

# JOINT INSPECTION BUSINESS PLAN

# 2013-15



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**2013-15**



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## INTRODUCTION

This business plan is the sixth 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.

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 2012-13, the landscape developed still further with the introduction of Police and Crime Commissioners and the Government's emphasis on the rehabilitation agenda, reducing reoffending and protecting the public. There will also be a new CJ Strategy during 2013.

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 2013-15 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.



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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 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 2013-15 is set out in detail in **Section B** which follows.

## B OUR PROGRAMME FOR 2013-15

The proposed programme has three 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; 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 2013-15. 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
<p><b>1 Inspection of Adult Offending work</b> - Inspection of adult offending will change from April 2013 when a four-year programme starts, focussed on evidence of positive outcomes. This will start as Trust-based but evolve to Local Delivery units. Inspections will be topic-based with topics changed at six-monthly intervals.</p>	HMI Probation
<p><b>2 Prison Offender Management Inspections (POMI)</b> - 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 Probation
<p><b>3 Police and Border Force custody inspections</b> - 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 will have inspected all police forces in England and Wales by 2014 (including some re-inspections). Border Force and customs were also inspected in 2012-13.</p>	HMIC, HMI Prisons
<p><b>4 Inspection of Youth Offending work (IYO - previously YOT inspections)</b> - Inspection of youth offending will change from autumn 2012 when a four-year programme starts combining four elements:</p> <ul style="list-style-type: none"> <li>• Full joint inspection programme of a small number of YOTs (strong or poor performance); and</li> <li>• An annual screening programme of approximately 20% of YOTs.</li> </ul> <p>All of the above will have contributions from health, social care, education and training, and police.</p>	HMI Probation

**5 Inspection of child protection arrangements** - Building on recommendations from Professor Munro's report<sup>2</sup>, Ofsted led a redesign of child protection inspections - supported by CJ and other inspectorates. After pilot inspections in December 2012, a full programme will commence in 2013, with CJ inspectorates making appropriate contributions.

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 2012-13 but will not be completed until part-way through 2013-14.

Subject	Lead inspectorate	Others involved
<b>6 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. Fieldwork commenced in 2013.	HMI Prisons	HMI Probation, Ofsted
<b>7 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.	HMIC	HMI Prisons, CQC, Healthcare Inspectorate Wales
<b>8 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.	HMI Probation	HMI Prisons
<b>9 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.	HMI Probation	HMIC, HMCP, CQC
<b>10 Contribution of Youth Offending Teams to the work of the Troubled Families Programme</b> - 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 objectives of the Programme. Fieldwork will be between January and March 2014.	HMI Probation	HMIC, Ofsted, CQC and Welsh inspectorates

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

<p><b>11 Disclosure</b> - 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>	<p>HMCPsi</p>	<p>HMIC</p>
<p><b>12 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 was completed in June 2012 with fieldwork scheduled for spring 2013.</p>	<p>HMI Probation</p>	<p>HMIC</p>
<p><b>13 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.</p>	<p>HMI Probation</p>	<p>HMI Prisons, CQC, Healthcare inspectorate Wales</p>
<p><b>14 Statutory charging</b> - The previous joint report in 2008<sup>3</sup> highlighted a number of concerns over the efficiency of the process. With changes in the landscape implemented in 2010-11 and 2012-13, a follow-up has been postponed to 2013-14.</p>	<p>HMCPsi</p>	<p>HMIC</p>
<p><b>15 Police file quality</b> - An assessment of whether the quality, timeliness and proportionality of police files supports an efficient prosecution process. This will focus primarily on not guilty pleas in the magistrates’ court and a mix of Crown Court cases. It will also use the findings of relevant contemporaneous inspection and compliance monitoring dealing with magistrates’ court work.</p>	<p>HMCPsi, HMIC</p>	

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

**6 New inspections for 2013-15**

6.1 There are currently five new work streams scheduled to start in 2013-15.

Subject	Lead inspectorate	Others involved
<i>16 Road traffic offences involving fatalities</i> - Subject to the scoping study (see work stream 22), inspection in 2013-14.	HMCPSI	HMIC
<i>17 Driving out waste</i> - A joint inspection of the criminal justice process from arrest to conviction to identify those areas that may yield efficiency savings, particularly in the areas where agencies interact and pinch points are identified as causing inefficiency to one or more agencies.	HMIC	All CJ inspectorates
<i>18 Girls in the CJS</i> - 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. (NB: “girls” defined as girls and young women aged 10-17.)	HMI Probation	All CJ inspectorates
<i>19 Substance misuse in the CJS</i> - A joint inspection to review the identification, care and management of those using illegal substances and diverted medications within the criminal justice system.	HMI Prisons	All CJ inspectorates
<i>20 Child sexual abuse and child sexual exploitation</i> - This inspection is set against the background of recorded child rape doubling in five years. The inspection will focus on child rape, sexual exploitation, sexual grooming, prostitution and pornography. The themes of the inspection will also review how agencies interact to protect children and ensure offenders are brought to justice.	HMIC	HMCPSI

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	Others involved
<p><i>21 Supporting local accountability</i> - During 2012, there were major changes in the local justice landscape, including the appointment of Police and Crime Commissioners (PCCs). Joint inspection can enhance the local accountability of CJS agencies. This work stream is to identify what CJJI can offer to PCCs once in post to inform their oversight of local CJS performance - scoping paper to be available in spring 2013.</p>	<p>HMIC</p>	<p>All CJ inspectorates</p>
<p><i>22 Road traffic offences involving fatalities</i> - 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 report, 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 16).</p>	<p>HMCPSI</p>	<p>HMIC</p>

7.2 Scoping studies will report to Chief Inspectors by June 2013, 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 availability changes. The current projections for resource allocation for the first year of this programme (2013-14) are set out in **Section C**.



## C RESOURCING OUR PROGRAMME

### 8 Inspectorate resources for 2013-14

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

Work stream subject	Inspectorate involvement and indicative resourcing (inspector hours)				Non-CJS inspectorates involved
	HMIC	HMCPSP	HMI Probation	HMI Prisons	
<b>Core programme inspections</b>					
1 Inspection of adult offending work	-	-	Lead 8,000	-	Ofsted
2 Prisons OMI	-	-	Lead 3,000	Support 300	
3 Police and Border Force custody	Lead 4,500	-	-	Lead 5,050	CQC, Healthcare Inspectorate Wales
4 Inspection of youth offending work	-	-	Lead 10,000	-	CQC and Welsh inspectorates
5 Child protection	Support 3,500	Support 300	Support 3,000	Support 350	Lead Ofsted, CQC and Welsh inspectorates
<b>Continuing thematic inspections</b>					
6 Resettlement	-	-	Support 250	Lead 350	Ofsted
7 Mental health - S136	Lead 1,500	-	-	-	CQC, Healthcare Inspectorate Wales
8 Life sentences	-	-	Lead 1,500	Support 20	
9 Learning disabilities and difficulties (Phase 1: 12-13)	Support 50	Support 100	Lead 500	-	CQC
10 Troubled families	Support 500	-	Lead 1,100	-	Ofsted, CQC and Welsh inspectorates
11 Disclosure	Support 750	Lead 1,500	-	-	
12 Integrated Offender Management	Support 250	-	Lead 1,100	-	
13 Learning disabilities and difficulties (Phase 2: 13-14)	-	-	Lead 750	Support 500	CQC, Healthcare Inspectorate Wales
14 Statutory charging	Support 750	Lead 1,500	-	-	

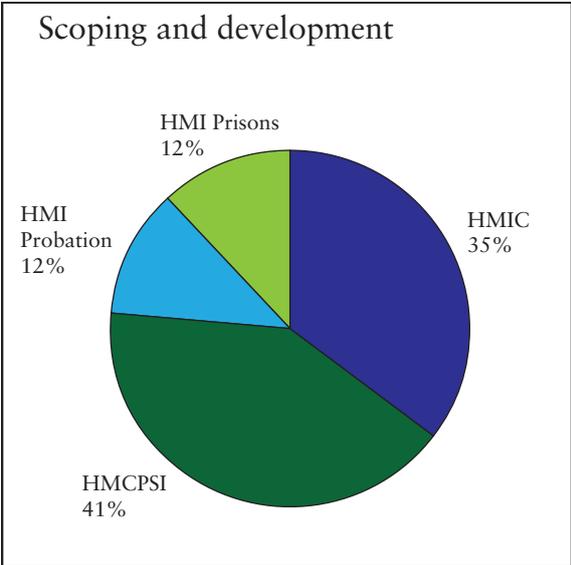
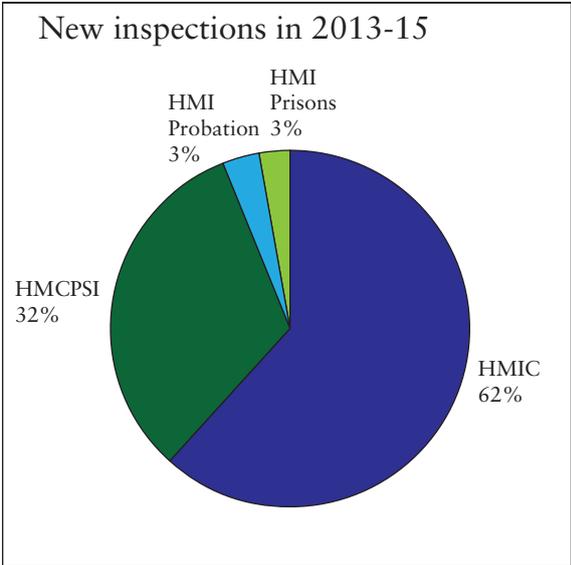
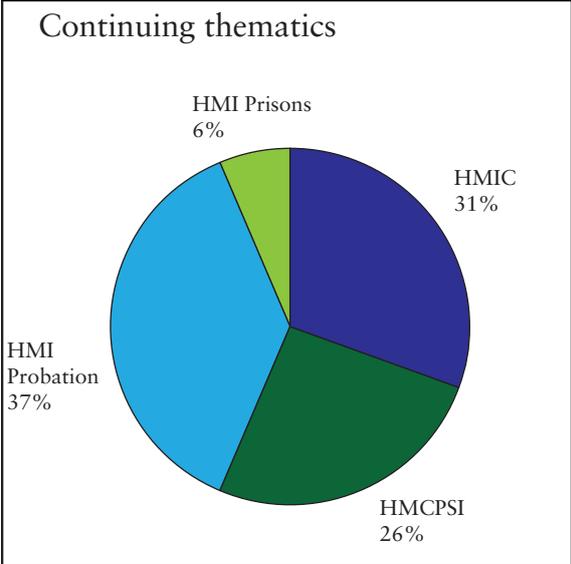
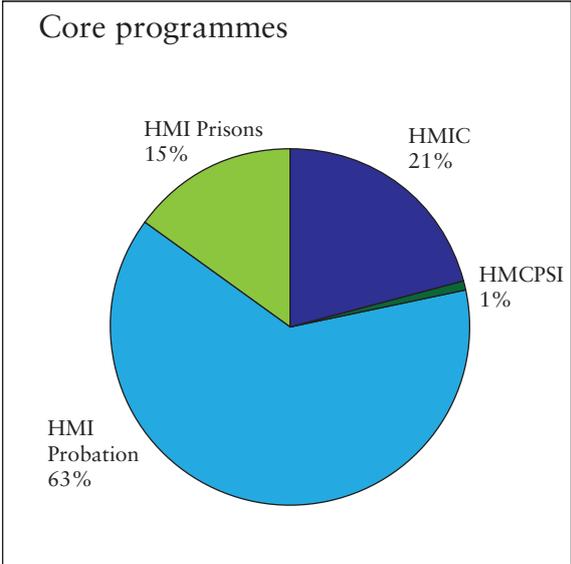
15	Police file quality	Lead 500	Lead 500	-	-
<b>New work in 2013-15</b>					
16	Road traffic offences involving fatalities	Support 750	Lead 1,500	-	-
17	Driving waste from CJS	Lead* 2,500	Support*	Support*	Support*
18	Girls in CJS	-	-	Lead** 250	-
19	Substance misuse in CJS	-	-	-	Lead** 200
20	Child sexual abuse and exploitation	Lead 1,500	Support 1,000	-	-
<b>Scoping studies</b>					
21	Local CJS accountability	Lead** 100	-	-	-
22	Road traffic offences involving fatalities	Support 100	Lead 250	-	-

\* Support inspectorates' resourcing will be added in-year once work stream is defined.

\*\* This is for initial scoping - additional resources for all inspectorates to be added in-year for full work.

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>2013-14</b>					
Core programmes	8,000	300	24,000	5,700	38,000
Continuing thematics	4,300	3,600	5,200	870	13,970
New inspections	4,750	2,500	250	200	7,700
Scoping studies	200	250	0	0	450
Development work	100	100	100	100	400
<b>Total</b>	<b>17,350</b>	<b>6,750</b>	<b>29,550</b>	<b>6,870</b>	<b>60,520</b>



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

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

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