

# JOINT INSPECTION BUSINESS PLAN 2010–12

## CONTRIBUTORS

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## INTRODUCTION

Our joint inspection programme for 2010–12 will be delivered under the statutory framework established by the Police and Justice Act 2006, which builds on a long history of collaboration and joint working between our inspectorates.

This business plan is the third published since the change in the statutory framework and each has demonstrated further progress in establishing effective targeting of activity and spreading the focus on research and fieldwork to ensure an equitable balance of administrative impact and service benefit for those agencies and partnerships subject of scrutiny.

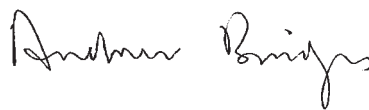
Although the business plan is an annual publication, it is explicitly relevant to a two-year inspection window, and the programme set out herein reflects the currently proposed activity for 2010–12. We maintain a rolling two-year window to allow us to avoid clustering of activity at year-end and to take account of changing circumstances, priorities and emerging findings, reshaping all or part of the programme if necessary.

For example, it has recently been announced unexpectedly that HMICA is to be abolished and work is currently under way to assess the impact of this decision and a possible timetable for these implications to take effect. On the results of these considerations will depend the changed shape of the currently projected programme. In addition, the General Election in May 2010 will undoubtedly lead to changes in Government priorities, which will need to be considered in any revision of this programme.

For all the uncertainties, however, our joint programme for 2010–12 represents an extensive examination of key issues across a wide spectrum of criminal justice system (CJS) activity. We feel sure that those whose work we inspect will continue to respond positively to our reports, resulting in improved practice across the CJS. This in turn should lead to increased public confidence and better outcomes for service users.



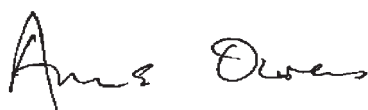
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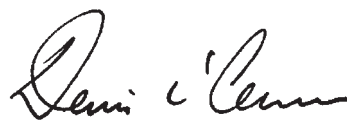
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## PART A – CONTEXT OF THE PROGRAMME

### 1. LANDSCAPE FOR JOINT INSPECTION

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- 1.1 The five criminal justice (CJ) inspectorates – of Constabulary, Crown Prosecution Service, Court Administration, Prisons and Probation – have a history of working together to inspect elements of the criminal justice system (CJS), to spur improvements in specific and/or general service delivery to the public. The CJ Chief Inspectors Group (CJCIG) meets regularly to oversee the delivery of programmes of collaborative working.
- 1.2 Part 4 of the Police and Justice Act 2006 placed the previously voluntary collaboration within a legislative framework, by establishing a statutory responsibility on each of the five inspectorates to:
- cooperate with each other, and other named inspectorates;
  - draw up a joint inspection programme and associated framework;
  - consult the Secretary of State, other inspectorates and named stakeholders in the formulation of the plan;
  - act as 'gate keeper' for all inspection of specified organisations; and
  - delegate authority to inspect such organisations to each other, or other public authorities, as appropriate.
- 1.3 The Act also gives a description of joint action and inspection, which includes inspections proposed to be carried out jointly with CJ Chief Inspectors or their inspectorates and any other public authority. This definition therefore encompasses joint work that is already part of each inspectorate's core business, whether involving CJ inspectorates or other outside authorities – e.g. the Audit Commission or Ofsted – in addition to new joint work with CJ colleagues.

- 1.4 In delivering the joint programme, CJIG will have regard to the ten principles of public sector inspection (set out in full in [ANNEX 1](#) to this document). Of these, there will be particular emphasis placed on service improvement, outcome focus and the user perspective.
- 1.5 This Business Plan has been written to take account of the proposed abolition of HM Inspectorate of Court Administration (HMICA), which was announced in the Government paper *Putting the Frontline First: Smarter Government* (published in December 2009). Although a precise abolition date has not been announced, current planning assumptions are that HMICA will continue to exist until the end of 2010 or March 2011. Due to the need to manage the end of the organisation this means that HMICA's practical inspection work will continue until the summer of 2010. This necessarily means a very limited input to this joint inspection programme. Discussions continue between policy officials, inspected bodies and members of CJIG about whether and how any parts of HMICA's remit could be discharged on its abolition.

## 2. FOCUS FOR JOINT INSPECTION

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- 2.1 The existing statutory remits of the five inspectorates remain but are enhanced by the additional duties referred to at paragraph 1.2. It follows that the individual purpose statements of the inspectorates (see relevant websites – listed on page 36) remain fully valid for the individual areas of focus but require a further overlay to reflect the value that can be added by joint inspection activity.
- 2.2 In essence, the landscape consists of two tiers of inspection activity, namely: solely-owned – where an individual CJ inspectorate is carrying out work specifically required of it, albeit sometimes in partnership with other bodies; and jointly-owned – where more than one CJ inspectorate has direct interest and remit, albeit one will usually be nominated to be the lead partner. The latter category is particularly relevant in addressing issues that cross agency boundaries and affect end users of the services as a whole.
- 2.3 The five CJ inspectorates increasingly operate in a joined-up way and will continue to develop the capability to inspect end-to-end business processes that span two or more of the criminal justice agencies. To reflect this, joint CJ inspection activity is configured around four high level business processes, each of which relate to a combination of agencies and for which CJIG have agreed a key objective:



Process	Main agencies	Key objective
<b>1. Community safety</b>	Police, Probation, Youth Offending Teams	To continue to develop the capability to inspect policing and key police partners for crime and disorder reduction, in the context of wider proposed changes in the inspection of local partnerships (e.g. crime and disorder reduction partnerships).
<b>2. Bringing offenders to justice</b>	Police, CPS, Court Administration, Probation, Youth Offending Teams	To develop an end-to-end capability to inspect the process of enforcing the criminal law through the institution of proceedings, their determination and the enforcement of Court Orders, including the experience of victims and witnesses throughout the process.
<b>3. Offender management</b>	Probation, Prisons, Youth Offending Teams	To continue to develop the existing Inspection of Youth Offending and Offender Management Inspection programmes that assess how well adults, children and young people who offend are managed from start to end of their sentences (custodial or community sentences), to punish, help, change or control each individual in accordance with the needs of the particular case. There is a special focus on the assessment and management of Risk of Harm to others and Safeguarding.
<b>4. Custodial conditions</b>	Prisons, Police, Court Administration, Immigration Service	To continue to develop existing joint arrangements in inspecting prisons, prisoner escort services, police and court cells and some elements of immigration detention.

2.4 There are also some key cross-cutting factors which warrant specific attention within the programme: in particular, the overall focus on outcomes for the service users. In light of this, two further objectives have been agreed to focus activity:

Process	Main agencies	Key objective
<b>5. Victim and witness experience</b>	All	To examine the overall experience of victims and witnesses throughout their interaction with the criminal justice system to identify levels of satisfaction and areas for service improvement.
<b>6. Equality and diversity</b>	All	To actively promote equality and diversity – both in respect of internal processes and in service provision to all users – and to identify and address improper discrimination within the CJS.

2.5 The increased focus on outcomes and on the user experience will be key drivers towards that coherence. A focus on outcomes will also ensure that inspection activity adds value over and above that of the existing single inspectorate programmes, avoiding the danger of important issues slipping between areas addressed in single agency activity.

### 3. THE ROLE OF THE CRIMINAL JUSTICE CHIEF INSPECTORS GROUP

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3.1 The Criminal Justice Chief Inspectors Group (CJCIG) currently consists of the five chief inspectors from the CJ inspectorates. As a group, the chief inspectors meet regularly to design, plan and oversee delivery of the joint inspection programme. Since 2007/08, their considerations have been informed by a formal consultation process, including convening a number of stakeholder workshops to focus on specific issues – e.g. victims and witnesses, and diversity.

- 3.2 CJIG also maintains close contact with relevant Ministers (in particular the three CJ Ministers), holding regular joint meetings at which progress is reported and an opportunity extended for Ministerial challenge to the joint programme and activity. Since January 2008, this element of consultation and challenge has been further enhanced by the formation of a non-statutory Advisory Board, the members of which attend all joint Ministerial meetings with CJIG (see [ANNEX 2](#)).
- 3.3 The collaborative work of CJIG to date – as represented in the programmes since 2007/08 and the significant progress in establishing support mechanisms – demonstrates the ability of independent inspectorates to work together to achieve the primary aims which underpinned discussion of merger of inspectorates without the need for such organisational restructure – and all the disruption and distraction that would accompany it.

## 4. DECIDING THE PROGRAMME

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- 4.1 CJIG has established a business planning cycle that ensures that key stakeholders have a genuine opportunity to influence the potential areas for joint activity before the final programme of inspection is decided upon. In addition to the statutory consultation process explained above, each inspectorate draws on its established contacts with individual agencies and sector stakeholders to inform a workshop of chief inspectors, held in October each year.
- 4.2 At the workshop, each potential workstream is assessed against the standard prioritisation criteria (see [ANNEX 3](#)) before the long-list of potential subject areas is selected. This long-list then forms the basis for the more formalised consultation process, and final selection of the areas for inspection occurs in February.

# 'INSPECTING FOR IMPROVEMENT'

## PART B – OUR BUSINESS PLAN FOR 2010–12

### 5. PRIORITIES FOR 2010–12

5.1 The range of proposals for joint inspection activity during 2010–12 can be summarised under five headings:

- a. Current & continuing inspection commitments;
- b. New inspections;
- c. Follow-up and triggered inspections;
- d. Joint work with non-CJ inspectorates;
- e. Development work.

#### a) Current & continuing inspection commitments

5.2 In line with the established collaborative approach of the CJ inspectorates, there are several pre-existing programmes which include commitments to carry out inspection activity during 2010–12, and which involve two or more CJ inspectorates. Such commitments are:

- **Offender Management Inspection – Phase 2 (OMI 2)** – *Led by HMI Probation and involving HMIC and HMI Prisons. Ofsted is also a key partner*  
This programme, which started in September 2009, examines the effectiveness of offender management in all NOMS Probation Areas and Trusts and builds on the findings of the previous OMI inspection (which terminated in April 2009). The inspections focus on the outcomes of work to promote effective offender management, specifically the quality of assessment and sentence planning; implementation of interventions delivered to offenders; and the associated leadership and strategic management. As before, these examinations also focus substantially on Public Protection and Safeguarding children and vulnerable adults.

- **Inspection of Youth Offending Work (IYO)** – *Led by HMI Probation and involving HMIC, HMI Prisons, HMICA, HMCPSI and other non-CJS inspectorates*

Since April 2009, the inspection of youth offending work has consisted of two elements running in parallel. A Core Case Inspection (CCI) covers all 157 areas in England and Wales on a regional basis, and across a three-year period, focusing on Risk of Harm to others, Safeguarding and Likelihood of Re-offending work. This inspection programme was formally approved by DA(PED)<sup>1</sup> in response to a specific request made jointly by the Secretaries of State for Justice and for Children, Schools and Families. The complementary joint thematic inspections cover a number of other aspects of youth offending work in greater depth each year (see new inspections section below).
- **Police Custody Conditions** – *Jointly led by HMIC and HMI Prisons*

In light of the scrutiny requirements of the UN Optional Protocol to the Convention against Torture, HMIC and HMIP have established a programme of inspections of custody conditions in all police forces and London Borough commands. At an average of 15 inspections per year, the programme is expected to take six years to deliver; each year will be a mix of announced and unannounced inspections, with individual published reports for each inspection and periodic 'national overview reports' on emerging trends or findings of particular importance.
- **Youth Court Work & Reports** – *Led by HMI Probation and involving HMCPSI, HMICA and HMIC*

The standard of court work delivered by youth offending team (YOT) staff and the provision of quality reports are important contributors to positive and appropriate outcomes for children and young people. It is also important to ensure that their welfare and the needs of local communities are taken into account. This inspection examines the effectiveness of the contribution made by the YOT partnership and partner agencies.

1 The Cabinet Committee sub-group on Public Engagement and the Delivery of Services

- **Information Exchange and Security of Data** – *Led by HMICA and involving HMCPST, HMIC, HMI Prisons and HMI Probation*

The effective passage of information is at the heart of the creation of an effective CJS. Recent developments, such as the joint inspection report on the case of Peart<sup>2</sup> and losses of confidential data, have raised questions over the timeliness and quality of information flows and how well data is protected. Earlier scoping activity has identified there could be value in examining some elements of information exchange relating to public protection, although the abolition of HMICA will impact on the ability to deliver future inspection activity.

## b) New inspections

5.3 The following new inspection work streams will be commenced during 2010–12:

- **Handling and Investigation of Rape Cases** – *Led by HMIC and involving HMCPST*

The handling and investigation of rape cases has again achieved a high profile, with several individual cases in the media attracting significant Government focus. It is proposed to build upon the findings of two reviews in 2009/10, led respectively by Sara Payne and Baroness Stern. The inspection will concentrate on the quality of service to the victims, with particular emphasis on first response; the effectiveness of specialist units within the police and CPS; and a focus on specific elements highlighted in the reviews, such as video-recorded interviews.

- **Women in the Criminal Justice System** – *Led by HMI Probation and involving all the other inspectorates*

In the light of a number of separate reports on the CJS which have raised individual issues concerning women in the system (including the reviews of Baroness Corston and Lord Bradley), this inspection will assess the extent to which credible non-custodial options are being put forward and taken up in respect of woman offenders.

2 A review to ascertain the circumstances in which Anthony Leon Peart (also known as Anthony Len Joseph) came to be at liberty on the 29 July 2005

- **Public Protection – Risk of Harm to Others** – *Led by HMI Probation and involving all the other inspectorates*  
Public protection remains a high profile concern to the public and professionals. Following the 2009/10 joint inspection of sex offenders, inspectorates will examine samples of MAPPA cases, both adult and youth, to assess how effectively the individual agencies work together to achieve their joint purpose of doing all they can to protect the public.
- **Inspection of Youth Offending – Thematics** – *Coordinated by HMI Probation: specific inspections led by relevant inspectorates (dependent on the topic)*  
Building on a series of IYO thematic inspections in 2009/10, the following areas will be the subject of inspections during 2010/11 and into 2011/12:
  - Youth Offending Interventions – To inspect group or individual work programmes for young people who have offended. Likely to focus primarily on offending behaviour interventions (HMI Probation lead with HMI Prisons);
  - Appropriate Adults and Availability of Suitable Beds for Young People on Remand (“PACE” beds: HMIC lead with HMI Probation);
  - Local Safeguarding Children Boards in Wales (Care and Social Services Inspectorate Wales lead with HMI Probation and HMIC);
  - Transitions from Youth to Adult: from YOTs to probation and associated services (HMI Probation lead with HMI Prisons).

- Appropriate Adults and Availability of Suitable Beds for Young People on Remand (“PACE” beds: HMIC lead with HMI Probation);
  - Local Safeguarding Children Boards in Wales (Care and Social services Inspectorate Wales lead, with HMI Probation and HMIC);
  - Transitions from Youth to Adult: from YOTs to probation and associated services (HMI Probation lead with HMI Prisons).
- **Out-of-Court Disposals** – *Led by HMIC and involving HMCPSI*  
Since 2003, the number of out-of-court disposals administered has more than doubled each year. The report of the House of Commons Justice Select Committee published in August 2009 commented that:

*The growth in the number of out of court disposals represents a fundamental change to our concept of criminal justice and raises a number of concerns about consistency and transparency in the application of punishment.*

These comments reflect concerns which have also been expressed more widely and in November 2009, criminal justice ministers tasked the Office of Criminal Justice Reform (OCJR) to conduct a review with particular emphasis on the use of out-of-court disposals for serious offences and repeat offenders. The second part of the OCJR review (to be undertaken in summer 2010) will examine actual case files where such disposals have been used for apparently serious offences.

Building on the first part of the OCJR work, chief inspectors have decided to carry out a joint inspection to examine the transparency and consistency of use of the wider range of out-of-court disposals.

## c) Follow-up and ‘triggered’ inspections

- 5.4 Chief Inspectors have agreed that there should be part of each year’s programme which allows for follow-up work to build upon, and/or check progress on, previous joint inspections. It is intended that candidates for follow-up work will be identified as part of the consultation process. Similarly it is possible that the Comprehensive



Area Assessments published in December 2009 may lead to a number of 'triggered' joint inspections. Follow-up inspections will be considered in-year on the following topics:

- **Treatment of Young Victims and Witnesses** – *Led by HMCPSP*

The joint report on CJIG's 2008/09 joint inspection of victims and witnesses was published in May 2009. In July 2009, a separate study entitled *Measuring Up* reported, evaluating the implementation of the Government's commitment to young witnesses. It was a research (as opposed to inspection) project by Joyce Plotnikoff and Richard Wolfson which was commissioned by the NSPCC with some funding from OCJR. Both reports raised similar concerns and suggest further focus is required. As part of the follow-up to the joint inspection, it is envisaged the scope would also examine the treatment of young victims and witnesses.
- **Electronic Monitoring** – *Led by HMI Probation*

The joint report on electronic monitoring – *A Complicated Business* – was published in October 2008. It identified key issues around the provision of monitoring and its effectiveness in enforcing curfew and concluded that those involved were "meeting the contract but missing the point". It now seems appropriate to check whether the recommendations from that report have been fully implemented, and what impact they have had on practice.
- **Statutory Charging** – *Led by HMCPSP*

The joint report was published in November 2008 and highlighted that, while the principles were sound, there was a need for significant improvements in the efficiency of the process. With further developments since, the time may be right to revisit the effectiveness of charging arrangements, including the impact of 'streamlined process' and the roll-out of daytime direct.
- **Mental Health in the Criminal Justice System** – *Led by HMI*

In the light of a number of reports, and of findings from the joint inspection published in December 2009, there is a need to look at the very early stages of engagement with the CJS – in particular at police custody suites. This work would be likely to also involve working with healthcare inspectors.

5.5 Chief Inspectors also recognise that beyond these planned inspections there is a need to maintain the continuing ability to respond rapidly to unanticipated issues as they arise, such as was required in the Peart/Joseph case.

## d) Joint work with non-CJ inspectorates

5.6 The CJ inspectorates are also committed to at least one pre-existing programme led by another inspectorate:

- **Safeguarding Children** – *Led by Ofsted and potentially involving all CJS inspectorates*

In recent years, in addition to any bilateral collaboration, CJ inspectorates have contributed to a regular desk-top review of children's safeguarding issues led by Ofsted and have published a triennial joint report. Following a number of high-profile cases and reviews, including that of Lord Laming (following the case of 'Baby Peter' in Haringey), inspectorates are exploring alternative collaboration, including the potential for joint inspection during 2010–11.

5.7 For completeness, the CJ joint business plan seeks to also highlight those elements of the individual inspectorates' programmes that represent 'joint working', albeit primarily involving non-CJ inspectorates.

5.8 The following 'non-CJ joint inspections' will be undertaken in the years 2010/11:

- **Prison Inspections** – by HMI Prisons and numerous other bodies;
- **Police Authority Inspections** – by HMIC and Audit Commission; and
- **Comprehensive Area Assessments** – by Audit Commission, HMIC, HMI Prisons and HMI Probation.

## e) Development work

5.9 There is also a significant element of joint working that supports and underpins the inspection activity. The statutory consultation process forms a major part of this but it also includes business planning, shared services and developing common products.

## 6. THE PLANNING HORIZON

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- 6.1 While the current consultation process is necessarily focussed on the proposals for inspection in the coming financial year, Chief Inspectors will now seek to extend the planning horizon to ensure that there is strategic coherence to successive years' programmes and suitably timed research and scoping activities to better inform future inspections.
- 6.2 Following consideration of the results from this year's consultation, and further discussion of individual proposals within CJCIG, the long-list of potential joint inspections was reduced to form the intended programme for 2010–12. The chart at [ANNEX 4](#) sets out the currently proposed timetable for delivering the selected inspections.
- 6.3 CJCIG will also seek to identify any of the issues raised – and in particular those not forming part of the 2010–12 inspection programme – that should be further scoped, researched or otherwise examined to inform inspection activity in subsequent years.
- 6.4 In finalising the programme for 2010–12, and identifying possible activity in subsequent years, CJCIG is also eager to consider the appropriate role for follow-up inspections or visits in supporting, but not replacing or usurping, the performance management function of agencies inspected. Allied to this consideration will be discussion as to the degree of scrutiny that should be exercised over more centralised functions – for example Local Government Office support to CJS Areas – rather than exclusively focussing on those directly engaged in front-line delivery.

## 7. OBJECTIVES AND TIMESCALES FOR 2010–12

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**7.1** The key objectives of joint CJ inspection for 2010–12 will be the six set out above in paragraphs 2.3 and 2.4, under the high level process areas of community safety, justice, offender management and custodial conditions, and incorporating victim and witness experience and equality and diversity.

**7.2** In the following tables, the individual inspections and scoping studies are listed with brief details of the key targets, dates and inspectorates involved. Inspectorates are listed in one of three categories:

- **Lead:** providing the lead inspectors, methodology and support;
- **Partner:** involved throughout, including inspection fieldwork<sup>3</sup>; or
- **Advise:** providing evidence, statistics and/or advice only.

[Note: in the tables that follow, the latter two categories may change during the planning and implementation process]

<sup>3</sup> Or substantive involvement in scoping studies – where no fieldwork takes place

## Objective 1 – Community safety

To continue to develop the capability to inspect policing and key police partners for crime and disorder reduction, in the context of wider proposed changes in the inspection of local partnerships (e.g. crime and disorder reduction partnerships).

Activity and subject	Target or timescale	Inspectorates
Inspection		
Safeguarding Children	Scoping of potential inspection work to be completed by August 2010	Lead: Ofsted Partner: HMIC Advise: other CJ inspectorates
Public Protection – Risk of Harm to Others	Pilot exercise to be undertaken in 2010 and main fieldwork in spring 2011	Lead: HMI Probation Partner: HMIC Advise: other CJ inspectorates
Mental Health in the CJS	Scoping for inspection to be completed by August 2010	Lead: HMIC Partner: CQC Advise: other CJ inspectorates

## Objective 2 – Bringing offenders to justice

To develop an end-to-end capability to inspect the process of enforcing the criminal law through the institution of proceedings, their determination and the enforcement of Court Orders, including the experience of victims and witnesses throughout the process.

Activity and subject	Target or timescale	Inspectorates
Inspection		
Out-of-Court Disposals	Phase 1 of the inspection to be completed by July 2010 with phase 2 planned for autumn	Lead: HMIC Partner: HMCPSI
Youth Court Work and Reports	Fieldwork to be completed by June 2010 and report due in autumn	Lead: HMI Probation Partners: HMCPSI, HMICA and HMIC
Statutory Charging	Inspection to be completed by Summer 2011	Lead: HMCPSI Partner: HMIC

## Objective 3 – Offender management

To continue to develop the existing programme of Offender Management inspections that assess how well offenders (adults and young people) are managed from start to end of their sentences (custodial or community sentences), to punish, help, change or control each individual offender in accordance with the needs of the individual case. There is a special focus on the assessment and management of each offender's risk of harm to others.

Activity and subject	Target or timescale	Inspectorates
Inspection		
Offender Management Inspection – Phase 2 (OMI 2)	Inspection of work in all NOMS Probation Trusts plus institutions by 2012	Lead: HMI Probation Partner: HMI Prisons, HMIC, Ofsted
Inspection of Youth Offending Work (IYO)	Core case inspection of work in 157 YOT areas to be completed by 2012	Lead: HMI Probation Partner: HMIC, HMI Prisons, non-CJS inspectorates
Information Exchange and Security of Data	Collate information from other strands with preparation late in 2009/10	Lead: HMICA Partner: All CJ inspectorates
Inspection of Youth Offending – Interventions	Planning April – June, fieldwork Sept – November 2010	Lead: HMI Probation Advise: HMI Prisons
Inspection of Youth Offending – Appropriate Adults & PACE Beds	Planning October – December 2010, fieldwork January – March 2011	Lead: HMIC Partner: HMI Probation
Inspection of Youth Offending – LSCBs in Wales	Planning to end of 2010, fieldwork January – March 2011	Lead: CSSIW Partner: HMIC, HMI Probation
Inspection of Youth Offending – Transitions from Youth to Adult	Planning early 2011, fieldwork June – October 2011	Lead: HMI Probation Advise: HMI Prisons, other CJ inspectorates
Electronic Monitoring	Initial scoping January – March 2011	Lead: HMI Probation Partner: HMIC

## Objective 4 – Custodial conditions

To continue to develop existing joint arrangements in inspecting prisons, prisoner escort services, police and court cells and immigration detention.

Activity or deliverable	Target or timescale	Inspectorates
Inspection		
Police Custody Conditions	Programme of inspection in 43 forces and 32 London boroughs at 15 inspections per year	Lead: HMI Prisons & HMIC

## Objective 5 – Victim and witness experience

To examine the overall experience of victims and witnesses throughout their interaction with the criminal justice system to identify levels of satisfaction and areas for service improvement.

Activity or deliverable	Target or timescale	Inspectorates
Inspection		
Handling and Investigation of Rape Cases	Detailed planning from May to July; fieldwork August to October	Lead: HMIC Partner: HMCPSI
Treatment of Young Victims and Witnesses	Inspection to be completed by April 2011	Lead: HMCPSI Partner: HMIC



## Objective 6 – Equality and diversity

To actively promote equality and diversity – both in respect of internal processes and in service provision to all users – and to identify and address improper discrimination within the CJS.

Activity or deliverable	Target or timescale	Inspectorates
Inspection		
Women in the CJS	Fieldwork September – December 2010	<b>Lead: HMI Probation</b> <b>Partner: All CJ</b> <b>inspectorates</b>

## 8. PROGRAMME BALANCE IN 2010–12

8.1 Taken together, the programme provides coverage of the six joint objectives, as outlined earlier.

	Community safety	OBTJ	Offender management	Custody conditions	Victim & witnesses	Race & diversity
Current & continuing inspections						
OMI2			✓			
IYO			✓			
Police custody				✓		
CWRTI		✓				
Information flows			✓			
Children's safeguards	✓					
New inspections						
Handling of rape cases		[✓]			✓	
Women in the CJS			[✓]			✓
Public protection – risk of harm	✓		[✓]			
IYO – interventions			✓			
IYO – PACE beds			✓			
IYO – LSCBs in Wales	✓					

	Community safety	OBJ	Offender management	Custody conditions	Victim & witnesses	Race & diversity
<b>New inspections</b>						
IYO – transition youth to adult			✓			
Out of court disposals		✓				
<b>Follow-up &amp; triggered inspections</b>						
Young victims & witnesses					✓	
Electronic monitoring			✓			
Statutory charging		✓				
Mental health	✓		[✓]			

Note: where two objectives apply, the secondary one is in square brackets.

**8.2** Although there are few specific work strands in the categories of 'victims & witnesses' and 'race and diversity', these themes will also be picked up as themes threaded through each of the other workstreams.

## 9. RESOURCES FOR 2010–12

- 9.1** Each of the work streams within the proposed programme has a nominated lead inspectorate, with others identified as either 'partners' – engaged substantially in the fieldwork and/or research phases – or 'advisers' – where contributions are more limited. Consequently, the predicted resourcing for each workstream reflects these differential roles.
- 9.2** Resources allocated from each inspectorate are set out in the charts and tables that follow, and are expressed in deployable 'inspector hours'. While each inspectorate approaches this issue slightly differently in their individual budgeting processes, the allocations take account of both time spent actually engaged in inspection fieldwork and the preparatory, research and finalisation stages of the proposed activities.

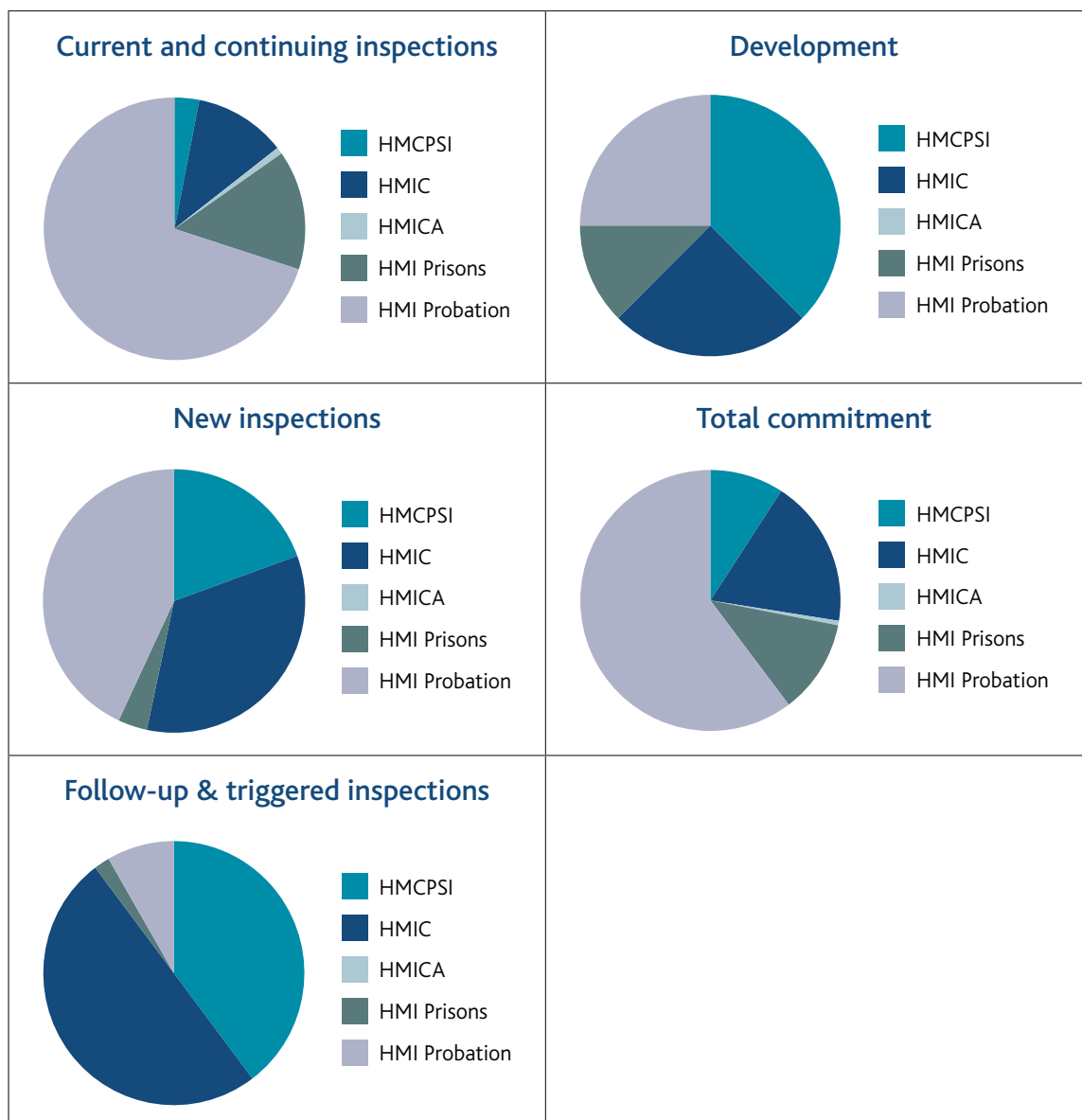
	HMCPSI	HMIC	HMICA	HMI Prisons	HMI Probation	TOTAL
Current & continuing inspection						
OMI2		100		400	13,500	14,000
IYO – Cases					12,000	12,000
Police Custody		3,200		5,000		8,200
Youth court work	400	200	200		450	1,250
Information Flows	100	50	100	50	50	350
Children's Safeguards	650	650		100	50	1,450

	HMCPsi	HMIC	HMICA	HMI Prisons	HMI Probation	TOTAL
<b>New inspections</b>						
Handling of Rape Cases	1,000	1250	0*			2,250
Women in the CJS	400		0*	150	1,250	1,800
Public Protection – Risk of Harm		650		150	1,750	2,550
IYO – Interventions				50	1,250	1,300
IYO – PACE		500		50	500	1,050
IYO-linked – LSCB in Wales		500			500	1,000
IYO – Transition				50	50	100
Out-of-Court Disposals	1,000	1,250	0*			2,250
<b>Follow-up &amp; triggered inspections</b>						
Young Victims & Witnesses	750	500	0*			1,250
Electronic Monitoring		100			200	300
Statutory Charging	200	100				300
Mental Health		500		50		550

	HMCPsi	HMIC	HMICA	HMI Prisons	HMI Probation	TOTAL
Development						
Development & Other Work	300	200	0*	100	200	800
TOTALS	4,800	9,750	300	6,150	31,750	52,750

Note: \* HMICA would have expected to have been involved in these work streams

The charts below show the relative resource allocations of each inspectorate (in deployable inspector hours) by category of activity.



# ANNEX 1

## THE GOVERNMENT'S TEN PRINCIPLES OF INSPECTION

The principles of inspection in this policy statement 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.

# ANNEX 2

## JOINT CRIMINAL JUSTICE INSPECTION ADVISORY BOARD

### Function

The advisory board on joint inspection is a non-statutory body whose role is to provide an independent external challenge to the work of the five criminal justice Chief Inspectors.

The board advises meetings of the five Chief Inspectors with the Ministers of the three Departments on whether the following key objectives of joint inspection activity are being achieved:

- a holistic justice sector inspection regime, underpinned by the Government's Ten Principles of Inspection, with satisfactory coverage of whole processes;
- a focus on the experience of end users;
- proportionality and management of potential administrative impact on inspected bodies;
- efficiency, especially by means of collaboration within and beyond the justice sector; and
- value for money.

### Membership

Professor Stephen Shute – Professor of Criminal Law and Criminal Justice, University of Birmingham

Professor Rod Morgan – Former HM Chief Inspector of Probation and former Chair of the Youth Justice Board

Dr Silvia Casale – Chair of UN Subcommittee on Prevention of Torture and former Inspector of Prisons.

# ANNEX 3

## PRIORITISATION CRITERIA

In seeking to identify relevant criteria by which to judge potential joint inspection projects, two categories of criteria emerge, namely:

- **Qualifying criteria:** to be included in the joint inspection programme proposed activity needs to meet basic requirements; and
- **Prioritising criteria:** to rank the qualifying joint projects, to inform programme compilation and validate decisions on inclusion or exclusion.

### a) Qualifying criteria

To pass the first stage of consideration all joint inspection projects should:

- relate to cross-cutting work that involves two or more of CJ inspectorates;
- have an identified lead CJ inspectorate;
- have a clearly defined scope and purpose; and
- meet the Government's key principles for inspection, in particular:
  - contribute to service improvement;
  - be outcome-focussed; and
  - have a user perspective.

Those candidate projects which pass the first stage then enter the long-list for prioritisation.

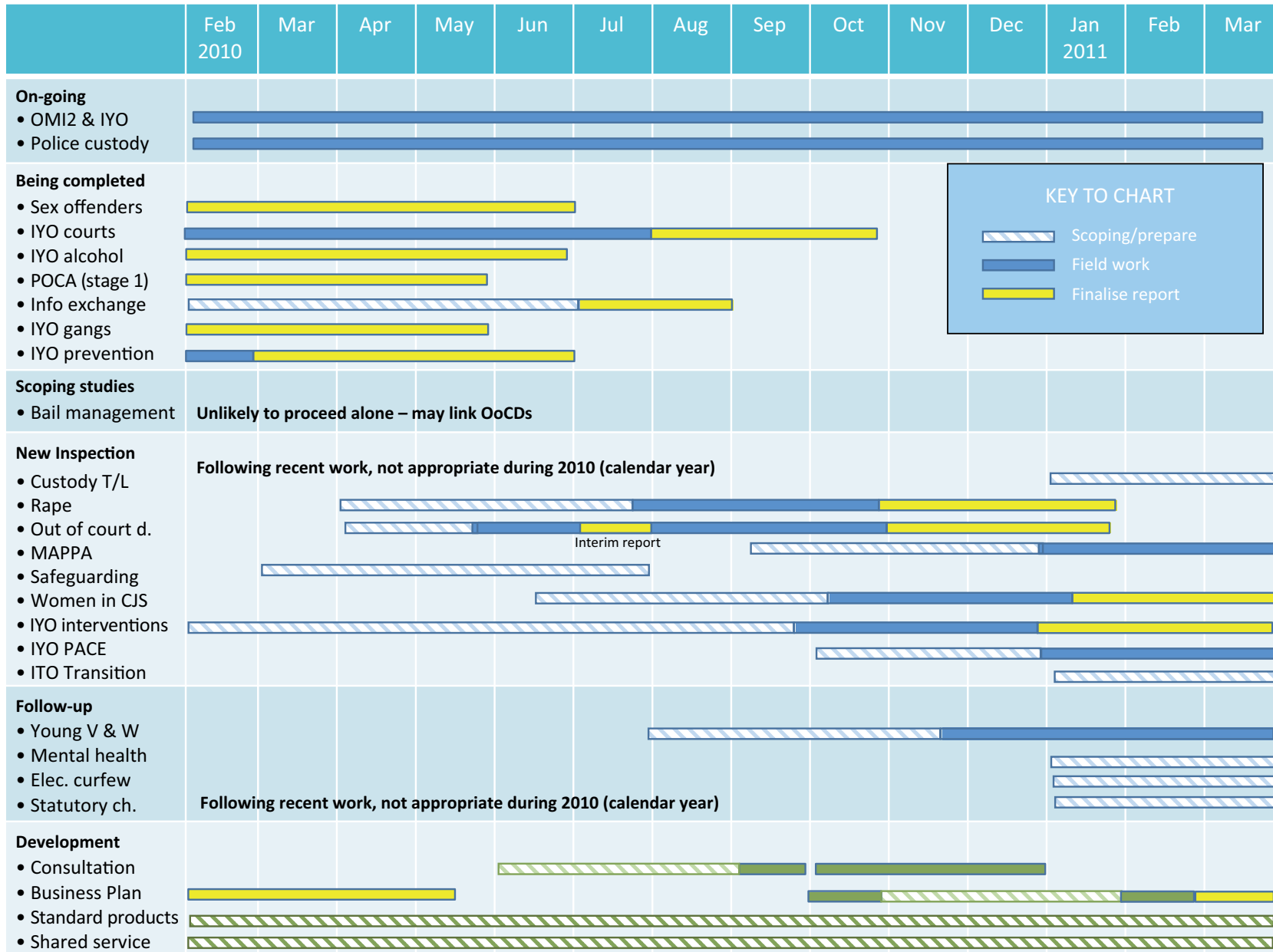
## b) Prioritising criteria

In considering inclusion in the draft joint inspection programme, candidate projects will be assessed against:

- Pre-existing commitments to delivery; a number of projects are elements of extant programmes and will be progressed in response to pre-existing commitments;
- Support to Government priorities for the CJS;
- Balance of impact versus resource: the degree of impact or value added in proportion to the effort required to implement the inspection activity;
- Practicality, deliverability and risk: having regard to the availability of staff, specialist skills or expertise in the relevant timetable for implementation;
- Incompatibility with other programmes: the potential to clash or adversely affect other activity in the same or similar subject area;
- Additional value gained through joining up inspectorate working: the ability to shed greater light or achieve greater insight through joint-working than by the sum of individual efforts; and
- Proportionate coverage of relevant high level CJ processes: contributing in areas of scrutiny otherwise under-represented in the overall programme.

## Additional considerations

- There are also several 'joint inspections' which are led by non-CJ inspectorates and really only involve one of the CJ inspectorates, but which may impinge on others (or at least need an advisory input).
- High profile may be afforded by events to particular topics which would not otherwise be expected to feature in a risk-assessed or prioritised list.



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