



CRIMINAL JUSTICE INSPECTORATES



JOINT INSPECTION BUSINESS PLAN

2007/08



Her Majesty's
Inspectorate
of Prisons



INSPECTING FOR IMPROVEMENT

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INTRODUCTION

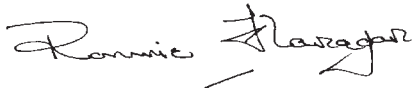
There is an established history of collaborative working between Her Majesty's Inspectorates of Constabulary, the Crown Prosecution Service, Courts Administration, Prisons and Probation, but this business plan constitutes the first to be prepared and published jointly by the five criminal justice (CJ) Chief Inspectors.

With effect from 2008/09, our joint business plan will be subject to statutory consultation under provisions of the Police and Justice Act 2006, and will form an integral part of a consolidated joint planning framework. This current plan has been produced in the context and spirit of those provisions and of the formal collaboration that they establish.

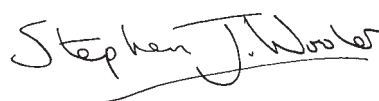
Our inspection programme for 2007/08 has been designed to spur improvements in the quality of services provided to the end users of the criminal justice system (CJS) and to reassure Ministers and the public about the safe and proper delivery of these services. It includes activity across all the key areas of the CJ process and will specifically focus on the quality of outcomes, including the experience of victims and witnesses.

We shall be increasing our focus on the effectiveness of the CJS as a whole, while still maintaining scrutiny of the constituent agencies and institutions. This programme will add value to the work of the individual inspectorates while further reducing duplication of effort and oversight.

Sir Ronnie Flanagan



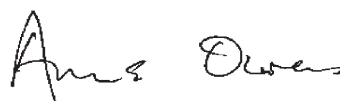
Stephen Wooler



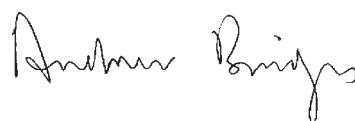
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PART A – CONTEXT OF THE PROGRAMME

1. TRANSFORMING JOINT INSPECTION

- 1.1. During 2005, the Government signalled its intention to transform and streamline the inspection of public services, with a reduction from 11 individual inspectorates to just four. The primary aims of the proposed changes were to:
 - refocus inspection on what is relevant to the users of public services, the way they use them and the outcomes they experience;
 - rationalise, in order to simplify and manage better the complex pattern of multiple scrutiny that service providers experience; and
 - reduce the amount of inspection activity and burden generated, and the variety of approaches that is a feature of having so many bodies performing similar tasks.
- 1.2. Part of this transformation was to have been the creation of a new inspectorate – the Justice, Community Safety and Custody Inspectorate – through the merger of the five CJ inspectorates. In the event, provisions to amalgamate the inspectorates were withdrawn from the Police and Justice Bill. Ministers were persuaded that their aims could be achieved through enhanced joint working between the separate inspectorates. Despite this change of approach, the Government’s vision for a more effective and joined-up CJS remains unchanged.
- 1.3. The Chief Inspectors are committed to developing an enhanced programme of joint work, including: more and improved joint inspections; a business plan for joint work supported by a planning framework and common secretariat; and the sharing of support services, where appropriate, so as to provide additional resources for this approach. In line with statutory requirements (see section 2 below), all the above should be delivered by the business year 2008/09.

- 1.4. In fact, substantial progress has already been made towards delivering against these commitments a year early. The Chief Inspectors have set out in this plan a major programme of joint inspection for 2007/08. The programme contains some previously agreed activity but is significantly enhanced by new strands of joint work – many of which would not have been delivered during what would have been the transition year to a single inspectorate.
- 1.5. Even during the planning stage for this programme, additional benefits have already accrued from the greater collaboration of the inspectorates – for example in sharing individual risk assessments and priorities – and through early implementation of the spirit of the statutory duties that will follow, for example joint work on offender management and joint scrutiny of convicted prisoners held temporarily in police custody.
- 1.6. The coming year also provides the opportunity to develop and establish the detailed support frameworks, consultative processes and methodologies that will underpin the statutory programmes from 2008/09. An interim inspection planning framework and secretariat are already in place and a structured examination of the potential for sharing support services is under way, including external consultancy and challenge.

2. LEGISLATIVE LANDSCAPE

- 2.1. The Police and Justice Act 2006 will form the main legislative framework for joint inspection of the CJS. Part 4 of the Act establishes a statutory responsibility on each of the five inspectorates to:
- co-operate with each other, and with 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 activity of specified organisations; and
 - delegate authority to inspect such organisations to each other, or to other public authorities, as appropriate.

2.2. Commencement orders will bring relevant parts of the Act into effect from April 2007, and so the first full consultation process will take place thereafter. The process will directly shape and inform the business plan for 2008/09.

2.3. This plan formalises these arrangements in anticipation of the statutory requirements. It is a record of proposed joint activity in 2007/08 and will be used by the Chief Inspectors to manage joint inspection activity. It forms the foundations of the joint planning process for 2008/09 onwards.

3. GOVERNMENT VISION FOR THE CJS

3.1. The Office for Criminal Justice Reform has developed a vision for the CJS for 2008 which provides the context of joint working for the CJ inspectorates:

- The public has confidence that the CJS is effective and that it serves all communities fairly.
- Victims and witnesses receive a consistent, high standard of service from all CJ agencies.
- More offences are brought to justice through a more modern and efficient CJ process.
- Rigorous enforcement has revolutionised compliance with sentences and orders of the court.
- The CJS is a joined-up, modern and well-run service, and an excellent place to work for people from all backgrounds.

3.2. This vision is reinforced by the Government's Public Service Agreements relating to the CJS:

- To reduce crime by 15 per cent (from the 2002 baseline) – and further in high crime areas – by 2007/08.

- To improve the delivery of justice by increasing the number of crimes for which an offender is brought to justice to 1.25 million by 2007/08.
- To reassure the public, reducing the fear of crime and anti-social behaviour and building confidence in the CJS, without compromising fairness.

4. THE PURPOSE OF INSPECTION

4.1. The overall purpose of inspection is set out in the Government's principles of inspection – attached in full as Annex 1 to this plan. In brief, the ten principles are to:

- recognise the purpose of improvement;
- focus on outcomes;
- focus on the user perspective;
- be proportionate to risk;
- encourage self-assessment;
- use impartial evidence;
- disclose inspection criteria;
- be open about processes and robustly quality assured;
- have regard to value for money; and
- continually learn from experience.

4.2. Working within these overall principles, each of the five independent inspectorates has an individual statement of purpose, as set out in Annex 2 to this plan.

5. DEFINITION OF JOINT INSPECTION

- 5.1. Part 4 of the Police and Justice Act 2006 sets out within each of the inspectorate-specific sub-sections 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.
- 5.2. This definition therefore encompasses joint work that is already part of each inspectorate's core business, whether involving CJ inspectorates or other outside authorities – for example the Audit Commission or Ofsted – in addition to new joint work with CJ colleagues.

6. FOCUS FOR JOINT INSPECTION

- 6.1. The existing statutory remits of the five inspectorates remain, but they are enhanced by the additional duties referred to in paragraph 2.1. It follows that the individual purpose statements of the inspectorates remain fully valid for the individual areas of focus but require an overlay to reflect the value that can be added by joint inspection activity.
- 6.2. In essence, the new landscape creates two tiers of inspection activity: solely-owned – where an individual CJ inspectorate carries 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, although one will usually be nominated as 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.
- 6.3. 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 CJ agencies. To reflect this, joint CJ inspection activity is configured around four high-level business processes, as shown in the table below.

| Business process | Main agencies/functions covered |
|-------------------------------|--|
| Community safety | Police, Probation |
| Bringing offenders to justice | Police, Crown Prosecution Service, Court Administration, Probation |
| Offender management | Probation, Prisons, Police |
| Custodial conditions | Prisons, Police, Court Administration, Border and Immigration Agency |

6.4. The broad objectives for inspection in each process will be as follows:

- **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).
- **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.
- **Offender management** – to continue to develop the existing programme of offender management inspections that assess how well offenders 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.
- **Custodial conditions** – to continue to develop existing joint arrangements for inspecting prisons, prisoner escort services, police and court cells and immigration detention.

6.5. There are, of course, overlaps between the four high-level processes that require distinct judgements to be made, and so inspections will be planned and integrated in a coherent way. There are also some key cross-cutting factors that warrant specific attention within the programme, in particular the overall focus on outcomes for service users. In light of this, two further objectives will focus inspection activity:

- **Victim and witness experience** – to examine the overall experience of victims and witnesses throughout their interaction with the CJS to identify levels of satisfaction and areas for service improvement.
- **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.

6.6. 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.

7. THE ROLE OF CJCIG

7.1. The Criminal Justice Chief Inspectors Group (CJCIG) consists of the five Chief Inspectors from the CJ inspectorates. The Group's role is set out in its terms of reference as:

"To foster and contribute to the continuous improvement of the criminal justice system for all its stakeholders, through a programme of individual and co-ordinated inspections and monitoring, in accordance with the Ministers' policy for better joined-up government."

7.2. In 2006, in direct discussions with the Home Secretary, the Lord Chancellor and the Attorney General, the Chief Inspectors committed to deliver a streamlined and modern inspection process, as set out in the Government's principles of inspection, strengthening and broadening joint working across inspectorates while retaining single agency inspection where appropriate.

- 7.3. The Police and Justice Act 2006 further specified the expectations of joint working and introduced the requirement for a fully consulted, statutory joint business plan, with the first full year of delivery being 2008/09.
- 7.4. In the spirit of the commitment to Ministers, the Chief Inspectors have decided to implement a joint programme a year earlier than required, in 2007/08, having due regard to all the elements of the intended new approach. This programme will include a mix of early implementation of inspection in some areas and scoping or preparatory work in others, working towards full implementation in 2008/09.
- 7.5. The primary aims of the transformation and streamlining of public sector inspection (as set out in full in paragraph 1.1) are to: refocus inspection on user experience and outcomes; simplify complex multiple scrutiny; and reduce unnecessary or duplicate inspection activity. The collaborative work of CJCIG to date – as represented in the proposed programme of work and the significant progress in establishing support mechanisms – demonstrates the ability of independent inspectorates to work together to achieve each of these primary aims without the need for organisational restructuring.

“INSPECTING FOR IMPROVEMENT”

PART B – OUR BUSINESS PLAN FOR 2007/08

8. FOCUS ON LOCAL AND NATIONAL SERVICE DELIVERY

- 8.1.** In previous years, the CJ inspectorates have delivered joint programmes containing a number of inspections of individual CJ Areas – examining aspects of their general performance and overall service delivery – and thematic inspections – focusing on a single theme or issue of concern across a number of Areas. Stakeholder consultation produces consistent support for the value added by thematic inspections but, although generally supportive, there are more mixed views on the benefits derived to date from the broader general Area inspections. The framework and approach adopted for the examination of CJ Areas in turn, across a wide range of their functions, have proven to be slow and resource intensive, have presented little opportunity for routine follow-up, and have given only limited ability to concentrate on issues of particular cross-cutting concern or with read-across to other CJ Areas.
- 8.2.** An independent evaluation¹ identified that those inspected regarded CJ Area inspections as having the greatest potential to add value by focusing more on cross-cutting issues and targeting those of particular importance – for example the role of Local Criminal Justice Boards or barriers to speedy justice. The evaluation also highlighted the potential capacity to achieve both local and national benefits through a more targeted focus, thereby also reducing the resource commitment of both inspectorates and inspected bodies. This could also permit more Areas to be visited each year.
- 8.3.** While the report from the evaluation is still subject to full analysis, it is already clear that the unit of inspection will continue to be the CJ Area, and the work that is overseen by the Local Criminal Justice Boards. These inspections will also retain the capacity to identify areas of systemic concern, which might otherwise be missed. However, instead of inspecting such a wide generic range of functions in all Areas in rotation, the scope of inspection will be subject to risk assessment and will focus on those

¹Review of the CJ inspectorates' joint inspections of CJS Areas, Elizabeth Dedman Consultancy, March 2007.

issues of greatest interest or concern to government and service users, in particular on criminal case management, enforcement and offender management in order to reduce re-offending.

8.4. The examination of these and other service-critical issues through the medium of Area inspections will allow the inspectorates to rationalise and streamline activity while focusing on both local and national issues and outcomes. It represents a significant development in transforming the impact and value of joint inspection.

9. PRIORITIES FOR 2007/08

9.1. During 2007/08, the joint work of the CJ inspectorates will fall into four categories:

- honouring pre-planned commitments – ongoing joint programmes involving two or more CJ inspectorates;
- new CJ inspections – identified through prioritised risk assessment;
- scoping studies – in preparation for inspections in 2008/09; and
- other joint inspections – involving only one CJ inspectorate.

Pre-planned commitments

9.2. In line with the established collaborative approach of the CJ inspectorates, there are a number of extant programmes that include commitments to carry out inspection activity during 2007/08, and which involve two or more CJ inspectorates. These pre-planned commitments will fall into two groupings, namely those led by CJ inspectorates and those led by other inspectorates.

9.3. The following inspections will be led by CJ inspectorates:

- **Offender management inspections** – led by HMI Probation and involving HMI Prisons and potentially HM Inspectorate of Constabulary (HMIC).

Ofsted is also a key partner. 2007/08 will be the second year of a three-year programme to inspect the effectiveness of offender management in all 42 CJ Areas. The inspections initially concentrated on offenders being supervised in the community, but this year are being extended to include those in custody, as they begin to fall under the offender management arrangements. They examine: the quality of assessment and sentence planning; implementation of interventions delivered to offenders; achievement and monitoring of outcomes; and associated leadership and strategic management.

- **Youth Offending Teams (YOTs)** – led by HMI Probation and involving HMIC, HMI Prisons and other non-CJ inspectorates. 2007/08 will be the fourth year of a five-year programme to inspect the effectiveness of the 157 YOTs in England and Wales in the areas of: management and partnership arrangements; work in the courts; work with children and young people in the community or subject to detention and training orders; and victims and restorative justice.
- **Joint inspection of court custody** – led by HM Inspectorate of Court Administration (HMICA)/HMI Prisons jointly, assisted by HMIC. A post inspection review is planned in 2007/08 of progress made against the recommendations of a substantial joint thematic inspection of prisoner escort and court custody published in 2005. This will follow up progress against an action plan, with visits to two court custody facilities and interviews with selected managers. In addition, an inspection of the use of designated court cells to house prisoners locked out of prison and managed under Operation HMCS will be undertaken.

9.4. The following inspections will be led by non-CJ inspectorates:

- **Safeguards for children** – led by the Commission for Social Care Inspection (CSCI) and involving all CJ inspectorates with HMIC co-ordinating CJ input (where necessary). 2007/08 will see the third triennial review of how well children are safeguarded from harm following government commitments and the publication of *Safeguarding Children (2002)* and the Green Paper *Every Child Matters*. The work involves contributions from all five CJ inspectorates, the CSCI, the Commission for Healthcare Audit and Inspection (CHAI) and Ofsted. It includes assessment of the effectiveness of Local Safeguarding Children Boards.
- **Joint area reviews (JARs) of children's services** – led by Ofsted and

involving CJ inspectorates with HMI Probation co-ordinating CJ input (where necessary). Following the Children Act 2004, JARs of children's services commenced in 2005, with the aim of covering all authority areas by the end of 2008 (148 reviews in total). Each review involves a minimum of two inspectorates directly, with contributions from nine in total, including all CJ inspectorates except HM Crown Prosecution Service Inspectorate (HMCPSI). In addition, a direct input from each YOT inspection will continue to be made into each JAR in 2007/08, as agreed with Ofsted and the other JAR partners.

- 9.5. Ongoing commitments to joint inspection also include some relating to single agency scrutiny involving just one CJ inspectorate, but working jointly with other bodies – such as the inspection of prisons and immigration detention facilities as part of the 'custodial conditions' business process, and others involving the education and healthcare inspectorates. These are covered in paragraph 9.18 under 'Other joint inspections'.

New CJ inspections

- 9.6. Through a process of consultation and risk assessment, the CJ inspectorates identified a long list of relevant topics for scrutiny and then applied prioritisation criteria to identify a balanced and achievable set of new areas for joint inspection activity.
- 9.7. Although there are no 'new' inspections planned for the 'community safety' area of joint business, HMIC is already committed to a major programme of inspection in every force during April to July 2007, which will cover all aspects of 'protecting vulnerable persons' and will include scrutiny of issues such as domestic violence, sex offending and public protection. The results of these inspections will feed directly into other joint inspections and scoping studies.
- 9.8. In the area of 'bringing offenders to justice', it is recognised that the primary focus remains on improving the overall service provided to the users of the system by encouraging more effective co-operation and working between the individual elements of the CJS. The joint inspection programme has a unique ability to place the disparate elements of the CJS under simultaneous scrutiny and to focus attention where working across organisational boundaries is found wanting – for example where inordinate delay is experienced.

- 9.9. The CJ agencies in each Area, and the Local Criminal Justice Boards, represent vital elements in the success of delivering effective services to local communities. In view of this, CJ Area inspections will underpin activity under this area of the joint programme and will incorporate within them a core element addressing systemic, cross-cutting issues of local relevance as well as significant specific areas of focus – identified through risk assessment as having both local and national importance.
- 9.10. The following new inspections have been identified within the 'bringing offenders to justice' area:
- **CJS Area inspections** – *led by HMICA and involving HMCPSP and HMIC.* To build on the evaluation of the previous programme of joint CJ Area inspections, and to examine comparative performance and service delivery in the CJ Areas through targeted risk assessment and from an outcome perspective. The programme will examine the core cross-cutting processes and systems to identify and address: issues hindering the speed and effectiveness of delivering effective justice; leadership and partnership working of Local Criminal Justice Boards; and effectiveness of community engagement (to be based on a revised CJ Area inspection methodology).
 - **Criminal case management** – *led by HMICA and involving HMIC and HMI Probation.* To examine the effectiveness of criminal case management across the whole CJS, with particular focus on: provision of greater consistency and quality of service (as required under the Criminal Case Management Framework); delivery against key agency responsibilities; impact of 'Simple, speedy, summary' justice; and evaluation of the reform of Legal Aid.
 - **Enforcement** – *led by HMICA and involving HMIC and HMI Probation.* To examine within CJ Areas the effectiveness of generic inter-agency critical success factors for effective enforcement, such as: risk assessment; warrant management; inter-agency case progression; intelligence and information sharing; identity verification; and inter-agency training and liaison. It will also identify barriers to progress and good practice.

- **Statutory charging** – *led by HMCPSP and involving HMIC.* To review and report upon this major government initiative, to understand what benefits of the statutory charging scheme are being realised, and to identify any weaknesses flowing from full implementation, with recommendations for improvement.

9.11. The following inspections are planned in the 'offender management' area:

- **Electronic monitoring** – *led by HMI Probation and involving HMICA, HMIC, HMI Prisons and the National Audit Office.* To assess the effectiveness of electronic monitoring in managing offenders in the community, whether as a requirement of a Court Order or of conditional release from custody, and to test the achievement of the desired purpose in individual cases of deployment.
- **Inspection of approved premises** – *led by HMI Probation and involving HMIC and HMI Prisons.* To examine the effectiveness of approved premises in helping to manage offenders in the community who pose a high or very high risk of harm to others, and to inspect the fairness of arrangements for looking after residents in such establishments.

9.12. Inspections in the 'custodial conditions' area include the following:

- **Police custody arrangements** – *jointly led by HMI Prisons and HMIC.* To extend the application of the established methodology for custodial conditions inspection into the police custody context, and to provide the scrutiny required under the Optional Protocol to the UN Convention against Torture.

Inspection may also be extended to court cells, where used to accommodate overspill prisoners.

- **Indeterminate sentences (phase 1)** – *led by HMI Prisons and involving HMI Probation.* To examine the impact of the new indeterminate sentences for public protection on offenders and their management and to assess the effectiveness of the preparation for the safe release of these offenders and their management in the community (two phases of inspection).

Scoping studies

- 9.13. Consultation and risk assessment also identified a number of subjects where either there is already a great deal of information available but it is in need of collation and assessment or there is a requirement to scope the full extent of the issue before establishing the most appropriate focus for inspection activity. In these cases, Chief Inspectors propose to initiate scoping studies, led by individual inspectorates but supported by all relevant colleagues. It is likely that substantial inspection activity in 2008/09 will result from at least some of these study areas.
- 9.14. There will be the following scoping study in the 'community safety' area:
- **Crime and Disorder Reduction Partnerships (CDRPs)** – led by HMIC. CDRPs should be core to achieving reduced crime and disorder but it is acknowledged that their performance varies widely. They are currently the subject of significant attention, by virtue of planned legislation and the proposed introduction of national improvement standards. There remains major work to be done to identify critical success factors for CDRPs, the relative importance of the efforts and commitment of the responsible authorities that make up the partnerships and the relationships between CDRPs and other groups, such as Local Criminal Justice Boards.
- 9.15. In the 'bringing offenders to justice' area, studies will include the following:
- **Information flows** – led by HMICA. To assess how effectively inter-agency information flows contribute to improving outcomes for users of CJS services, and to review progress since the previous joint inspectorate report – *Casework Information Needs within the CJS* (2000) – and recent criticisms of information flow failures.
- 9.16. In terms of 'offender management', the following scoping study will be carried out:
- **Mentally disordered offenders** – led by HMI Probation. To assess the findings of a series of disparate reports on issues concerning mentally disordered offenders, by both CJ inspectorates and other sectors. This assessment will be used to identify specific area(s) for examination in 2008/09.

9.17. Under the 'outcomes for users' objectives, the following studies will be undertaken:

- **The victim and witness experience** – led by HMIC. To chart victim and witness contact with the CJS, identifying in particular the avenues open for registering concerns or complaints about their treatment or giving feedback to assist in performance improvement. This work will be supported by the Victim Support Quality Service Department and will build on the Witness and Victim Experience Survey and other work by the Office for Criminal Justice Reform to identify specific issues or areas for more detailed scrutiny in 2008/09.
- **Equality and diversity** – led by HMIC. To examine how each of the CJ agencies is held to account for delivering against duties under equalities legislation in the areas of race, gender, age, disability and human rights, and to identify areas of disproportionality.

Other joint inspections

9.18. The statutory definition of 'joint inspection' includes all work of any of the CJ inspectorates with other public authorities and inspectorates, from whichever sector (see paragraphs 5.1 and 5.2). Such work forms an integral part of individual inspectorates' business plans and inspection programmes. These joint inspections are not to be managed within the CJ joint inspection programme, but the main activities under this category are listed below, for information and completeness:

- **Prison inspections** – HMI Prisons with the Healthcare Commission or the Healthcare Inspectorate Wales or the Regulation and Quality Improvement Authority (Northern Ireland), the Royal Pharmaceutical Society of Great Britain, the Dental Practice Division of the NHS Business Services Agency and Ofsted in England or Estyn (Wales) or the Employment and Training Inspectorate (Northern Ireland) or HMI Education (Scotland). Joint working includes all full announced, unannounced and follow-up inspections, amounting to a total of 51 inspections during 2007/08 (37 full announced, four full unannounced, six full follow-ups, and four short follow-ups). The ability to take a holistic view of custodial establishments, on a regular and independent basis, partly fulfils the UK's obligations

under the Optional Protocol to the UN Convention against Torture. They are carried out jointly with other relevant inspectorates, under Memoranda of Understanding, based on a mixture of chronology (to ensure regular scrutiny) and intelligence-led risk assessment (to determine the timing and scope of scrutiny).

- **Police authority inspections** – *HMIC with the Audit Commission*. HMIC and the Audit Commission have previously inspected separate aspects of police authority activity, but during 2007/08 the introduction of relevant legislation will expand and align their respective responsibilities for scrutiny. The emphasis for inspection will be corporate governance. It is proposed to carry out up to five inspections by way of a pilot for a joint methodology, which will allow full roll-out during 2008/09.
- **Supporting People review programme** – *HMI Probation with the Audit Commission*. The Audit Commission is leading the fourth year of its four-year programme to review Supporting People arrangements in each local authority area in England. HMI Probation will continue to make its agreed input to each of the 40 reviews scheduled for 2007/08.
- **Inspection of customer focus in the family courts** – *HMICA with Ofsted*. To assess elements of the work of the family courts and how they and the Children and Family Court Advisory and Support Service focus on the needs of customers. Pilot inspections will be undertaken with a view to incorporating this work into an ongoing programme of civil court inspection.

10. OBJECTIVES AND TIMESCALES FOR 2007/08

- 10.1** The key objectives of joint CJ inspection for 2007/08 will be the six set out previously in paragraphs 6.4 to 6.5, under the high-level process areas of community safety, bringing offenders to justice, offender management and custodial conditions, and incorporating victim and witness experience and equality and diversity.
- 10.2** 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 in inspection fieldwork;² 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.]

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 | | |
| Safeguards for children | Builds on data from 2005–07. Evidence gathering to be completed by December 2007. | Lead: Commission for Social Care Inspection Partner: HMIC Advise: All other CJ inspectorates |
| Joint area reviews of children’s services | Inspection programme throughout the year. Report by January 2008. | Lead: Ofsted Partner: HMI Probation Advise: All other CJ inspectorates |
| Scoping study | | |
| Crime and Disorder Reduction Partnerships | Ongoing review throughout the year. Scoping report by January 2008. | Lead: HMIC Partner: HMI Probation Advise: Audit Commission |

² Or substantive involvement in scoping studies, where no fieldwork takes place.

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 | | |
| CJ Area inspections | Preparatory work, scoping and methodology revision by July 2007. Phased roll-out of pilot inspections from October. | Lead: HMICA Partner: HMCPSI, HMIC |
| Criminal case management | Preparatory and scoping work to be completed by December 2007. Fieldwork to commence in 2008. | Lead: HMICA Partner: HMIC, HMI Probation Advise: HMI Prisons, HMCPSI |
| Enforcement | Fieldwork to be undertaken from September 2007 to January 2008. | Lead: HMICA Partner: HMIC, HMI Probation |
| Statutory charging | Fieldwork to be undertaken from December 2007 to May 2008. | Lead: HMCPSI Partner: HMIC |
| Scoping study | | |
| Information flows | Scoping work ongoing throughout the year. Report by January 2008. | Lead: HMICA Advise: All other CJ inspectorates |

Objective 3 – Offender management

To continue to develop the existing programme of offender management inspections that assess how well offenders 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 inspections | Ongoing programme of 14 Area inspections throughout the year. | Lead: HMI Probation Partner: HMI Prisons, Ofsted Advise: HMIC |
| Electronic monitoring | Fieldwork to be completed in January and February 2008. | Lead: HMI Probation Partner: HMICA Advise: HMIC, HMI Prisons, National Audit Office |
| Youth Offending Teams | Ongoing programme of 40 inspections throughout the year. | Lead: HMI Probation Partner: HMIC, HMI Prisons, six non-CJ inspectorates |
| Approved premises | Fieldwork to be completed during September to December 2007. | Lead: HMI Probation Partner: HMIC Advise: HMI Prisons |
| Scoping study | | |
| Mentally disordered offenders | Scoping study to be undertaken between September 2007 and March 2008. | Lead: HMI Probation Partner: HMIC Advise: HMI Prisons, HMICA |

Objective 4 – Custodial conditions

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

| Activity and subject | Target or timescale | Inspectorates |
|-----------------------------|--|--|
| Inspection | | |
| Police custody arrangements | Preliminary inspections from January to March 2007. Main inspections from June to December 2007. | Lead: HMI Prisons, HMIC Partner: HMICA – if scope widened |
| Court custody | Review of progress supported by limited fieldwork by September 2007. | Lead: HMICA, HMI Prisons Advise: HMIC |
| Indeterminate sentences | Phase 1 – June to August 2007. Phase 2 – September to November 2007. Report by June 2008. | Lead: HMI Prisons Partner: HMI Probation |

Objective 5 – Victim and witness experience

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

| Activity and subject | Target or timescale | Inspectorates |
|-------------------------------|--|--|
| Scoping study | | |
| Victim and witness experience | Scoping work to be completed by October 2007. Report by December 2007. | Lead: HMIC Partner: HMCPSI, HMICA |

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 and subject | Target or timescale | Inspectorates |
|--|---|--|
| Scoping study | | |
| Identify disproportionality within the CJS | Scoping study to be undertaken between September 2007 and March 2008. | Lead: HMIC Partner: All CJ inspectorates Advise: Commission for Racial Equality (Commission for Equality and Human Rights later in 2007/08) |

11. RESOURCES FOR 2007/08

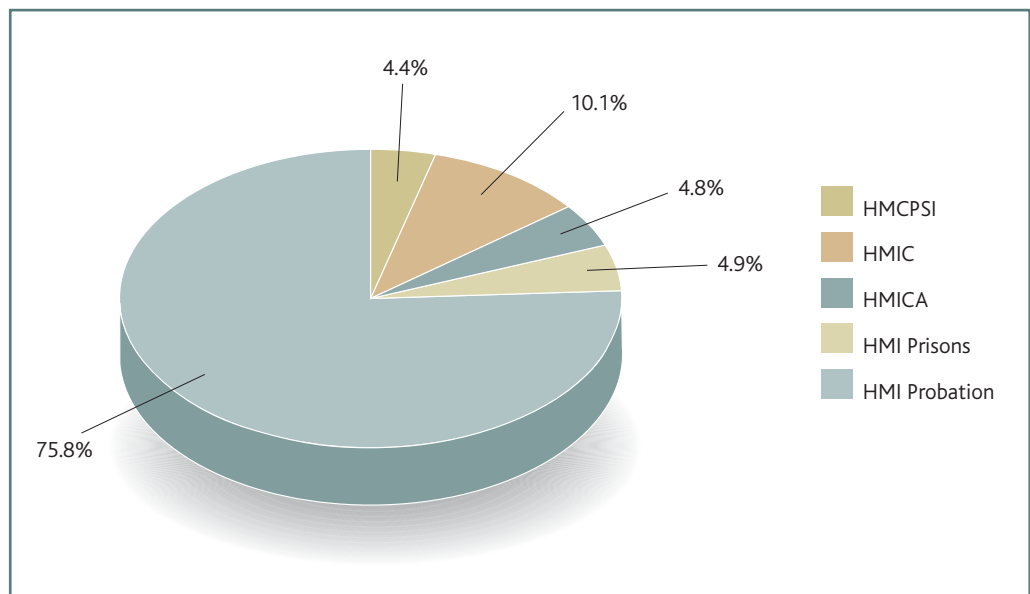
- 11.1. Each of the work streams within the proposed programme has a nominated lead inspectorate with others identified as either ‘partners’ – engaged substantially in the fieldwork and/or research phases – or ‘advisers’ – where contributions are more limited. Consequently, the predicted resourcing for each work stream reflects these different roles.
- 11.2. 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 time spent engaged in both the actual inspection fieldwork and the preparatory, research and finalisation stages of the proposed activities.

| CJ inspections | | | | | | |
|---|----------------|----------------|----------------|----------------|-----------------|-----------------|
| | HMCPsi | HMIC | HMICA | HMI Pris | HMI Prob | Total |
| Community safety | | | | | | |
| Safeguards for children | 290.0 | 40.0 | 0.0 | 160.0 | 400.0 | 890.0 |
| Joint area reviews of children's services | 0.0 | 40.0 | 0.0 | 50.0 | 40.0 | 130.0 |
| Bringing offenders to justice | | | | | | |
| CJ Area inspections | 580.0 | 600.0 | 540.0 | 20.0 | 240.0 | 1,980.0 |
| Criminal case management | 45.0 | 48.0 | 173.0 | 8.0 | 250.0 | 524.0 |
| Enforcement | 4.0 | 244.0 | 1,022.5 | 0.0 | 250.0 | 1,520.5 |
| Statutory charging | 1,210.0 | 432.0 | 0.0 | 0.0 | 0.0 | 1,642.0 |
| Offender management | | | | | | |
| Offender management inspections | 0.0 | 0.0 | 0.0 | 700.0 | 11,000.0 | 11,700.0 |
| Electronic monitoring | 0.0 | 8.0 | 500.0 | 8.0 | 1,250.0 | 1,766.0 |
| Youth Offending Teams | 0.0 | 2,800.0 | 0.0 | 120.0 | 21,500.0 | 24,420.0 |
| Approved premises | 0.0 | 300.0 | 0.0 | 300.0 | 1,250.0 | 1,850.0 |
| Custodial conditions | | | | | | |
| Police custody | 0.0 | 400.0 | 0.0 | 433.0 | 0.0 | 833.0 |
| Court custody | 0.0 | 0.0 | 70.0 | 35.0 | 0.0 | 105.0 |
| Indeterminate sentences | 0.0 | 0.0 | 0.0 | 558.0 | 560.0 | 1,118.0 |
| Totals | | | | | | |
| | 2,129.0 | 4,912.0 | 2,305.5 | 2,392.0 | 36,740.0 | 48,478.5 |

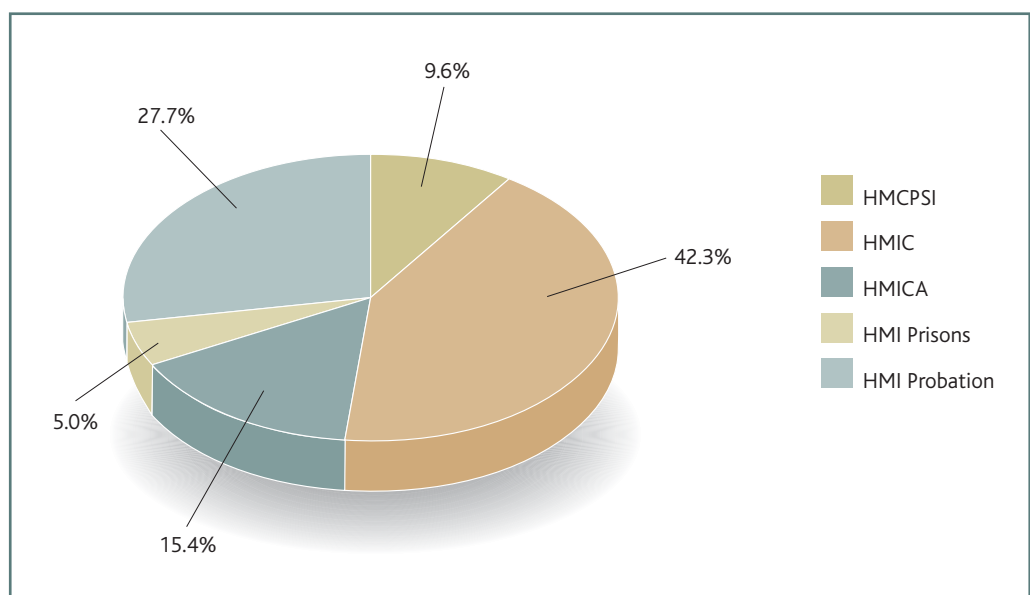
| Scoping studies | | | | | | |
|---|--------|-------|-------|----------|----------|---------|
| | HMCPsi | HMIC | HMICA | HMI Pris | HMI Prob | Total |
| Crime and Disorder Reduction Partnerships | 0.0 | 160.0 | 0.0 | 0.0 | 25.0 | 185.0 |
| Information flows | 25.0 | 25.0 | 173.0 | 36.0 | 25.0 | 284.0 |
| Mentally disordered offenders | 0.0 | 0.0 | 0.0 | 8.0 | 300.0 | 308.0 |
| Victim and witness experience | 72.0 | 200.0 | 15.0 | 0.0 | 8.0 | 295.0 |
| Disproportionality within the CJS | 36.0 | 200.0 | 25.0 | 25.0 | 25.0 | 311.0 |
| Total | 133.0 | 585.0 | 213.0 | 69.0 | 383.0 | 1,383.0 |

| Totals | | | | | | |
|---------------------|----------------|----------------|----------------|----------------|-----------------|-----------------|
| | HMCPsi | HMIC | HMICA | HMI Pris | HMI Prob | Total |
| Inspections | 2,129.0 | 4,912.0 | 2,305.5 | 2,392.0 | 36,740.0 | 48,478.5 |
| Scoping studies | 133.0 | 585.0 | 213.0 | 69.0 | 383.0 | 1,383.0 |
| Awaiting allocation | 1,640.0 | 200.0 | | | 127.0 | 1,967.0 |
| Total | 3,902.0 | 5,697.0 | 2,518.5 | 2,461.0 | 37,250.0 | 51,828.5 |
| Percentage | 7.5% | 11.0% | 4.9% | 4.7% | 71.9% | 100% |

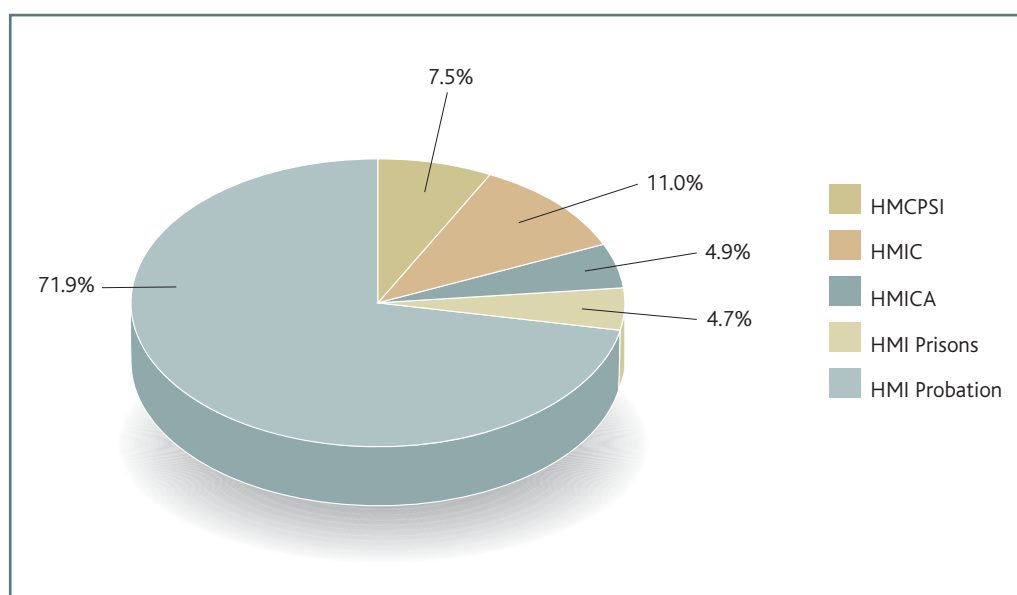
Inspection



Scoping studies



Total commitment



11.3 The following table places the inspectorates' anticipated contributions to joint inspections – both CJ and non-CJ – into the context of their overall budgets and their available inspection resources.

| | HMCPSI | HMIC | HMICA | HMI Pris | HMI Prob |
|--|--------------|-------|-------------|----------|----------|
| Overall budget (approx.) | £3m | £11m | £2m | £3.46m | £3.5m |
| Percentage of total inspection budget to joint CJ inspections | At least 25% | 10% | Approx. 35% | 6% | 87% |
| Percentage of total inspection budget to other joint inspections | 0 | 5% | 1% | 74% | 6% |
| Contribution to CJ programme (from previous tables) | 7.5% | 11.0% | 4.9% | 4.7% | 71.9% |

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 judgements.

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

PURPOSE STATEMENTS OF CJ INSPECTORATES

HMIC

To promote efficiency and effectiveness through assessment and inspection of organisations and functions for which we have responsibility, to ensure: performance is improved; good practice is spread; and standards are agreed, achieved and maintained. Also to provide advice and support to CJ partners and play an important role in the development of future police leaders.

HMCPsi

To enhance the quality of justice through independent inspection and assessment which improves the effectiveness of prosecution services, providing assurance to Ministers, the Government and the public.

HMICA

To inspect and report to the Lord Chancellor on the system that supports the carrying on of the business of the courts (the Crown Court, county courts and magistrates' courts) and the services provided for those courts.

HMI Prisons

To provide independent scrutiny of the conditions for and treatment of prisoners and other detainees, promoting the concept of 'healthy prisons' in which staff work effectively to support prisoners and detainees to reduce re-offending or achieve other agreed outcomes.

HMI Probation

- To report to the Secretary of State on the effectiveness of work with individual offenders, children and young people aimed at reducing offending and protecting the public, whoever undertakes the work under the auspices of the National Offender Management Service or Youth Justice Board.
- To report on the effectiveness of the arrangements for this work, working with other inspectorates as necessary.

- To contribute to improved performance by the organisations we inspect.
- To contribute to sound policy and effective service delivery, especially in public protection, by providing advice and disseminating good practice, based on inspection findings, to Ministers, officials, managers and practitioners.
- To promote actively race equality and wider diversity issues in the organisations we inspect.
- To contribute to the overall effectiveness of the CJS, particularly through joint work with other inspectorates.

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.

Qualifying criteria

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

- relate to cross-cutting work that involves two or more 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 focused; and
 - have a user perspective.

(See Annex 1 for the full list.)

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

Prioritising criteria

When being considered for inclusion in the draft joint inspection programme for 2007/08, candidate projects will be assessed against:

- any pre-existing commitment to delivery – a number of projects are elements of extant programmes and will be progressed in response to pre-existing commitments;

- support for government priorities for the CJS;
- the 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 a number of 'joint inspections' that are led by non-CJ inspectorates, really only involve one of the CJ inspectorates but may impinge on others, or need at least an advisory input.
- A high profile may be afforded by events to particular topics that would not otherwise be expected to feature in a risk-assessed or prioritised list.

ANNEX 4

TO CONTACT US OR TO FIND OUT MORE

Visit: www.inspectorates.homeoffice.gov.uk/hmic
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www.hmica.gov.uk
www.inspectorates.justice.gov.uk/hmiprisons
www.inspectorates.justice.gov.uk/hmiprobation

Or write to: HM Inspectorate of Constabulary
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2 Monck Street
London SW1P 2BQ

HM Crown Prosecution Service Inspectorate
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HM Inspectorate of Court Administration
General Office
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Millbank
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