

JOINT INSPECTION BUSINESS PLAN

2011–13

CONTRIBUTORS

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INTRODUCTION

This business plan is the fourth published under the statutory framework established by the Police and Justice Act 2006 and each plan has demonstrated further progress in effective targeting of joint activity to ensure an equitable balance of administrative impact and service benefit for those agencies and partnerships subject of scrutiny.

This will be the first full programme delivered since the abolition of HM Inspectorate of Court Administration and so we will ensure that those aspects of the criminal justice system directly reliant on the court service are not excluded from consideration.

The criminal justice landscape itself is also changing, not least in response to budgetary pressures and a greater political focus on localism in service delivery. We will be conscious of these developments in targeting our joint work, in focusing on value for money, and in identifying issues of both national and local importance.

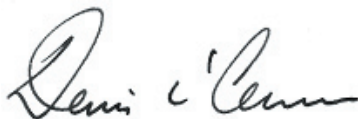
For all these changes, however, our joint programme for 2011–13 represents an extensive examination of key issues across a wide spectrum of criminal justice activity. We feel sure that those whose work we inspect will continue to respond positively to our reports, resulting in improved practice across the criminal justice system. This in turn should lead to increased public confidence and better outcomes for service users.



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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 criminal justice (CJ) inspectorates – of Constabulary, Crown Prosecution Service (CPS), 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 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. A key strength of joint inspection is its ability to examine processes and activities which cross boundaries between, or otherwise involve, two or more CJ agencies. This focus allows us to better relate individual or joint activities to outcomes, and to identify either good practice or barriers to service. 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:** involving police, CPS, courts and YOTs;
 - **Offender management:** involving probation, prisons and YOTs; and
 - **Custodial conditions:** involving prisons, police, courts and immigration services.

¹ HM Inspectorate of Court Administration was subsequently abolished in 2010.

- 2.2. In addition, in all of our joint 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.**
- 2.3. 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 remains a number of work streams in progress where either fieldwork is incomplete or has yet to start, although we have committed to the work being done. The resourcing for these inspections is considered alongside the commitment to new work streams.
- 3.3. Each work stream, whether a full inspection or a scoping study (an inquiry to identify the need for, focus and scope for any 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.
- 4.2. During 2010/11, this consultation process included two stakeholder workshops in October – the product from which can be found on our respective websites (see [page 15](#)) and a formal consultation with organisations stipulated under statute (a copy of which is available on HMCPSI's website). In addition, we received a number of individual written contributions from stakeholders, prompted by their involvement in the earlier conferences. We were pleased to receive all contributions and have considered each in detail before finalising our programme.
- 4.3. Once the above considerations are completed, we compile a draft programme and present it to CJ Ministers for any final comments before publication. The programme for 2011–13 is set out in detail in [Section B](#) which follows and new inspections and scoping studies are summarised in the table attached at [ANNEX B](#) to this plan.

B. OUR PROGRAMME FOR 2011–13

The proposed programme has three component parts, namely:

- **Continuing commitments** – ongoing or incomplete work from the previously published two-year programme;
- **New inspections** – arising from the decision-making process described above; and
- **Scoping studies** – areas requiring further examination and evaluation before deciding on the need for, 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 2011–13. The first group consists of relatively long-term rolling programmes – visiting all areas of England and Wales in rotation over several years and publishing reports on each individual inspection event.

Subject	Lead inspectorate
Offender Management Inspections (Phase 2 – OMI2) – This programme started in 2009, and will involve inspection of all probation trusts by 2012	HMI Probation
Police Custody Inspections – This programme started in 2008 and will involve inspection of all police forces by 2013	HMIC & HMI Prisons
Inspection of Youth Offending Work (IYO – previously YOT inspections) – This programme started in 2009, and will involve inspection of all 157+ areas in England and Wales by 2012	HMI Probation

- 5.2. The second group consists of 'one-off' thematic inspections, visiting a selection of areas (usually six to eight), and resulting in one composite thematic report. These were started during 2010/11, but will not be completed until part-way through 2011/12.

Subject	Lead inspectorate
Public Protection - risk of harm to others – Fieldwork ended in March 2011, with the report due in the early autumn of 2011	HMI Probation
Mental Health in the CJS – Scoping completed in March 2011 with fieldwork scheduled from June 2011	HMIC
Young Victims & Witnesses – Fieldwork and file examination from January to April, with report in summer 2011	HMCPSI
Handling Rape Suspects – Fieldwork completed by March 2011 with report due by June 2011	HMIC
Women in the CJS – Fieldwork completed by March with report due in June 2011	HMI Probation
IYO – Appropriate Adults and PACE Beds – Fieldwork scheduled for April to June 2011	HMIC
IYO – Transition from Youth to Adult – Fieldwork scheduled to start in June 2011	HMI Probation

6. NEW INSPECTIONS

6.1. The table below sets out the new thematic inspections which are scheduled to commence in 2011–13.

Subject	Lead inspectorate	Others involved
<p>Value for Money and efficiency in the CJS – Discussions are underway to work with the NAO to examine wider CJS processes to identify whole cross-system efficiencies, rather than concentrating on specific areas of activity in individual agencies.</p>	National Audit Office	HMIC; HMCPSP; HMI Probation
<p>Victim experience – Domestic Violence (DV) and sex offences – Either a general sample, or a sample of DV victims, or a sample of victims of sexual offending. Generally, we could track through the sample and find how far they are satisfied with how they have been treated – particularly sensitive and relevant with either of the two specialist groups of victims – and/or we can see if an improved service to DV cases might lead to a reduction in ‘failed’ trials.</p>	HMCPSP	HMIC; HMI Probation
<p>Restorative justice – including post-sentence – To identify a range of practices where there is a clear restorative justice element, either as part of a sentence or instead of one, and assess the costs and benefits of what is being achieved. This could be done across both adult and youth offending work to identify how restorative justice can assist in making victims feel safer and help offenders make amends.</p>	HMIC	HMCPSP; HMI Probation
<p>Looked-after children – out of area offending – Establish how YOTs become aware of children locally out of their own area and how they work with them and the home YOT (part of the ‘transitions’ theme).</p>	HMI Probation	HMIC; HMI Prisons; CQC; Ofsted; Welsh Inspectorates
<p>Resettlement: accommodation & Employment, Training and Education (ETE) – A ‘through-the-gate’ examination of how the accommodation and ETE needs of adult prisoners are identified and addressed within custody and on release, including links with external agencies and the use of Release on Temporary Licence (ROTL) as part of resettlement and reintegration planning.</p>	HMI Prisons	HMI Probation; Ofsted; Estyn

- 6.2. The above represents a significant resource commitment and may be subject to review in-year if resource availability changes. In addition, there is a set of 'reserve' subjects which may be considered in-year should any of the above be subject to delay or deferral (see **ANNEX B**).

7. SCOPING STUDIES

- 7.1. A number of subjects emerged during the consultation which chief inspectors considered worthy of joint attention, but which require further work to evaluate where any inspection activity could add value. In some cases the scoping will undoubtedly assist in targeting inspection but in some it is likely to identify other more appropriate activity – for example an area for further research.
- 7.2. The table on **page 10** sets out the high-level description of subjects agreed for scoping studies, and lead inspectorates.

Subject	Lead inspectorate	Others involved
Corruption & drugs in prisons – An initial scoping study and literature review relating to staff corruption in the prison context, particularly in relation to drugs, and a description of the current responses to such risks in England and Wales. Depending on the outcome of the scoping study, a fuller thematic inspection may be undertaken exploring the scale of the problem and adequacy and resilience of the response in the face of contemporary threats, including by organised crime.	HMI Prisons	HMIC
Local justice through partnerships – To examine the business maturity of local criminal justice boards in delivering justice services in a time of austerity.	HMIC	HMCPSI; HMI Probation
Sentencer involvement in reviews of progress through sentences – To examine various involvements including special courts (eg drugs courts)	HMI Probation	HMCPSI
Life sentences – To review how prisoners sentenced to life progress through their sentence, and are then managed on release	HMI Probation	HMI Prisons
Learning disabilities & difficulties – To review how well offenders with learning disabilities are managed through the CJS	HMI Probation	HMIC; HMCPSI
High demand families / dynasties – To explore whether a piece of inspection might assist current policy considerations concerning ‘intergenerational crime’ – typically, families where the son replicates the father’s persistent criminal behaviour (not ‘organised crime families’, which is a different topic altogether)	HMI Probation	HMIC; Audit Commission

- 7.3. Scoping studies will aim to report to chief inspectors by September 2011 at the latest, to allow full consideration of their respective merits when reviewing resourcing and prioritisation of the current plan.

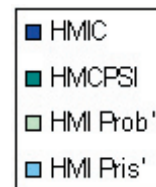
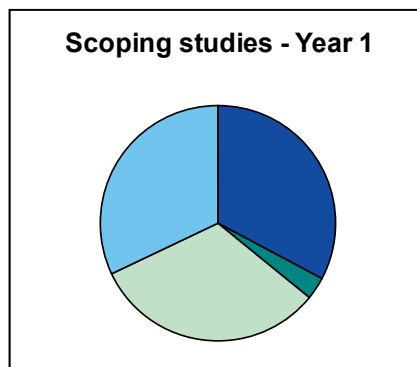
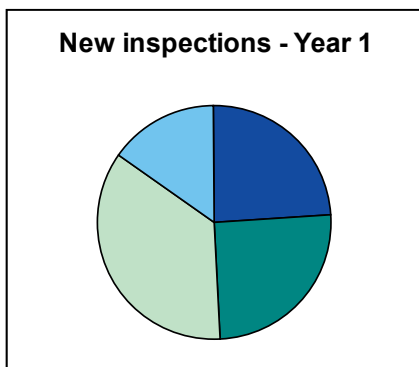
C. RESOURCING OUR PROGRAMME

8. INSPECTORATE RESOURCES

8.1. The programme as set out in **Section B** represents a major commitment of resources for each of the CJ inspectorates. **ANNEX B** contains an indicative estimate of each inspectorate’s resource commitment to each of the proposed work streams. These commitments are further summarised below.

Year 1

Work stream	Indicative resourcing (inspector hours)				Total
	HMIC	HMCPsi	HMI Prob'	HMI Pris'	
Continuing commitments ² - ongoing	3200	0	2000	5000	10200
Thematics (from 2010/11)	550	1650	950	100	3250
Sub-total	3750	1650	2950	5100	13450
<hr/>					
New inspections (year 1)	2050	2100	3000	1300	8450
Scoping studies (year 1)	1075	100	1050	1050	3275
Sub-total	3125	2200	4050	2350	11725



8.2. It is important to stress that the above figures, and those in **ANNEX B**, 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.

² Excluding the amounts for Offender Management Inspection and Inspection of Youth Offending, which are accounted for elsewhere.

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.

ANNEX B

SUMMARY OF NEW WORK STREAMS IN
JOINT INSPECTION PROGRAMME: 2011–13

Work stream subject		Inspectorate involvement & indicative resourcing (inspector hours)				Other inspectorates to be involved
		HMIC	HMCPSI	HMI Prob'	HMI Pris'	
PROPOSED INSPECTIONS – YEAR 1						
1	VfM and efficiency in the CJS	Support 750	Support 750	Support 250	-	Lead: NAO
2	Victim experience – DV and sex offences	Support 500	Lead 1000	Support 500		
3	Restorative justice – including post-sentence	Lead 750	Support 350	Support 500	-	
4	Looked-after children – out of area offending	Input 50	-	Lead 1250	Input 50	Ofsted; Care Quality Commission & Welsh equivalents
5	Resettlement: accommodation & ETE	-	-	Support 500	Lead 1250	Ofsted; Estyn
SCOPING STUDIES – YEAR 1						
6	Corruption & drugs in prisons	Support 750	-	-	Lead 1000	
7	Local justice through partnerships	Lead 250	Input 50	Input 50	-	
8	Sentencer involvement in reviews	-	Input 25	Lead 250		
9	Life sentences	-	-	Lead 250	Input 50	
10	Learning disabilities & difficulties	Input 25	Input 25	Lead 250	-	
11	High demand families / dynasties	Input 50	-	Lead 250	-	Audit Commission

OTHER POSSIBLE INSPECTIONS – YEAR 1 ‘RESERVES’ OR YEAR 2						
12	Children’s safeguards (See note a)	Support 250	Support 250	Support 250	Support 250	Lead: Ofsted
13	Charging – follow-up and review (See note b)	Support 250	Lead 900	-	-	
14	Integrated prosecution teams (See note b)	Support 250	Lead 1250	-	-	
15	Handling of disability hate crime (See note c)	Support 250	Lead 1185	-	-	
16	Sex offending by C&YP	Input 50	-	Lead 500	Input 50	Ofsted; Care and Social Services Inspectorate Wales; CQC; Healthcare Inspectorate Wales
CONSULTED SUBJECTS NOT IN DRAFT PROGRAMME						
17	ASBOs	No longer appropriate - with the announcement of replacement of ASBOs				
18	Information flows & data security	No substantial stream identified beyond the work led by HMICA in 2010/11				
19	Parole reports	Resources permitting, HMI Probation may well do a single inspectorate thematic inspection on parole reports in the next year or so				

NOTES:

- a) **Work stream 12:** This represents a contingency pending any approach from Ofsted.
- b) **Work streams 13 & 14:** These originally proposed separate CJJI work streams are likely to be subsumed into work stream 1 if progressed in conjunction with NAO.
- c) **Work stream 15:** There may be an opportunity to include some elements of hate crime into the victim experience work stream.

TO CONTACT US OR TO FIND OUT MORE

Visit: www.hmic.gov.uk
www.hmcp.si.gov.uk
www.justice.gov.uk/inspectorates/hmi-probation
www.justice.gov.uk/inspectorates/hmi-prisons

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