

# JOINT INSPECTION BUSINESS PLAN

# 2016-17



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BUSINESS PLAN**

**2016-17**



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## INTRODUCTION

This plan sets out our programme for 2016/17 of criminal justice inspections where two or more of our inspectorates will be working together. Such collaboration allows us to examine issues of importance to the public that cut across agency boundaries – and which therefore might not be examined in our separate inspections of individual agencies.

Our joint programme includes a core of on-going inspections which cover every area in England and Wales over a period of several years. The remaining work streams are more time-limited, targeted and themed inspections, visiting a small number of areas and highlighting good and poor practice in a particular subject for the benefit of all areas.


We inspect on behalf of the public but also to benefit those agencies and partnerships subject to scrutiny. All our reports are published in full and where appropriate we return to review progress against our recommendations. We also recognise and take account of recent and projected changes in the criminal justice landscape itself, not least those in response to budgetary pressures, the Transforming Rehabilitation agenda – which has seen major changes in the way probation services are provided – and the Transforming Summary Justice initiative established during 2015.

From our annual consultation process, we received positive and constructive comments on our previous and proposed focus for joint inspections. In particular, respondents have welcomed our continuing emphasis on the improvement of victims' services and our focus on how vulnerable groups and young people are treated.

Our joint programme for 2016/17 represents an examination of principal 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.



Sir Thomas Winsor  
HM Chief Inspector of Constabulary and  
Chair of Criminal Justice Chief Inspectors'  
Group



Peter Clarke  
HM Chief Inspector of Prisons



Kevin McGinty  
HM Chief Inspector of the Crown Prosecution  
Service



Dame Glenys Stacey  
HM Chief Inspector of Probation





## A THE CONTEXT TO OUR PROGRAMME

### 1 The landscape for joint inspection

- 1.1 The long history of collaborative working between the criminal justice (CJ) inspectorates – of Constabulary, Crown Prosecution Service, Court Administration<sup>1</sup>, Prisons and Probation – was placed on a statutory footing by the Police and Justice Act 2006.
- 1.2 This Act established an obligation to publish a joint inspection programme and to include collaboration with other inspectorates or public authorities – for example with the Care Quality Commission and Ofsted – and so this business plan encompasses joint work where such bodies will be working with one or more of the CJ inspectorates.
- 1.3 Both individually and jointly, the CJ inspectorates consistently deliver against the ten principles for public sector inspection (see ANNEX A). However, with the increasingly tight financial climate, inspectorates have prioritised further the issue of proportionality and constantly review the potential for adverse administrative impact on inspected bodies of both the inspection process and any recommendations.
- 1.4 In addition, the increased focus by Government on enabling local accountability for public service provision has informed the inspectorates' approach to the balance between highlighting local and national responsibilities in findings and reports.

### 2 Our focus

- 2.1 We work together to address issues that involve more than one criminal justice agency and have a direct impact on the public who use the justice system. Working together produces a more rounded examination of issues that cut across the system and enables us to achieve more than if just one inspectorate acted alone.
- 2.2 We support democratic accountability, local transparency and the desire to reduce bureaucracy. Joint inspection particularly provides a unique focus on:
- Systemic issues within the CJS as a whole;
  - Identifying and driving cost from the system;
  - Addressing risks and public safety;
  - Looking at the system end-to-end and the role individual agencies play;
  - Universal issues, standards and constraints within the CJS; and
  - Public reassurance and confidence.
- 2.3 Our main areas of joint focus relate to four high-level processes:
- *Community safety*: involving police, probation and youth offending teams (YOTs);
  - *Bringing offenders to justice*: police, CPS, courts and YOTs;
  - *Offender management*: probation, prisons and YOTs; and
  - *Custodial conditions*: prisons, police, courts and immigration services.
- 2.4 In addition, in all of our inspections we have regard to three cross-cutting issues which are fundamental to success and effectiveness in the above activities, namely:
- *The quality of victim and witness experience*;
  - *Active promotion of equality and diversity*; and
  - *Achieving value for money and efficiency*.

<sup>1</sup> HM Inspectorate of Court Administration was subsequently administratively closed in 2010.

- 2.5 We aim to achieve an appropriately balanced programme each year which allows us to examine the CJS across all of the above areas of focus, accepting that the degree of engagement with each will vary according to relevant priorities.

### 3 Our approach

- 3.1 Although we publish our joint plan annually, we work within a *rolling two-year programme* that 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. Any potential work streams highlighted for year two of our programmes may subsequently be brought forward or otherwise amended to meet such changed circumstances.
- 3.2 This approach also means that each year, as the new programme is published, there remain a number of work streams in progress where either fieldwork is incomplete or has yet to start, although we have committed to the work being done. The resourcing for these inspections is considered alongside the commitment to new work streams.
- 3.3 In addition, wholly new work may be commissioned in-year, sometimes at short notice. Where this occurs, we re-assess the programme and re-prioritise as appropriate, to ensure best use of finite resources.
- 3.4 Each work stream, whether a full inspection or a scoping study (an inquiry to identify focus and scope for a future inspection) has a nominated 'lead inspectorate' and others either support or otherwise contribute. All CJ joint inspection work is "*singly-led but jointly owned*" - which means that while the lead inspectorate is responsible for the management, support, inspection methodology, report authoring and publication, the supporting inspectorates provide inspection team members and resources, make written contributions and agree and 'own' the final report and any recommendations.
- 3.5 This approach has allowed us to avoid having to create any additional support structures or bureaucracy and reduces training requirements for inspection staff. However, we have developed a suite of standardised guidance on methodology and share training where relevant, to reduce costs and duplication.

### 4 Deciding the programme

- 4.1 Before finalising the joint programme, each year Chief Inspectors undertake an extensive process of consultation with key stakeholders, other inspectorates and government. This consultation helps to identify any overlaps or potential synergies with proposed work of other bodies and to decide the prioritisation of the individual work streams which make it to the final programme. We were pleased to receive all contributions and have considered each in detail before finalising our programme.
- 4.2 Once the above considerations are completed, we compile a draft programme and present to CJ Ministers for any final comments before publication. The programme for 2016/17 is set out in detail in Section B which follows.
- 4.3 Increasingly, the joint programme must be considered in the context of our respective individual programmes and so while the projected programme of joint work is correct at the time of publication of this plan, our approach is necessarily flexible to meet new demands that may arise within the business year.

## B OUR PROGRAMME FOR 2016/17

The proposed programme has five component parts, namely:

- *Continuing commitments* - ongoing or incomplete work from the previously published programme (core inspections);
- *New inspections* - arising from the above decision-making process;
- *Collaborative work* - opportunities for inspectorates to support each other’s core programmes and/or exchange data, information or findings;
- *Scoping studies* - areas requiring further examination and evaluation before deciding on the scope and scale of any joint inspection activity; and
- *Composite reports and projects* - drawing material from other joint and individual inspectorate reports to provide a composite assessment of an issue and delivering projects commissioned by CJCIIG.

### 5 Continuing commitments

- 5.1 This group consists of relatively long-term rolling programmes (“**core inspections**”) – visiting all areas of England and Wales in rotation over several years and publishing reports on each individual inspection event.

Subject	Lead inspectorate	Others involved
<p><i>1 Prison Offender Management Inspections (POMI)</i> - As part of the Prison Offender Management Programme, HMI Probation joins HMI Prisons on a selection of inspections of prisons housing those aged 18 and over. HMI Probation assesses the quality of offender management work, including how well public protection is managed and contributes to the overall judgements in relation to the ‘healthy prison test’ on resettlement. The POMI programme is currently under review in light of the new ‘Through the Gate’ resettlement services and related inspection arrangements.</p>	<p>HMI Prisons</p>	<p>HMI Probation</p>

<p><b>2 Police and UK Borders Authority custody inspections -</b>                  This programme was established to meet UN Convention obligations to inspect all places of detention. The focus is on leadership pre-custody, in the custody suite, in the custody cell and release and transfer. The programme started in 2008 and all police forces in England and Wales and (then) UKBA and customs facilities were inspected by 2014 (including some re-inspections). A custody change programme has been under way during 2015/16. The ‘Expectations’ have been revised and the new methodology is being piloted to bring a greater emphasis on partnerships, vulnerability and accountability. Expectations are to be implemented in inspections from April 2016.</p>	HMIC, HMI Prisons	CQC
<p><b>3 Joint Targeted Area Inspections of child protection (JTAI) –</b> Following the Munro report, Ofsted led a redesign of child protection inspections – supported by CJ and other inspectorates. JTAs are an inspection of the multi-agency arrangements for the protection of children with a particular focus on the initial referral and assessment process, together with a “deep-dive” theme which will change periodically. Inspections commenced in February 2016 and it is expected that there will be 10 per year.</p>	Ofsted	CQC and all CJ inspectorates
<p><b>4 Full joint inspections (FJI) of youth offending teams –</b> A significant element of HMI Probation’s inspection of youth offending work is achieved through FJIs, targeted at a small number of YOTs each year where performance gives particular cause for concern, together with at least one where published performance is strong and worth sharing. Partner inspectorates cover health, children’s social care, education and training, and police are full members of the inspection team and contribute to inspection judgments.</p>	HMI Probation	HMIC, CQC and Ofsted and in Wales CSSIW, Estyn and HiW

**6 New inspections for 2016/17**

6.1 There are currently two new work streams scheduled to start in 2016/17.

Subject	Lead inspectorate	Others involved
<p><b>5. Stalking and harassment -</b> A study supported by police chief officers suggested that victims of stalking and harassment are systemically failed by the CJS, being put at risk by poor police response, poor understanding of risk and a failure to prosecute stalking perpetrators. Despite introduction of guidance, police and CPS responses are reported as inconsistent. In planning the inspection, inspectors have liaised with chief officer representatives to identify the best way to understand and address the barriers to consistent and effective agency response.</p>	HMIC	HMCPSI

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<p><b>6. Disclosure</b> - There have been a number of high-profile cases involving disclosure failures by the police and CPS. The review will look for solutions to the problems identified in managing disclosure effectively drawing on issues from R-v-Mouncher and wider practitioner experience. Initial scoping was in 2013. The inspection was postponed until 2014 to allow the Attorney General's new guidance on disclosure to bed-in. There were then further initiatives which necessitated re-scoping during 2015. Chief inspectors have now agreed to proceed with an inspection during 2016/17 that focuses on disclosure in the Crown Court and highlights lessons to be learned (but excluding casework dealt with by complex casework units and the central casework divisions).</p>	<p>HMCPsi</p>	<p>HMIC</p>
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**7 Collaborative work**

7.1. In addition to separate thematic inspections, there will be opportunities for inspectorates to collaborate over issues that are predominantly the core business of one inspectorate, but where there are opportunities to support each other's core programmes and/or exchange data, information or findings.

Subject	Lead inspectorate	Others involved
<p><b>7 Through the Gate</b> - "Through the Gate" services were launched in May 2015 to assist the resettlement of prisoners. During 2016, there will be two phases of inspection. The first will focus on the resettlement of prisoners following short custodial sentences and the second on a different cohort of prisoners. We will consider how well prisoners' resettlement needs are identified and responded to, the quality of work undertaken in preparation for release, and the initial outcomes achieved following release into the community.</p>	<p>HMI Probation</p>	<p>HMI Prisons</p>

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**8 Scoping studies**

8.1 Some further subjects emerged during the year which chief inspectors consider worthy of joint attention but which require further work to evaluate where any inspection activity would best add value – as below.

Subject	Lead body
<p><b>8 Disability hate crime</b> - Work will be undertaken in 2016/17 to assess the timing and scope of further joint inspection follow-up work on the criminal justice agencies' performance in respect of disability hate crime. This will be with a view to substantive inspection activity taking place in 2017/18.</p>	<p>HMCPsi</p>

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**9 Delays in the criminal justice system** - Building on previous inspections, work will be undertaken in 2016/17 to identify specific pinch-points within the CJS which create unacceptable delays in the progress of cases, to the detriment of justice and the frustration of victims and witnesses. This will inform potential inspection activity in 2017/18. HMIC

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**9 Composite report and projects**

9.1 In addition to new inspection activity, opportunities also arise to publish composite reports with evidence drawn from a range of other reports published by CJ inspectorates – singly or jointly.

Subject	Lead body
<p><b>10 Quality of victims' services</b> - The CJS inspectorates examine various aspects of victims' services within our individual and joint inspections. In addition, in 2015, we produced our first joint annual appraisal of the quality of victim and witness experiences – consolidating findings from other published reports and highlighting good practice and areas for improvement. In 2016/17 we will build on the lessons from the first report to produce a further annual consolidated report and to inform consideration of specific victim-focused inspections in 2017/18.</p>	<p>Joint Secretariat</p>

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9.2 Chief inspectors have also commissioned the CJJI Development Group to examine two important organisational issues during 2016/17.

Subject	Lead body
<p><b>11 Shared platform for good practice</b> - Inspectorates already use debriefs from inspections and reports to the CJJI Development Group to highlight good practice and/or changes suggested from experiences to working procedures. CJICIG has asked that the Development Group explore the use of a shared web space for more structured exchange of good practice and methodology updates.</p>	<p>CJJI Development Group</p>
<p><b>12 Shared training</b> - A joint working group is examining all current inspectorates' training and has adopted an 'opt-in' approach for invitations to partner inspectorates – resulting in places being offered on otherwise single inspectorate training. Group members will review progress in 2016/17 and look at the accreditation currently being pursued by HMIC, for potential wider application.</p>	<p>CJJI Development Group</p>

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9.3 The joint programme represents a significant resource commitment and will be subject to review in-year if resource availability changes. The current projections for resource allocation for 2016/17 are set out in **Section C**.

## C RESOURCING OUR PROGRAMME

### 10 Inspectorate resources for 2016/17

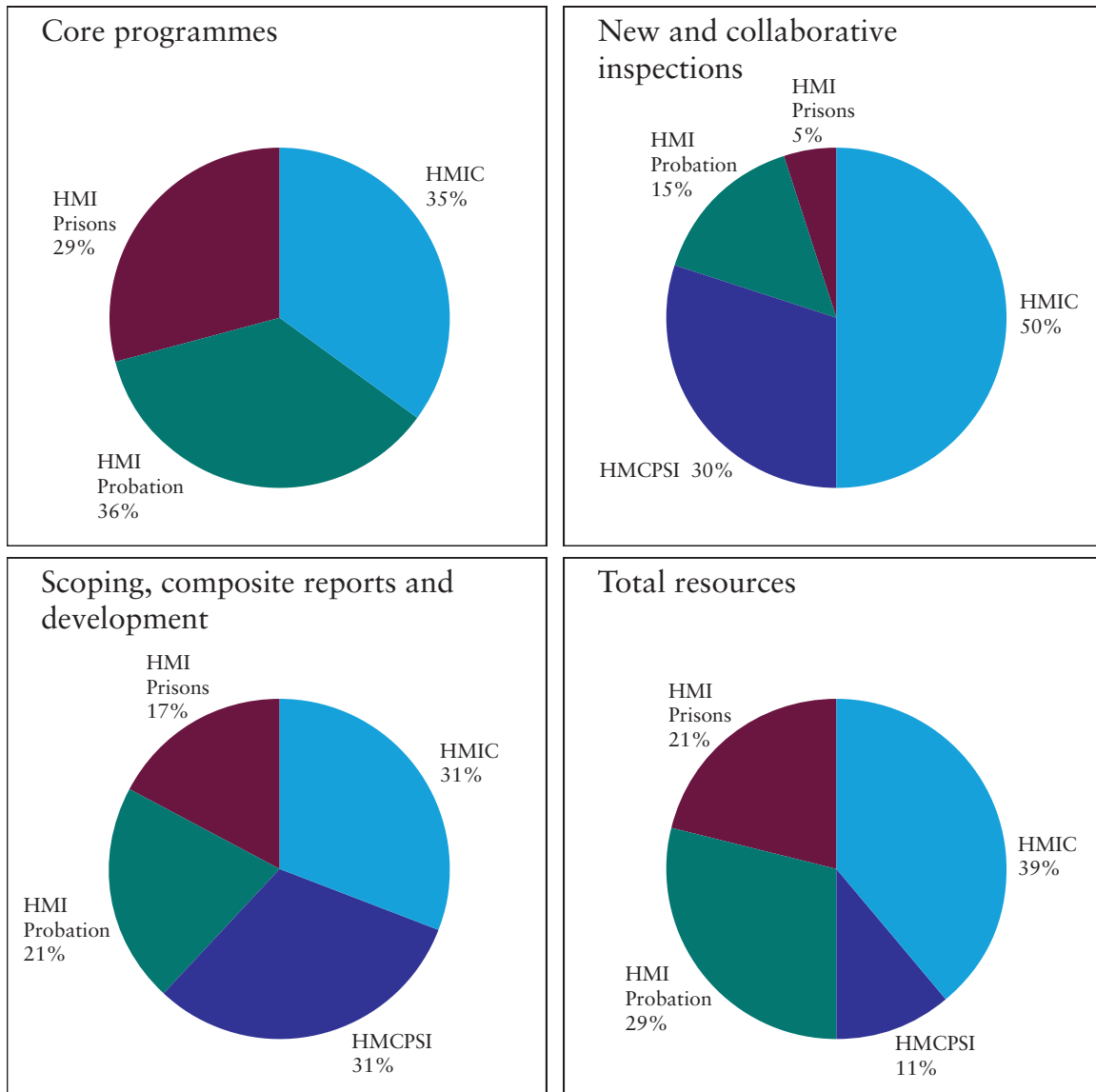
10.1 The table below provides an indicative estimate of each inspectorate's resource commitment (inspector hours) to each work stream of the programme set out in Section B.

Work stream subject	Inspectorate involvement and indicative resourcing (inspector hours)				Non-CJS inspectorates to be involved
	HMIC	HMCPsi	HMI Probation	HMI Prisons	
<b>Core programme inspections</b>					
1 Prisons Offender Management Inspections	–	–	Lead 4,000	Support 1,500	–
2 Police and UKBA custody	Lead 5,500	–	–	Lead 5,000	CQC, Healthcare Inspectorate Wales
3 Child protection	Support 2,000	–	Support 1,500	–	Lead Ofsted, CQC
4 Full joint inspections of youth offending teams	Support 500	–	Lead 2,700	–	–
<b>New starts in 2016/17</b>					
5 Stalking and harassment	Lead 4,000	Support 1,000	–	–	–
6 Disclosure	Support 1,000	Lead 2,000	–	–	Ofsted, CQC and Welsh inspectorates
<b>Collaborative work</b>					
7 Through the gate	–	–	Lead 1,500	Support 500	–
<b>Scoping studies</b>					
8 Disability hate crime (follow-up)	50	Lead 250	50	–	–
9 Delays in the CJS	Lead 250	50	50	50	–
<b>Composite report</b>					
10 Quality of victims' services	Support 300	Support 250	Support 250	Support 200	–
<b>Development projects</b>					
11 Shared platform	50	50	50	50	–
12 Shared training	50	50	50	50	–

Work stream	Indicative resourcing (inspector hours)				Total
	HMIC	HMCPsi	HMI Probation	HMI Prisons	
<b>2013-14</b>					
Core programmes	8,000	–	8,200	6,500	22,700
New and collaborative	5,000	3,000	1,500	500	10,000
Scoping, composite and development	650	650	450	350	2,100
<b>Total</b>	<b>13,650</b>	<b>3,650</b>	<b>10,150</b>	<b>7,350</b>	<b>34,800</b>



Based on the indicative resourcing, the below charts show the proportionate contribution of the four CJ inspectorates in each of the areas of activity and overall.



NB: Figures are indicative and while they represent the intended commitments at the start of the business year, changes in financial climate or other circumstances affecting one or more of the inspectorates – whether within their joint or single-inspectorate programmes – could lead to reappraisal of resource availability.



## ANNEX A THE TEN PRINCIPLES OF PUBLIC SECTOR INSPECTION

The principles of inspection in this formal statement from 2003 place the following expectations on inspection providers and on the Departments sponsoring them:

- 1 The *purpose of improvement*. There should be an explicit concern on the part of inspectors to contribute to the improvement of the service being inspected. This should guide the focus, method, reporting and follow-up of inspection. In framing recommendations, an inspector should recognise good performance and address any failure appropriately. Inspection should aim to generate data and intelligence that enable Departments more quickly to calibrate the progress of reform in their sectors and make appropriate adjustments.
- 2 A *focus on outcomes*, which means considering service delivery to the end users of the services rather than concentrating on internal management arrangements.
- 3 A *user perspective*. Inspection should be delivered with a clear focus on the experience of those for whom the service is provided, as well as on internal management arrangements. Inspection should encourage innovation and diversity and not be solely compliance-based.
- 4 *Proportionate to risk*. Over time, inspectors should modify the extent of future inspection according to the quality of performance by the service provider. For example, good performers should undergo less inspection, so that resources are concentrated on areas of greatest risk.
- 5 Inspectors should encourage rigorous *self-assessment* by managers. Inspectors should challenge the outcomes of managers' self-assessments, take them into account in the inspection process, and provide a comparative benchmark.
- 6 Inspectors should use *impartial evidence*. Evidence, whether quantitative or qualitative, should be validated and credible.
- 7 Inspectors should *disclose the criteria* they use to form judgments.
- 8 Inspectors should be *open about their processes*, willing to take any complaints seriously, and able to demonstrate a robust quality assurance process.
- 9 Inspectors should have regard to *value for money*, their own included.
- 10 Inspectors should *continually learn from experience*, in order to become increasingly effective. This can be done by assessing their own impact on the service provider's ability to improve and by sharing best practice with other inspectors.

## TO CONTACT US OR TO FIND OUT MORE

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