	Lead Ofsted, CQC
Continuing thematic inspections					
4 LCJBs and partnerships	Lead 550	Support 50	Support 50	Support 50	
5 ID vulnerability in case files	Lead 5,300	Support 100	–	–	
6 Patterns of substance misuse	–	–	–	100	
7 Digitisation	Support 1,500	Lead 1,500	–	–	
New starts in 2015/16					
8 Trafficking and slavery	Lead 1,000*	Support 50	–	–	TBD – eg may include CI of Borders and Immigration
9 Harassment and stalking	Lead 3,200	Support 750	–	–	
Scoping studies					
10 Disclosure	Support 150	Lead 250	–	–	
11 CJS and foreign nationals	–	–	Lead 400	–	
12 Asset recovery	250	–	–	–	

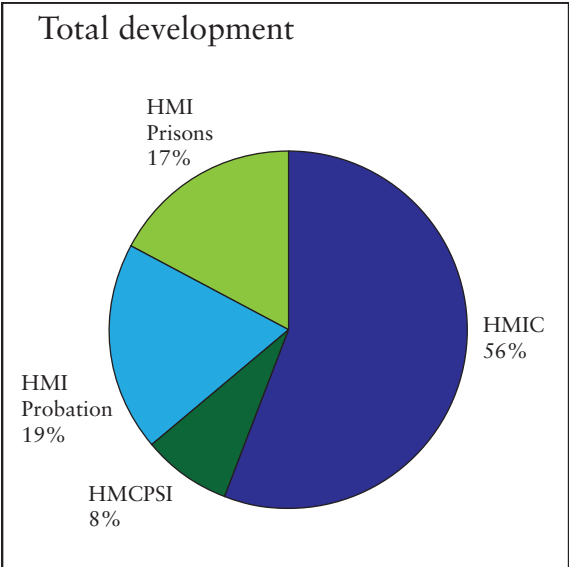
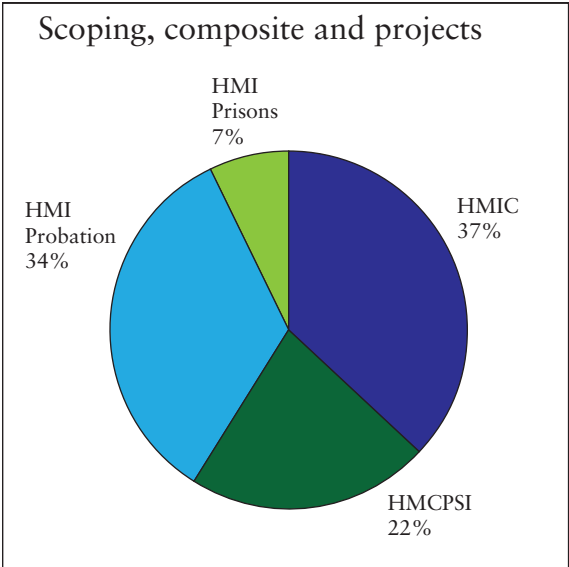
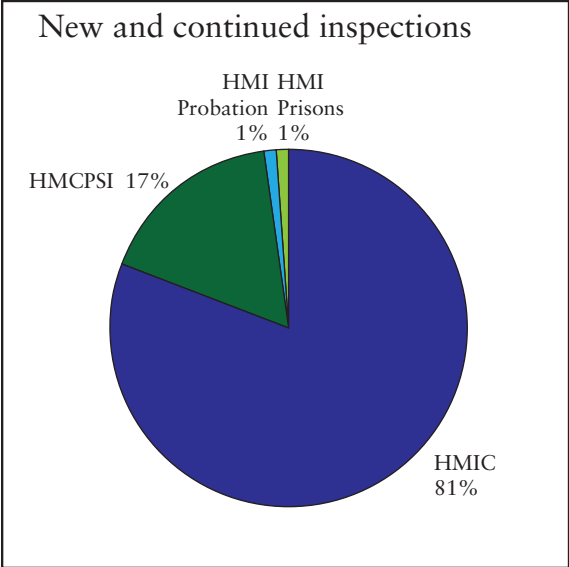
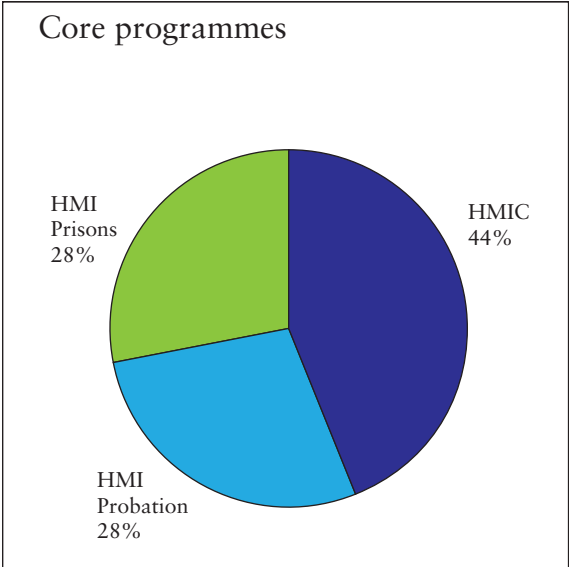
Composite report						
13	Quality of victims' services	Support 350	Support 150	Support 250	Support 50	Secretariat to compile
Development projects						
14	Shared platform for good practice	50	50	50	50	
15	Follow-up	50	50	50	50	

Notes: * Relates to preparation – main work scheduled for 2016/17

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	HMCPSI	HMI Probation	HMI Prisons	
2015/16					
Core programmes	9100	0	5900	5700	20700
Continuing thematics	7350	1650	50	150	9200
New inspections	4200	800	0	0	5000
Scoping studies	400	250	400	0	1050
Composite report	350	150	250	50	800
Development projects	100	100	100	100	400
Total	21500	2950	6700	6000	37150

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.

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