

JOINT INSPECTION BUSINESS PLAN 2008/09

INSPECTING FOR IMPROVEMENT

CONTRIBUTORS

Her Majesty's Inspectorate of Constabulary
Her Majesty's Crown Prosecution Service Inspectorate
Her Majesty's Inspectorate of Court Administration
Her Majesty's Inspectorate of Prisons
Her Majesty's Inspectorate of Probation

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INTRODUCTION

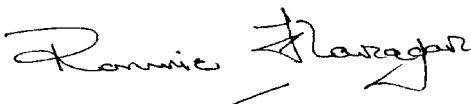
Our joint inspection programme for 2008/09 is the first that will have been designed and delivered under the new statutory framework, as established by the Police and Justice Act 2006. However, it builds on a history of long-standing collaboration and joint working between our inspectorates, and we look forward to bringing to bear the lessons, experiences and good practice from earlier joint working to the benefit of this and future programmes.

We welcome the more structured landscape provided by the statutory framework and acknowledge the introduction of new obligations and powers that will support us in addressing issues across the criminal justice system (CJS) as a whole. The framework also adds transparency to the necessary balance of responsibilities and priorities between our individual programmes and our joint working.

This enhanced joint programme has significant potential to: highlight barriers to progress within the CJS; encourage a greater degree of inter-agency collaboration; and, importantly, spur improvement in the quality of services delivered in practice. There is also scope to support a more generally holistic approach to the CJS, although progress in this area will rely on the contributions of other key players, in particular Local Criminal Justice Boards (LCJBs) and the Office for Criminal Justice Reform – in establishing their assessment regime for LCJB performance.

Our joint programme for 2008/09 represents an extensive examination of key issues across a wide spectrum of CJS activity. We feel sure that those whose work we inspect will continue to respond positively to our reports, resulting in improved practice across the CJS. This in turn should lead to increased public confidence and better outcomes for service users.

Sir Ronnie Flanagan



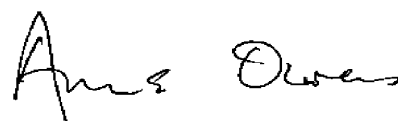
Stephen Wooler



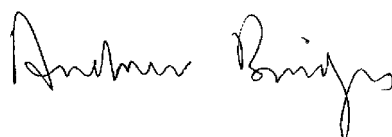
Eddie Bloomfield



Anne Owers



Andrew Bridges



PART A – CONTEXT OF THE PROGRAMME

1. LANDSCAPE FOR JOINT INSPECTION

- 1.1. The five criminal justice (CJ) inspectorates – of Constabulary, Crown Prosecution Service, Court Administration, Prisons and Probation – have a history of working together to inspect elements of the criminal justice system (CJS), to spur improvements in specific and/or general service delivery to the public. The CJ Chief Inspectors Group (CJCIG) meets regularly to oversee the delivery of programmes of collaborative working.
- 1.2. In 2005/06, there were proposals to merge the five CJ inspectorates, as part of the wider reform of public sector inspection. This reform was aimed at the transformation and streamlining of public sector inspection to: refocus inspection user experience and outcomes; simplify complex multiple scrutiny; and reduce unnecessary or duplicative inspection activity.
- 1.3. In the event, the independence of the five inspectorates was retained but Part 4 of the Police and Justice Act 2006 placed the previously voluntary collaboration within a legislative framework, by establishing a statutory responsibility on each of the five inspectorates to:
 - co-operate with each other, and other named inspectorates;
 - draw up a joint inspection programme and associated framework;
 - consult the Secretary of State, other inspectorates and named stakeholders in the formulation of the plan;
 - act as 'gate keeper' for all inspection of specified organisations; and
 - delegate authority to inspect such organisations to each other, or other public authorities, as appropriate.
- 1.4. Part 4 of the Police and Justice Act 2006 also set out 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.

- 1.5. This definition therefore encompasses joint work that is already part of each inspectorate's core business, whether involving CJ inspectorates or other outside authorities – e.g. the Audit Commission or Ofsted – in addition to new joint work with CJ colleagues.
- 1.6. In October 2007, the Government set out its vision and expectations for the CJS in the Comprehensive Spending Review (CSR) 2008–11 and the accompanying public sector agreements and measures.¹ These documents place particular focus on four key principles for the delivery of CJS services, namely:
 - **'effective in bringing offences to justice'** – a system that is effective in bringing crime, and in particular the most serious offences, to justice so that it plays its part in reducing crime and re-offending;
 - **'the public confident and engaged'** – people in local communities informed about the performance of the system, consulted and engaged about their priorities so they can be confident that it is fair and effective and meets local needs;
 - **'the needs of victims at its heart'** – high standards of service for victims and witnesses with the needs of victims at its heart; and
 - **'simple, efficient processes'** – speedy, streamlined and efficient processes supported by modern technology that enable the police to focus their time on tackling crime.
- 1.7. In addressing the role of the inspectorates in responding to and supporting the achievement of these aims, CJCIG will have regard to the ten principles of public sector inspection (set out in full in ANNEX 1 to this document). Of these, there will be particular emphasis placed on service improvement, outcome focus and the user perspective.

¹ www.hm-treasury.gov.uk/media/5/C/pbr_csr07_psa24.pdf

2. FOCUS OF JOINT INSPECTION

- 2.1. The existing statutory remits of the five inspectorates remain but are enhanced by the additional duties referred to at paragraph 1.3. It follows that the individual purpose statements of the inspectorates (see [ANNEX 2](#)) remain fully valid for the individual areas of focus but require a further overlay to reflect the value that can be added by joint inspection activity.
- 2.2. In essence, the landscape consists of two tiers of inspection activity, namely: solely-owned – where an individual CJ inspectorate is carrying out work specifically required of it, albeit sometimes in partnership with other bodies; and jointly-owned – where more than one CJ inspectorate has direct interest and remit, albeit one will usually be nominated to be the lead partner. The latter category is particularly relevant in addressing issues that cross agency boundaries and affect end users of the services as a whole.
- 2.3. The five CJ inspectorates increasingly operate in a joined-up way and will continue to develop the capability to inspect end-to-end business processes that span two or more of the criminal justice agencies. To reflect this, joint CJ inspection activity is configured around four high level business processes:

Business process	Main agencies/functions covered
Community safety	Police, Probation
Bringing offenders to justice	Police, CPS, Court Administration, Probation
Offender management	Probation, Prisons
Custodial conditions	Prisons, Police, Court Administration, Immigration Service

2.4. The broad objectives for inspection in each process are:

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 in inspecting prisons, prisoner escort services, police and court cells and immigration detention.

2.5. There are, of course, overlaps between the four high level processes which require distinct judgements to be made and hence 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 the service users. In light of this, two further objectives will focus 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.

- 2.6. 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.

3. THE ROLE OF CJCIG

- 3.1. The Criminal Justice Chief Inspectors Group (CJCIG) consists of the five Chief Inspectors from the CJ inspectorates. 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.
- 3.2. 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.
- 3.3. In the spirit of the commitment to Ministers, Chief Inspectors implemented a joint programme a year earlier than required, in 2007/08, having due regard to all elements of the intended new approach. This programme included a mix of early implementation of inspection in some aspects and scoping or preparatory work in others, working towards full implementation in 2008/09.
- 3.4. During 2007/08, in parallel with the delivery of the joint inspection programme, CJCIG also established a full consultation process to inform 2008/09 (and beyond) and implemented a number of developmental work streams – for example exploring opportunities for efficiencies through sharing back office services between inspectorates.
- 3.5. CJCIG has also maintained close contact with CJ Ministers, holding regular joint meetings at which progress is reported and an opportunity extended for Ministerial challenge to the joint programme and activity. Since January 2008, this element of consultation and challenge has been further enhanced by the formation of a non-statutory Advisory Board, the members of which attend all joint Ministerial meetings with CJCIG.

- 3.6. The collaborative work of CJCIG to date – as represented in the programmes for 2007/08 and 2008/09, and the significant progress in establishing support mechanisms – demonstrates the ability of independent inspectorates to work together to achieve the primary aims that underpinned discussion of merger of inspectorates without the need for such organisational restructure – and all the disruption and distraction that would accompany it.

4. DECIDING THE PROGRAMME

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

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PART B – OUR BUSINESS PLAN FOR 2008/09

5. PRIORITIES FOR 2008/09

5.1. During 2008/09, the joint work of the CJ inspectorates will fall into six categories:

- a. pre-planned inspections (including ongoing programmes);
- b. enhancement of 2007/08 inspections;
- c. developments from 2007/08 scoping studies;
- d. new subjects for CJ inspection;
- e. new scoping studies; and
- f. joint work with non-CJ inspectorates.

a) Pre-planned inspections

5.2. In line with the established collaborative approach of the CJ inspectorates, there are a number of pre-existing programmes that include commitments to carry out inspection activity during 2008/09, and that 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.

5.3. The inspections led by CJ inspectorates will be:

- **Offender Management Inspection (OMI)** – *led by HMI Probation and involving HMI Prisons. Ofsted is also a key partner.* 2008/09 will be the third year of a three-year programme to inspect the effectiveness of offender management in all 42 CJ Areas. The inspections initially concentrate on offenders being supervised in the community but in 2007/08 were 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. As part of these examinations, the inspections include a substantial element on Risk of Harm issues. For the future it is intended that HMIC will also become involved in OMI, in respect of police work with high Risk of Harm cases, and with Prolific and other Priority Offender cases.

- **Youth Offending Teams (YOTs)** – *led by HMI Probation and involving HMIC, HMI Prisons and other non-CJS inspectorates.* 2008/09 will be the fifth year of a five-year programme to inspect the effectiveness of the 157 YOTs in England and Wales in the areas of: work in the courts; work with children and young persons in the community and subject to custodial sentences, victims and restorative justice, and management and leadership.
- **Statutory charging** – *led by HMCPsI and involving HMIC.* A thematic inspection continuing from 2007/08 to evaluate the operation of the statutory charging scheme against the expected benefits to the CJS with particular focus on: effectiveness of roles, responsibilities and processes of staff directly involved in decisions and the governance arrangements; its impact on casework outcomes, police and CPS resources and the quality of investigations and case building; and the effectiveness of interfaces between police, CPS Areas and CPS Direct.

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

- **Safeguards for children** – *led by Ofsted and involving all CJS inspectorates.* 2007/08 saw the start of 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 Commission for Social Care Inspection (CSCI), the Healthcare Commission and Ofsted. It includes assessment of the effectiveness of Local Safeguarding Children Boards. The report will be published in 2008, when a decision will also be taken as to further reviews.
- **Joint Area Reviews of children's services** – *led by Ofsted and involving CJS inspectorates with HMI Probation co-ordinating CJ input (where necessary).* Following the Children Act 2004, Joint Area Reviews of children's services commenced in 2005 and will be complete 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 for HMCPsI and HMICA, and contains a direct input from each Youth Offending Team inspection.

5.5. 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 involving the education and healthcare inspectorates. These are covered in paragraphs 5.11–12, under 'Joint work with non-CJ inspectorates'.

b) Enhancement of 2007/08 inspections

5.6. The joint business plan for 2007/08 set out a significant programme of inspections that were essentially 'new' ventures, albeit some built upon previous joint working. While some of these new work streams were completed in their entirety during 2007/08, others have generated further inspections, as part of the enhancement of the core joint programme. The proposals for enhanced working include:

- **CJS Area inspections** – *led by HMICA; involving HMCPsI, HMI Probation and HMIC*. Building on previous evaluation of the programme, a revised methodology was devised and tested during 2007/08. Subsequent evaluation demonstrated a need to further refine the methodology either to significantly expand Area inspection activity or, by preference, to support a more limited, risk-assessed programme of 'triggered' Area inspections, targeted where there are identified concerns.

The targeted approach will need to be underpinned by robust risk assessment against clearly established expectations that are known to, and understood by, those inspected, and a vital contribution to risk assessment will need to come from existing performance frameworks – e.g. the Office for Criminal Justice Reform's (OCJR's) – and individual inspectorate knowledge. However, in 2008/09 OCJR will be unable to provide the required baseline assessments as they are implementing a new performance regime for LCJBs.

In addition, there are no settled expectations for CJS Areas beyond delivery of the PSA targets, and the overall accountability structure for LCJBs will need to evolve to make clear how joint inspection can best add value. Accordingly, CJS Area inspections will recommence in 2009/10, using the coming year to work with OCJR and the National Criminal Justice Board (NCJB) to develop the overall structure and design the triggered programme.

- **Criminal Case Management (CCM)** – *led by HMICA and involving HMCPsI, HMIC and HMI Probation*. It is proposed to examine the effectiveness of criminal case management across the whole CJS, with particular focus on four main aspects of the criminal case management process: (1) Joint Leadership and Working Together; (2) Key Performance Results and Performance Management; (3) Resources (including people, estates, IT, etc); and (4) Outcomes for Users. This approach is subject to agreement with the senior judiciary in order to ensure that judicial independence is respected.
- **Indeterminate sentences (Phase 2)** – *led by HMI Probation and involving HMI Prisons*. To examine the impact of the new indeterminate sentences for public protection on offenders and their management, and assess the effectiveness of the preparation for the safe release of these offenders and their management in the community (following on from the Phase 1 inspection in 2007/08, led by HMI Prisons).
- **Sex offenders (public protection)** – *led by HMI Probation and involving HMIC and probably HMI Prisons*. To carry out a further inspection of work with sex offenders in 2008/09, following the earlier joint inspection published in 2005. The inspection would update the findings of the 2005 inspection and also put the material in a wider context. The pre-inspection scoping work is to be done during July–September 2008, with the bulk of fieldwork carried out towards the end of 2008/09.
- **Police custody conditions** – *jointly led by HMIC and HMI Prisons*. In light of the scrutiny requirements of the UN Optional Protocol against Torture, and following piloting in 2007/08, to extend the routine application of the established methodology for custodial conditions inspection into the police custody context.
- **Overnight use of court custody areas** – *led by HMI Prisons and involving HMICA*. Court custody areas have been used to house prisoners overnight as a result of a lack of prison capacity. A pilot inspection visit was conducted during the summer of 2007, with other visits likely if court cells are brought back into use again. If this practice continues into 2008/09 there will be a need to continue these inspections.

- **Follow-up inspection of court custody** – *led by HMICA with HMI Prisons.*
A post-inspection review is planned in 2008/09 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. HMI Prisons has already undertaken some follow-up work on the escort elements of this inspection.

c) Developments from 2007/08 scoping studies

- 5.7. During 2007/08, a small number of scoping studies were undertaken in subject areas where consultation and risk assessment had suggested inspection might be appropriate but where the research or information available required sorting or consolidation before particular work streams might be identified. On this basis scoping studies were commenced in respect of:
- Crime and Disorder Reduction Partnerships;
 - Mentally disordered offenders; and
 - Witness Care Units (from 'victim and witness experience').
 - **Crime and Disorder Reduction Partnerships (CDRPs)** – concern centres on the contribution of CDRPs to achieving real reductions in crime and disorder. In fact, there is already parallel activity under way in respect of CDRPs, with the Audit Commission taking a lead role. HMIC and HMI Probation will continue to liaise with the Audit Commission with a view to undertaking some pilot inspection activity during 2008/09 to inform a programme of triggered inspections in 2009/10.
 - **Mentally disordered offenders** – initial scoping work in 2007/08 served to reinforce the extensive nature of the incidence and impact of mental disorder in the offender population. Work in 2008/09 will be the first in a series of incremental joint inspections looking at mentally disordered offenders and will focus on the quality and effectiveness of information exchange between CJ agencies during the period from arrest to sentence. It will complement other ongoing work.

- **Witness Care Units** – the inspection will focus on the processes and systems that are in place to provide support to victims and witnesses during the initiation and progress of proceedings. This inspection will examine whether the needs of victims and witnesses are met and appropriate arrangements for support are in place. The emphasis will be on Witness Care Units, their links to the police, CPS and Victim Support/Witness Service. Inspection will evaluate how the units are meeting minimum requirements and obligations as set out in the Victims' Code. It will also assess and evaluate the treatment of victims and witnesses at court.

d) New subjects for CJ inspections

- 5.8. Following discussion groups within individual inspectorates and having received some external bids for activity, the following new work streams will be undertaken:
- **Prolific and other priority offenders (PPO)** – The PPO Programme was first launched in 2004, aimed at targeting the small number of hard-core offenders who are responsible for a disproportionate number of crimes. It is proposed that a thematic inspection should be undertaken to assess agencies' service delivery against the 'Premium Service' specified by the programme.
 - **Asset recovery** – The Proceeds of Crime Act 2002 (POCA) gave wide-ranging powers to confiscate criminals' ill-gotten gains. A joint thematic inspection in 2004 reported disappointment at the patchy take-up of the new powers and limited impact on criminal assets. Now appearing as a Ministerial priority underpinning CSR 2008–11, there is an opportunity to assess progress since the previous inspection. The inspection will focus on the effectiveness of the identification and systems and processes supporting POCA within the CJS. It will also evaluate CJS agencies' enforcement activity and consider the impact of the merger of the Assets Recovery Agency and Serious Organised Crime Agency. The scope of the inspection will also cover asset recovery performance in the Revenue and Customs Prosecutions Office.
 - **Youth gangs in prisons** – in response to concerns regarding the increasing prevalence of gang culture in detention settings, the Youth Justice Board is seeking to commission specific examination of the phenomenon and its implications. The work awaits confirmation of specific resourcing.

e) New scoping studies

5.9. In addition to inspection work streams, as in 2007/08, a number of scoping studies will be undertaken to better assess where joint inspection may add greatest value in respect of some complex but important cross-CJS issues. The three scoping studies identified for 2008/09 are:

- **Anti-social behaviour orders (ASBOs)** – the issue, management and enforcement of ASBOs is the subject of some concern from practitioners at all stages in the process. In light of the processes involved, this work would only really make sense if carried out with the Audit Commission. Discussions are planned in the near future to explore the scope and capacity for such work.
- **Custody time limits** – although a largely technical issue, there is increasing concern over the apparent failure to meet legal and procedural expectations, in part due to the complexity of the relevant processes. It is proposed to carry out a focused scoping study to help identify any persistent or generic barriers or problem areas. The intention is to carry out a joint inspection in early 2009/10.
- **Disproportionality in the handling of Muslims** – there are concerns over the treatment of declared Muslims as suspects, arrested, charged, convicted or otherwise, sentenced and experiencing custodial and non-custodial penalties. The study will touch a representative sample in each, some or all of the identified elements of the CJS across a geographical spread. It will consider equalities compliance and disproportionality and its causes and perceptions. It is then intended to carry out an inspection in 2009/10.

5.10. Each of the scoping studies will report to CJCIG by October 2008, to ensure that any joint inspection activity recommended can be considered within the priorities for the 2009/10 programme and form part of the appropriate consultation process.

f) Joint work with non-CJ inspectorates

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

5.12. The following non-CJ joint inspections will be undertaken in 2008/09:

- Prison Inspections – by HMI Prisons and numerous other bodies;²
- Police Authority inspections – by HMIC and the Audit Commission;
- Comprehensive Area Assessments – by the Audit Commission, HMIC and HMI Probation; and
- Supporting People Reviews – any follow-ups by HMI Probation and the Audit Commission.

2 Healthcare Commission, Healthcare Inspectorate Wales, Regulation and Quality Improvement Authority (Northern Ireland), Royal Pharmaceutical Society of Great Britain, the Dental Practice Division of the NHS Business Services Authority, and Ofsted in England, Estyn (Wales), Employment and Training Inspectorate (Northern Ireland) or HMI Education (Scotland).

6. OBJECTIVES AND TIMESCALES FOR 2008/09

- 6.1. The key objectives of joint CJ inspection for 2008/09 will be the six set out previously in paragraphs 2.4 and 2.5, under the high level process areas of community safety, justice, offender management and custodial conditions and incorporating victim and witness experience and equality and diversity.
- 6.2. In the following tables, the individual inspections and scoping studies are listed with brief details of the key targets, dates and inspectorates involved. Inspectorates are listed in one of three categories:
- **Lead:** providing the lead inspectors, methodology and support;
 - **Partner:** involved throughout, including inspection fieldwork;³ 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.)

3 Or substantive involvement in scoping studies – where no fieldwork takes place.

Objective 1 – Community safety

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

Activity and subject	Target or timescale	Inspectorates
Inspection		
Safeguards for children	Builds on data from 2005–07. Report due in 2008.	Lead: Commission for Social Care Inspection Partner: HMIC Advise: all other CJ inspectorates
Joint Area Reviews of children's services	Inspection programme to be completed autumn 2008.	Lead: Ofsted Partner: HMI Probation Advise: all other CJ inspectorates
Crime and Disorder Reduction Partnerships	Liaison with Audit Commission from April to October. Pilot inspection during spring 2009, to inform programme in 2009/10.	Lead: HMIC Partner: Audit Commission, HMI Probation and HMCPSI
Scoping study		
Anti-Social Behaviour Orders (ASBOs)	Scoping work to be completed and report submitted by October 2008;	Lead: HMIC Partner: Audit Commission, HMCPSI and HMICA

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		
CJS Area inspections	Preparatory work to be completed by January 2009; fieldwork to commence in quarter 1 of 2009/10.	Lead: HMICA Partner: HMCPSI, HMIC and HMI Probation Advise: HMI Prisons
Criminal case management	Preparatory and scoping work to be completed by September 2008; fieldwork to commence from November 2008. ⁴	Lead: HMICA Partner: HMCPSI, HMIC and HMI Probation Advise: HMI Prisons
Statutory charging	Inspection activity to be completed in May 2008; report to be published summer 2008.	Lead: HMCPSI Partner: HMIC
Asset recovery	Preparatory and scoping work to be completed by July 2008; fieldwork to commence in final quarter 2008/09.	Lead: HMCPSI Partner: HMIC and HMICA

Objective 3 – Offender management

To continue to develop the existing programme of Offender Management Inspections which 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.

⁴ Scale of fieldwork will be subject to the outcome of discussions with the judiciary.

Activity and subject	Target or timescale	Inspectorates
Inspection		
Offender Management Inspections (OMIs)	15 inspections to be completed during 2008/09.	Lead: HMI Probation Partner: HMI Prisons
Youth Offending Teams (YOTs)	23 YOT inspections, including 3 re-inspections, to be completed by December 2008.	Lead: HMI Probation Partner: HMIC, HMI Prisons and 6 non-CJ inspectorates
Indeterminate sentences	Preparatory and scoping work to be completed by September 2008; fieldwork to be completed by December 2008; report to be published spring 2009.	Lead: HMI Probation Partner: HMI Prisons
Sex offenders – public protection	Preparatory and scoping work to be completed by December 2008; fieldwork to be completed by March 2009; report to be published summer 2009.	Lead: HMI Probation Partner: HMIC
Mentally disordered offenders	Preparatory and scoping work to be completed by November 2008; fieldwork to be completed by February 2009; report to be published spring 2009.	Lead: HMI Probation Partner: HMIC, HMICA and HMCPSI Advise: Healthcare Commission
Prolific and other priority offenders	Preparatory and scoping work to be completed by September 2008; fieldwork to be completed by December 2008; report to be published spring 2009.	Lead: HMI Probation Partner: all other CJ inspectorates and the Audit Commission

Objective 4 – Custodial conditions

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

Activity and subject	Target or timescale	Inspectorates
Inspection		
Police custody conditions	To complete four pilot inspections by autumn 2008 and agree a further programme from October 2008 onwards (subject to resourcing).	Lead: HMI Prisons and HMIC
Overnight use of court custody	If court cells are once again used to house prisoners, at least one inspection will be conducted by the end of March 2009.	Lead: HMI Prisons Partner: HMICA Advise: HMIC
Court escort (follow-up)	Fieldwork to be undertaken in July 2008.	Lead: HMICA Partner: HMI Prisons
Youth gangs in prisons	Subject to finance – fieldwork towards end of 2008/09 and into 2009/10.	Lead: HMI Prisons Advise: HMIC and HMI Probation
Scoping study		
Custody time limits	Scoping work to be completed and report submitted by October 2008.	Lead: HMCPSI Partner: HMIC and HMICA

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
Inspection		
Witness Care Units	Scoping and preparatory work to be completed by May 2008; inspection activity to commence during quarter 2 and 3 2008/09.	Lead: HMCPSI Partner: HMIC and 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 in the handling of Muslims within the CJS	Scoping study to be undertaken April to September 2008; report to CJCIG by October 2008, for inspection early in 2009/10.	Lead: HMIC Partner: all CJ inspectorates Advise: Commission for Equality and Human Rights

7. PROGRAMME BALANCE IN 2008/09

7.1. Taken together, the programme provides coverage of the six joint objectives, as outlined earlier in paragraphs 2.4 and 2.5.

	Community safety	Bringing offenders to justice	Offender management	Custodial conditions	Victims and witnesses	Equality and diversity
Pre-planned inspections						
OMI			✓			
YOTs			✓			
Statutory charging		✓				
Children's safeguards	✓					
Joint Area Reviews	✓					
From 2007/08 inspections						
CJS Area		✓				
Criminal Case Management		✓				
Indeterminate sentences			✓			
Sex offenders			✓			
Police custody				✓		
Court custody – overnight				✓		
Court custody follow-up				✓		

	Community safety	Bringing offenders to justice	Offender management	Custodial conditions	Victims and witnesses	Equality and diversity
From 2007/08 scoping studies						
CDRPs	✓					
Mentally disordered offenders			✓			
Witness Care Units					✓	
New subjects for inspection						
PPOs			✓			
Asset recovery		✓	✓			
Gangs in custody				✓		
New scoping studies						
ASBOs	✓					
Custody time limits				✓		
Muslim disproportionality						✓

7.2. Although there are only single specific work strands in the categories of 'Victims and witnesses' and 'Equality and diversity', these will also be picked up as themes threaded through each of the other work streams.

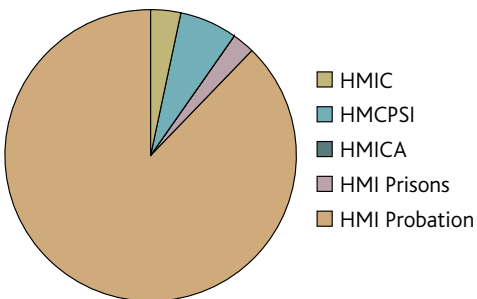
8. RESOURCES FOR 2008/09

- 8.1.** 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 differential roles.
- 8.2.** Resources allocated from each inspectorate are set out in the charts and tables that follow, and are expressed in deployable 'inspector-hours'. While each inspectorate approaches this issue slightly differently in their individual budgeting processes, the allocations take account of both time spent actually engaged in inspection fieldwork and the preparatory, research and finalisation stages of the proposed activities.

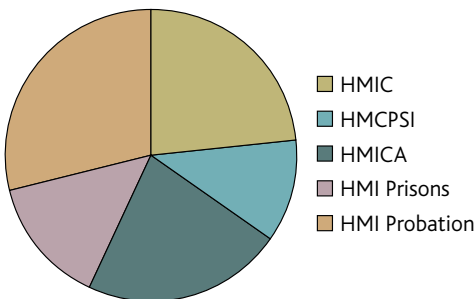
	HMIC	HMCPsi	HMICA	HMI Prisons	HMI Probation	TOTAL
Pre-planned inspections						
OMI	0	0	0	540	12,000	12,540
YOTs	250	0	0	120	13,750	14,120
Statutory charging	720	1,820	0	0	0	2,540
Safeguards	40	80	10	45	10	185
JARs	40	0	0	50	250	340
From 2007/08 inspections						
CJS Area	200	500	500	20	200	1,420
CCM	690	690	1,530	0	370	3,280
Indeterminate sentences	0	0	0	20	1,235	1,255
Sex offenders	450	0	0	0	1,250	1,700
Police custody	1,100	0	0	1,260	0	2,360

	HMIC	HMCPSI	HMICA	HMI Prisons	HMI Probation	TOTAL
Court custody – overnight	50	0	125	125	0	300
Court custody follow-up	0	0	200	60	0	260
From 2007/08 scoping studies						
CDRPs	250	100	0	0	100	450
MDOs	760	240	240	0	1,235	2,475
Witness Care Units	680	1,530	680	0	0	2,890
New subjects for inspection						
PPOs	870	870	470	370	1,230	3,810
Asset recovery	680	1,160	680	0	0	2,520
Youth gangs	Awaits funding confirmation					
New scoping studies						
ASBOs	250	150	50	0	0	450
Custody time limits	50	250	50	0	0	350
Muslim disproportionality	500	50	50	20	50	670
TOTALS	7,580	7,440	4,585	2,630	31,680	53,915

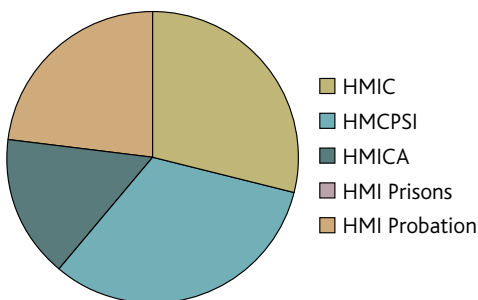
Pre-planned inspections



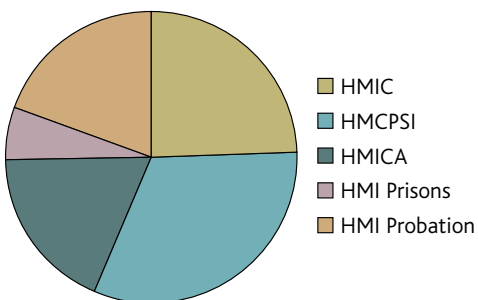
From 2007/08 inspections



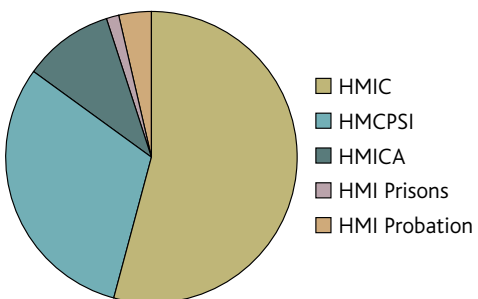
From 2007/08 scoping studies



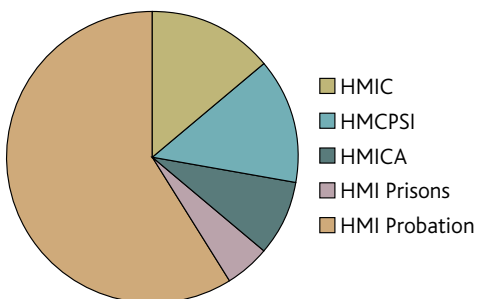
New subjects for inspection



New scoping studies



Total commitment



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

	HMCPsi	HMIC	HMICA	HMI Prisons	HMI Probation
Overall budget (approx)	£2.8m*	£13m	£2.005m	£3.49m	£3.7m
% of total inspection effort to joint CJS	At least 25%	10%	Approx 27%	5%	89%
% of total inspection effort to other joint inspection	0%	5%	0%	89%	1%
% of CJS programme (from previous tables)	13.8%	14.0%	8.5%	4.9%	58.8%

*This figure reflects staff costs only; administrative and premises costs are not included.

ANNEX 1

THE GOVERNMENT'S TEN PRINCIPLES OF INSPECTION

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

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

ANNEX 2

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 criminal justice 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, 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 Home Secretary 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.
- Report on the effectiveness of the arrangements for this work, working with other inspectorates as necessary.
- Contribute to improved performance by the organisations we inspect.
- 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.

- Promote actively race equality and wider diversity issues in the organisations we inspect.
- Contribute to the overall effectiveness of the Criminal Justice System, 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.

a) Qualifying criteria

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

- relate to cross-cutting work that involves two or more 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 full list)

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

b) Prioritising criteria

In considering inclusion in the draft joint inspection programme for 2007/08 candidate projects will be assessed against:

- 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 to Government priorities for the CJS;

- balance of impact versus resource: the degree of impact or value added in proportion to the effort required to implement the inspection activity;
- practicality, deliverability and risk: having regard to the availability of staff, specialist skills or expertise in the relevant timetable for implementation;
- incompatibility with other programmes: the potential to clash or adversely affect other activity in the same or similar subject area;
- additional value gained through joining up inspectorate working: the ability to shed greater light or achieve greater insight through joint working than by the sum of individual efforts; and
- proportionate coverage of relevant high level CJ processes: contributing in areas of scrutiny otherwise under-represented in the overall programme.

Additional considerations

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

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Ashley House,
2 Monck Street,
London SW1P 2BQ

HM Crown Prosecution Service Inspectorate,
26–28 Old Queen Street,
London SW1H 9HP

HM Inspectorate of Court Administration,
General Office,
8th Floor,
Millbank Tower,
Millbank,
London SW1P 4QP

HM Inspectorate of Prisons,
First Floor,
Ashley House,
2 Monck Street,
London SW1P 2BQ

HM Inspectorate of Probation,
Second Floor,
Ashley House,
2 Monck Street,
London SW1P 2BQ

