



# PROMOTING IMPROVEMENT

HM CHIEF INSPECTOR'S ANNUAL REPORT 2005-2006

*HM***cpsi**

*HM Crown Prosecution Service Inspectorate*



**HMCP SI ANNUAL REPORT  
FOR THE PERIOD APRIL 2005 TO MARCH 2006**

FROM HM CHIEF INSPECTOR OF THE CROWN  
PROSECUTION SERVICE TO THE ATTORNEY GENERAL

PRESENTED TO PARLIAMENT IN PURSUANCE OF  
SECTION 2(2) OF THE CROWN PROSECUTION SERVICE  
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# VISION, MISSION AND VALUES

## Vision

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HMCPSI's purpose is to promote continuous improvement in the efficiency, effectiveness and fairness of the prosecution services within a joined-up criminal justice system (CJS) through a process of inspection and evaluation; the provision of advice; and the identification of good practice. In order to achieve this we want to be an organisation which:

- performs to the highest possible standards;
- inspires pride;
- commands respect;
- works in partnership with other criminal justice inspectorates and agencies but without compromising its robust independence;
- values all its staff; and
- seeks continuous improvement.

## Mission

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HMCPSI strives to achieve excellence in all aspects of its activities and, in particular, to provide customers and stakeholders with consistent and professional inspection and evaluation processes together with advice and guidance, all measured against recognised quality standards and defined performance levels.

## Values

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We endeavour to be true to our values, as defined below, in all that we do:

**Consistency:** Adopting the same principles and core procedures for each inspection, and applying the same standards and criteria to the evidence we collect.

**Thoroughness:** Ensuring that our decisions and findings are based on information that has been thoroughly researched and verified, with an appropriate audit trail.

**Integrity:** Demonstrating integrity in all that we do through the application of our other values.

**Professionalism:** Demonstrating the highest standards of professional competence, courtesy and consideration in all our behaviours.

**Objectivity:** Approaching every inspection with an open mind. We will not allow personal opinions to influence our findings. We will report things as we find them.

Taken together, these mean:

*We demonstrate integrity, objectivity and professionalism at all times and in all aspects of our work and that our findings are based on information that has been thoroughly researched, verified and evaluated according to consistent standards and criteria.*

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# LETTER FROM HM CHIEF INSPECTOR TO THE ATTORNEY GENERAL

## The Rt. Hon. Lord Goldsmith, QC

I am pleased to submit my report as HM Chief Inspector of the Crown Prosecution Service Inspectorate covering the performance of the Service and the work of the Inspectorate during the period from 1 April 2005 to 31 March 2006.

The pace of change across public services, not least within the criminal justice system, made this a challenging period for the Inspectorate as well as for those prosecuting agencies that we inspect. I believe that our positive response has successfully combined “business as usual” with the development of a new and more flexible approach to inspection which will

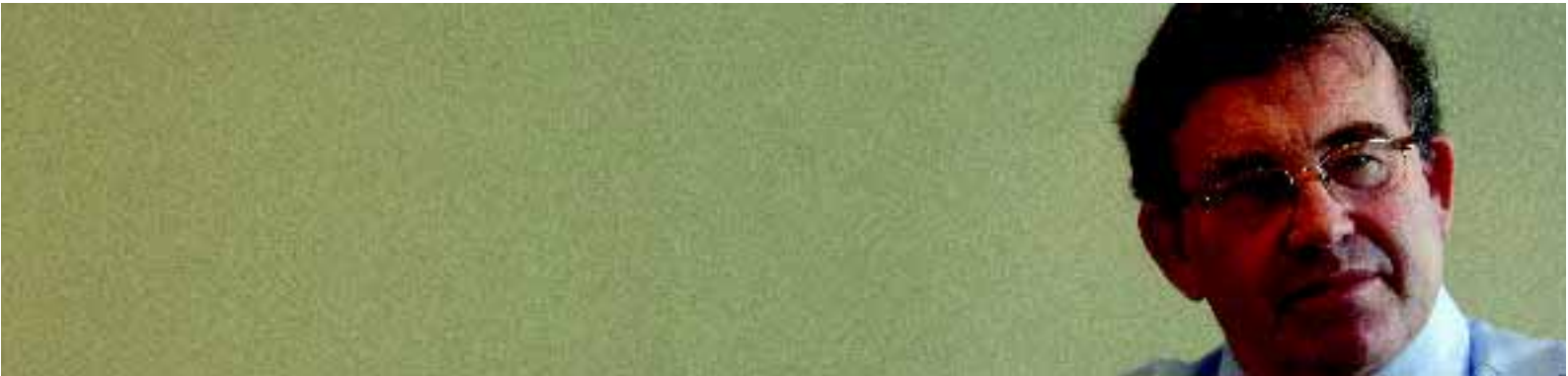
- prove an excellent foundation for meeting new and increasing expectations
- embed into our frameworks and methodologies the 10 principles which underpin the Government’s policy on inspection reform (as set out in the Office of Public Service Reform report “Inspecting for Improvement: Developing a Customer Approach”)
- prepare the Inspectorate for its transition to the single inspectorate provided for by the Police and Justice Bill presently before Parliament.

These changes have been complemented by some modest revision of our support structures and administrative arrangements.

Not surprisingly the reporting period was dominated operationally by the overall performance assessments. But despite the scale of the operation, the overall performance assessment process was by no means the only inspection activity we took forward during the year.

Other assignments included

- follow-up visits in relation to inspections undertaken during our second cycle where that had not been done by 31 March 2005. In order to minimize the burden on CPS Areas, site work was carried out in conjunction with the overall performance assessment; but in each case a separate report was produced and published – there were 13 reports in all
- completion, finalization and publication of four thematic reviews which were in progress at the beginning of the year
  - Bringing Back Quality of Life to Our Communities; a Review of CPS Handling of Social Impact Crime and Anti-Social Behaviour
  - the Role and Contribution of the CPS to Safeguarding Children
  - CPS Casework Quality Assurance system
  - the Use of Performance Information in the CPS
- a review leading to the report Safeguarding Children, the second Chief Inspectors’ review which examined the issue across the public services as a whole – the CPS specific review referred to above was carried out at the same time
- the start of thematic reviews of the CPS in respect of
  - equality and diversity in employment
  - the impact of the case management system (Compass) on casework quality
- the start of joint thematic reviews with HMI Constabulary covering
  - cases involving an allegation of a criminal offence against persons serving with the police
  - follow-up to the joint inspection of the investigation and prosecution of rape offences (published, April 2002)



- six joint inspections of criminal justice areas, with the Inspectorate taking the lead in two
- assistance rendered to the Criminal Justice Inspectorate for Northern Ireland in relation to two thematic reviews
  - the treatment of victims and witnesses
  - delays in the criminal process
- two inspectors working with the Director of Public Prosecutions (Northern Ireland) to provide an independent element in the evaluation of the second phase of the establishment of the Public Prosecution Service for Northern Ireland – the Fermanagh and Tyrone pilot.

You are aware that an extended follow-up inspection of the Revenue and Customs Prosecutions Office (RCPO) which was planned to start in February had to be postponed because other provisions in the legislation relating to the confidentiality of RCPO casework represents a bar on inspection until the provisions of the Police and Justice Bill have been enacted and implemented.

I was pleased that you felt it appropriate to invite HMCPSI to undertake the Jubilee Line Review to ascertain the factors leading to the decision to terminate the case; to consider what steps the prosecution could have taken to avoid the outcome; and to make recommendations.

We made a total of 11 recommendations, many of which do not reflect truly new proposals, rather pointing to numerous lessons relating to the investigation and prosecution of fraud which in essence are a re-learning of previously identified good practice.

Taken alongside these wider ranging assignments, the development and delivery of the overall performance assessment programme of CPS Areas represented a step change in our delivery of inspection. This was an enormous challenge to everyone in the Inspectorate involving a change of culture in the way inspection had been perceived. That challenge was met and paved the way for a more versatile approach to scrutiny of all aspects of CPS performance – not merely the 42 Areas. And to the better use of our resources which will enable us to expand our cross-cutting work in the criminal justice system as a whole – a necessary step towards implementation of the proposed single inspectorate.

As for the overall performance assessments, they represented a completely new form of assessment for prosecutors as well as their first exposure to the sort of published ratings more commonly associated with the education, local government and health sectors. The logistical implications were tremendous both for CPS managers and the Inspectorate. All 42 CPS Areas and the four London Sectors were visited over a seven month period from June to December 2005. The process required the development by each Area or Sector of a self assessment against 14 aspects of performance as set out in the section of this report “Promoting improvement: our year in brief”.

**OUR POSITIVE RESPONSE HAS SUCCESSFULLY COMBINED “BUSINESS AS USUAL” WITH THE DEVELOPMENT OF A NEW AND MORE FLEXIBLE APPROACH TO INSPECTION**

Each self assessment was supported by documentary evidence with a view to 'check and challenge' in a meeting held between inspectors and the management team.

I was pleased with the positive way the Crown Prosecution Service responded to the process. The willingness and professionalism of its managers to accept such a new and public form of scrutiny was impressive. I take this opportunity to acknowledge the fulsome co-operation received. And, one of the beneficial aspects of the process was the strengthening further of the working relationship between the Inspectorate and the CPS to which I refer later.

Twenty-two overall assessment reports were published in December 2005 and the remainder (plus a national summative report) in March 2006. This was the biggest publication challenge to face the Inspectorate since its inception, it involved major resource implications. It would not have been accomplished successfully without the dedication of those involved in delivering the programme of overall assessments and of publication of the reports. I pay tribute to them.

The thrust of the reports was to confirm an overall satisfactory level of performance and an underlying trend of improvement within the CPS against a background of real and demanding change. The aspects where performance was strongest were

- ensuring successful outcomes
- service to victims and witnesses
- managing Crown Court cases
- handling sensitive cases and hate crimes
- presenting and progressing cases at court.

Even so, the process identified where further improvements were needed

- pre-charge decision making – managing and realizing the benefits
- managing resources
- delivering change
- managing custody time limits.

Just as extensive consultation with the CPS proved invaluable during the development phase of the overall performance assessment process, so has collaboration with them in evaluating the process. Both influenced our inspection strategy and Business Plan for the coming year so that inspections will be more focused on those CPS Areas which are performing less well and therefore represent the greatest risk. This is firm evidence of the strengthening partnership between the Inspectorate and the CPS.

In pursuit of this we plan to introduce a cadre of liaison inspectors, each of whom would be responsible for engaging with nominated Areas. The objective being to act as a conduit between the Inspectorate and the Area, for example, in terms of inspection policy and individual Area's concerns. A pilot scheme is planned and eight volunteer Areas are being invited to take part.

Our future inspection strategy involves targeting our resources where there will be most benefit. Thus the future programme of inspection will concentrate on Area effectiveness, the key being a lighter touch. In-depth inspection being undertaken only in the poorer performing Areas, with those with excellent and good assessments receiving little or no inspection scrutiny for a significant period, save for participation in thematic reviews in order to capture good practice; and criminal justice area inspections



which examine the wider spectrum of criminal justice locally. This approach chimes with the Government's wish to lighten the burden of inspection, especially for good performers.

The steps so far involve

- using the outcomes of the overall performance assessments to create a baseline for the 42 Areas which will be updated with contemporaneous data
- creating a "knowledge warehouse" which brings together various sources of data available about activity within the criminal justice system
- establishing a risk model so that fair and consistent assessments of risk can be made based on that information and data.

Even so, proper accountability on the part of the Accounting Officers and Ministers answerable to Parliament for performance does require a measure of scrutiny across the Service as a whole in regard to key aspects of casework. We shall therefore complement the Area effectiveness inspections with a series of reviews in a cross-section of Areas to assess the quality of specific aspects of casework. The sort of topics we have in mind relate to matters which are crucial to public confidence; ensuring that discontinuance occurs only in appropriate circumstances; examining those cases where there has been a ruling that the evidence is insufficient to proceed or the prosecution had to abandon; and scrutinizing compliance with the prosecution's obligations of disclosure, so important for ensuring just outcomes.

I am confident this new approach will prove just as reliable in providing ongoing assessment and assurance as to the quality of performance across the Service as our earlier and more

cumbersome cyclical inspection programme, albeit this was right for the CPS at the time having regard to its stage of development.

At present I envisage a further round of overall performance assessments of CPS Areas in about May 2007. Proceeding in this way would ensure that Ministers have a clear understanding of the level of service delivered by the CPS prior to the assumption of responsibility by the single inspectorate. But the proposal will need to be kept under review in the light of the possible restructure of police forces and possible consequential change to the structure of the CPS.

It is not only in the operational context that we have been preparing for the future. We have in the past year made modest but important adjustments to our internal structure, to our staffing strategy and to the handling of our communications.

It was important as we approached the transition to a single inspectorate that we had in place the strongest possible structures to meet the challenges the change will bring. However the combined effect of a loss of key people and the demands of the overall performance assessment programme made it clear that the model we had adopted in relation to our support arrangements needed to be more under the control of those with practical experience of inspection.

**OUR FUTURE INSPECTION STRATEGY**

**INVOLVES TARGETING OUR**

**RESOURCES WHERE THERE WILL**

**BE MOST BENEFIT**

The need for a Training and Development Co-ordinator to ensure inspectors and administrators were fully equipped for the transition was also recognized.

Therefore, in March 2006, following a short review undertaken in conjunction with the development of the 2006-2007 Business Plan, we created two new posts. One as leading a re-established Inspection Support Group – a group having more substantial and operational responsibilities than its predecessor. The other, a post of Training and Development Co-ordinator with responsibility for

- identifying additional skills and training likely to be necessary for inspectors to discharge their roles within the wider remit of the new single inspectorate
- implementing the Professional Skills for Government initiative within the Inspectorate
- working through the Heads of Inspectorates forum to establish, so far as practicable, a common approach on these issues across inspectorates within the public service.

An important consequence has been to increase the size of the Inspectorate Management Team from four to six by inclusion of these two new posts. This will be invaluable. A team of four was relatively small; the larger group is likely to stimulate more penetrating consideration of issues and also enable responsibilities to be shared more widely.

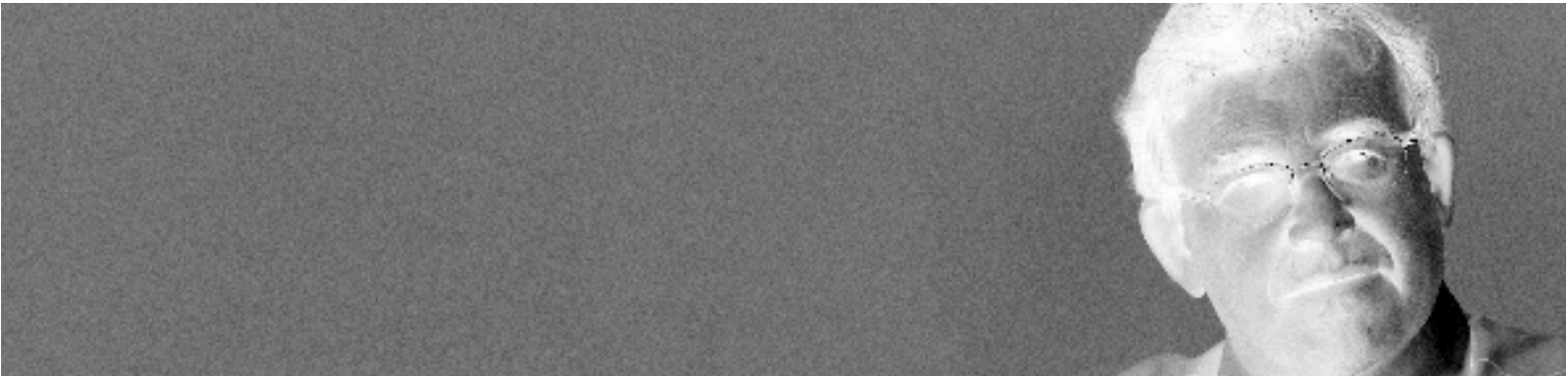
We continue to seek, at inspector level, to have a mixture between those having a background within the inspected organisations so that they are well placed to know which questions to ask and those from other backgrounds who bring a more external and fresh view to the work.

The difficulty of redeployment arrangements within the CPS which had limited the turnover of legal inspectors in the past was successfully addressed during the year and greater movement of staff has been achieved. We have been able to balance that through your agreement that the Inspectorate should retain a cadre of permanent inspectors (about 30%) who would ensure continuity, enable the retention of a collective memory and provide a training and mentoring capacity for others likely to be serving for shorter periods.

These changes, together with the creation of the post of Communications Manager, and the appointment of a research/data analyst enhance the overall effectiveness of the Inspectorate.

A consistent theme throughout this letter has been working towards the establishment of the single inspectorate. Although there is not universal support within the criminal justice inspectorates for the proposal, I believe it is right in principle. I appreciate the extent to which you and other Ministers have given commitment in relation to some aspects of the proposals which created reservations, in particular as to the independence of the new inspectorate. There are, however, some matters still to be addressed to give effect to those commitments so that the new organisation really is able to offer the robust and independent inspection which the public would expect.

In presenting my last report I highlighted the need for the new body to be completely free from the influence of those who manage delivery within the services inspected. My preferred way of achieving that would have been to establish it as a non-departmental public body. Ministers were not persuaded and I accept



fully that decision. The Government policy statement envisages the inspectorate being linked to and supported by an existing department. It will be necessary to identify a means by which that can occur without creating a conflict of interest.

The creation of overarching management arrangements for the criminal justice system, including the establishment of the Office for Criminal Justice Reform, means that there is no obvious place to locate this function which does not have pre-existing responsibilities for delivery within the criminal justice system. It will be important to avoid a situation where the same officials have to balance responsibility for advising Ministers on the objectives of the criminal justice system, setting targets to achieve those objectives, advising whether they are to be regarded as met and overseeing arrangements for the inspection which will scrutinize the delivery.

Other issues needing careful consideration include

- achieving an appropriate balance between single agency inspection and cross-cutting work – Government policy puts substantial emphasis on the latter. However, I believe firmly that the structure of the CPS and its pivotal role in the criminal justice system make independent inspection essential for management accountability reasons and also to ensure public confidence. I know you share that view and it will be important that there are clear understandings of this with all concerned at the outset of the new arrangement
- the delivery of inspection across the whole criminal justice system is dependant on eliminating unnecessary or artificial barriers. Steps taken by the existing inspectorates jointly to establish inspection arrangements for criminal justice system areas have had

limited success as regards the court aspect.

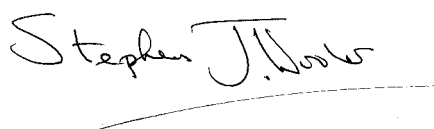
This is because a significant proportion of the functions which would ordinarily be classed as managerial or administrative are deemed to be judicial because judges and magistrates supervise them. It flows from the working of the current legislation which, in creating exemptions from inspections, focuses on the positions held by individuals rather than the function being discharged. While it is vital that the independence of judicial decision making is respected, it is important that there should be proper accountability for the management and administration within the court system

- the debate about the proposal for a single inspectorate has emphasized the importance of inspections within prisons and other custodial institutions because their closed nature precludes other forms of effective scrutiny. The Government wishes to ensure that that role is preserved and all chief inspectors, including myself, support that. But, the degree of emphasis which has been placed on custodial inspection in some quarters, and now reflected in the creation of the separate “prison duty” does, in my view, create a risk that the balance of the new organisation may be skewed.

**A CONSISTENT THEME THROUGHOUT  
THIS LETTER HAS BEEN WORKING  
TOWARDS THE ESTABLISHMENT OF  
THE SINGLE INSPECTORATE**

These considerations aside, I am pleased to report that everyone within the Inspectorate is fully supportive of the forthcoming transition. They see it as an opportunity to increase their skill base and make a wider contribution to the quality of the criminal justice system, this is pleasing.

I conclude this letter by publicly acknowledging the commitment and professionalism of everyone within the Inspectorate. In particular, I wish to record my thanks to two members of the Inspectorate Management Team who moved on at the end of the reporting period – Sally-Ann Downey returned to the Department of Work and Pensions having served an extended loan period and Steve Watkins who left to pursue a career outside the Civil Service. The support which I have received from within the Inspectorate over the past year has been universally unstinting. Without that, we could not possibly have delivered “business as usual” while developing new and more flexible inspection arrangements and preparing for transition. I know that you too applaud their positive approach.



SJ Wooler CB

**HM Chief Inspector**

# PROMOTING IMPROVEMENT: OUR STATUTORY BASIS

**A**s Her Majesty's Crown Prosecution Service Inspectorate (HMCPPI) we are an independent statutory body reporting to the Attorney General. The Attorney General and his deputy, the Solicitor General, are known as the Law Officers. The Inspectorate is one of the Law Officers' Departments.

Our primary function is to promote the effectiveness, efficiency and value for money of the prosecution bodies we inspect. Established in 2000, our original remit, as our title suggests, related solely to the Crown Prosecution Service and its relationship with its criminal justice partners.

In 2002 that statutory remit was extended by allowing the Chief Inspector of Criminal Justice for Northern Ireland to delegate to us functions relating to prosecution in Northern Ireland.

The statutory remit was extended again in April 2005 to include the Revenue and Customs Prosecutions Office (RCPO). However, other provisions in the legislation relating to the confidentiality of RCPO casework presents a bar on inspection until the provisions of the Police and Justice Bill currently before Parliament have been enacted and implemented. In the meantime the Inspectorate proposes a high level follow-up to its two earlier (non-statutory) inspections. This would not involve any scrutiny of individual cases.

It is also open to the Attorney General to ask us to inspect other prosecution bodies for whom he has responsibility, for example, the Serious Fraud Office; to inspect other bodies where they are agreeable to voluntary inspection; and to undertake reviews of specific high profile cases.

The Attorney General's responsibilities to Parliament on prosecution matters include the Crown Prosecution Service, the Serious Fraud Office, the Revenue and Customs Prosecutions Office and the Director of Public Prosecutions, Northern Ireland. He also has a general superintendence role over other Whitehall prosecutors.

The Police and Justice Bill makes provision for a single inspectorate to replace the current five criminal justice inspectorates. The aim is to recruit a new chief inspector immediately after the Bill has received Royal Assent with a view to that individual being in post by April 2007. There would be a phased implementation of the legislation with the new chief inspector assuming responsibility for the work of the existing inspectorates on an incremental basis during 2007-2008.

The Office of Criminal Justice Reform has assumed the leadership of the programme for implementation. It is working in close co-operation with the current five chief inspectors. The Ministers responsible for the new inspectorate will be the Attorney General, the Home Secretary and the Lord Chancellor.

**OUR PRIMARY FUNCTION IS TO  
PROMOTE THE EFFECTIVENESS,  
EFFICIENCY AND VALUE FOR  
MONEY OF THE PROSECUTION  
BODIES WE INSPECT**

# PROMOTING IMPROVEMENT: OUR YEAR IN BRIEF

**T**he Attorney General is supported by an advisory board chaired by his Legal Secretary. The Chief Inspector of HMCPPI is a member as is the Inspectorate's Head of Corporate Services (was the Business Support Group) and a legal inspector acts as secretary. It also includes the Director of Public Prosecutions, the Chief Executive of the Crown Prosecution Service and three external members from commerce, academia, and another criminal justice jurisdiction.

## How we manage ourselves

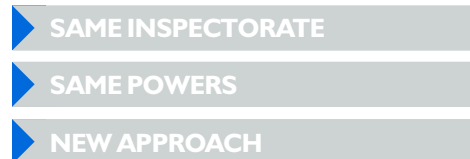
Inspection teams are brigaded into two groups (Northern & Wales and Southern) each headed by a Group Director. The Group Directors together with the Chief Inspector and Head of the then Business Support Group constituted the Inspectorate Management Team during 2005-2006. The Inspectorate Management Team has since been expanded following some modest internal reorganisation.

Each inspection team has a mix of legal, business and casework inspectors. They are assisted by a cadre of lay inspectors drawn from one or other of groups such as Victim Support, Citizen's Advice, local Race Equality Councils and the National Association for the Care and Resettlement of Offenders. Lay inspectors look at such aspects as the care and treatment of victims and witnesses of crime, the handling of complaints, and the application of the public interest test in the Code for Crown Prosecutors. Their contribution to the inspection process is on a voluntary basis (they receive only expenses) and is invaluable.

The Business Support Group provided the services necessary to enable the inspection teams to operate efficiently and effectively. It facilitated the development of the Inspectorate's Business Plan and monitored performance against plan. It advised the Inspectorate Management Team of

variance against plan and made recommendations for remedial action, where appropriate. Finance and human resource functions fell within this group. At the end of the reporting year the functions of the group were reordered so that it could concentrate on the provision of internal services to the Inspectorate. It is now known as Corporate Services.

## Our new approach to inspection



## Overall performance assessments

In the move towards a single inspectorate, this year marks a significant development of our role and the way in which the Crown Prosecution Service is inspected. Last year's report heralded a shift from cyclical inspections of each Crown Prosecution Service Area to a system based on overall performance assessments of all 42 Areas.

Such assessments provide the baseline for ongoing risk assessment which then informs future work. Better performing units will receive less scrutiny in the future enabling the Inspectorate to focus its resources where improvement is most needed and also to take forward more joint and cross-cutting work in relation to the criminal justice system as a whole.

The purpose of overall performance assessments is to inform members of the public in clear and straightforward terms about the quality of prosecution services being delivered locally thus giving effect to one of the Government's 10 principles for inspection. In Annex 1 we set out what we have done to embrace the 10 principles.



## The 10 principles of public service 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:

- Inspection looks to see that there are arrangements in place to deliver the service efficiently and effectively.
- Inspection itself should be able to demonstrate it delivers benefits commensurate with its cost, including the cost to those inspected.
- Inspectorates should ensure that they have the capacity to work together on cross-cutting issues, in the interests of greater cost effectiveness and reducing the burden on those inspected.

**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.”

## Overall performance assessment framework 2005: criteria to be assessed

### “Pre-charge decision making:

#### management and realizing the benefits

- the Area ensures that procedures for pre-charge decision making operate effectively at Area charging centres.
- the Area ensures that all charges advised on are in accordance with the Director's Guidance, the Code, charging standards and policy guidelines, and are accurately documented and recorded.
- the Area is able to demonstrate the benefits of their involvement in pre-charge decision making.

### Managing magistrates' courts cases

- the Area ensures that cases progress at each court appearance.
- the Area contributes effectively to reducing cracked and ineffective trials.
- the Area demonstrates that the case management system contributes to the effective management of cases.

### Managing Crown Court cases

- the Area ensures that cases progress at each court appearance.
- the Area contributes effectively to reducing cracked and ineffective trials.
- the Area demonstrates that the case management system contributes to the effective management of cases.

### Ensuring successful outcomes

- the Area is working to increase the number of successful outcomes and reduce the level of attrition after proceedings have commenced.

### Handling sensitive cases and hate crimes

- the Area identifies and manages sensitive cases effectively.

### Custody time limits

- Area custody time limit systems comply with current CPS guidance and case law.

### Disclosure

- the Area ensures that there is compliance with the prosecution's duties of disclosure.

### The Service to Victims and Witnesses

- the needs of victims and witnesses are fully considered and there is timely and appropriate liaison, information and support throughout the prosecution process.

### Presenting and progressing cases at court

- the Area ensures that prosecution advocates and staff attend court promptly, are professional, well prepared and contribute to effective case progression.

### Delivering change

- the Area has a clear sense of purpose supported by relevant plans.
- a coherent and co-ordinated change management strategy exists.
- the Area ensures staff have the skills, knowledge and competences to meet the business need.

### Managing resources

- the Area seeks to achieve value for money, and operates within budget.
- the Area ensures that all staff are deployed efficiently.

### Managing performance to improve

- managers are held accountable for performance.
- the Area is committed to managing performance jointly with criminal justice partners.
- performance information is accurate, timely, concise, and user friendly.
- internal systems for ensuring the quality of casework are robust and founded on reliable and accurate analysis.

### Leadership

- the management team communicates the vision, values and direction of the Area well. Senior managers act as role models for the ethics, values and aims of the Area and the CPS and demonstrate a commitment to equality and diversity policies.

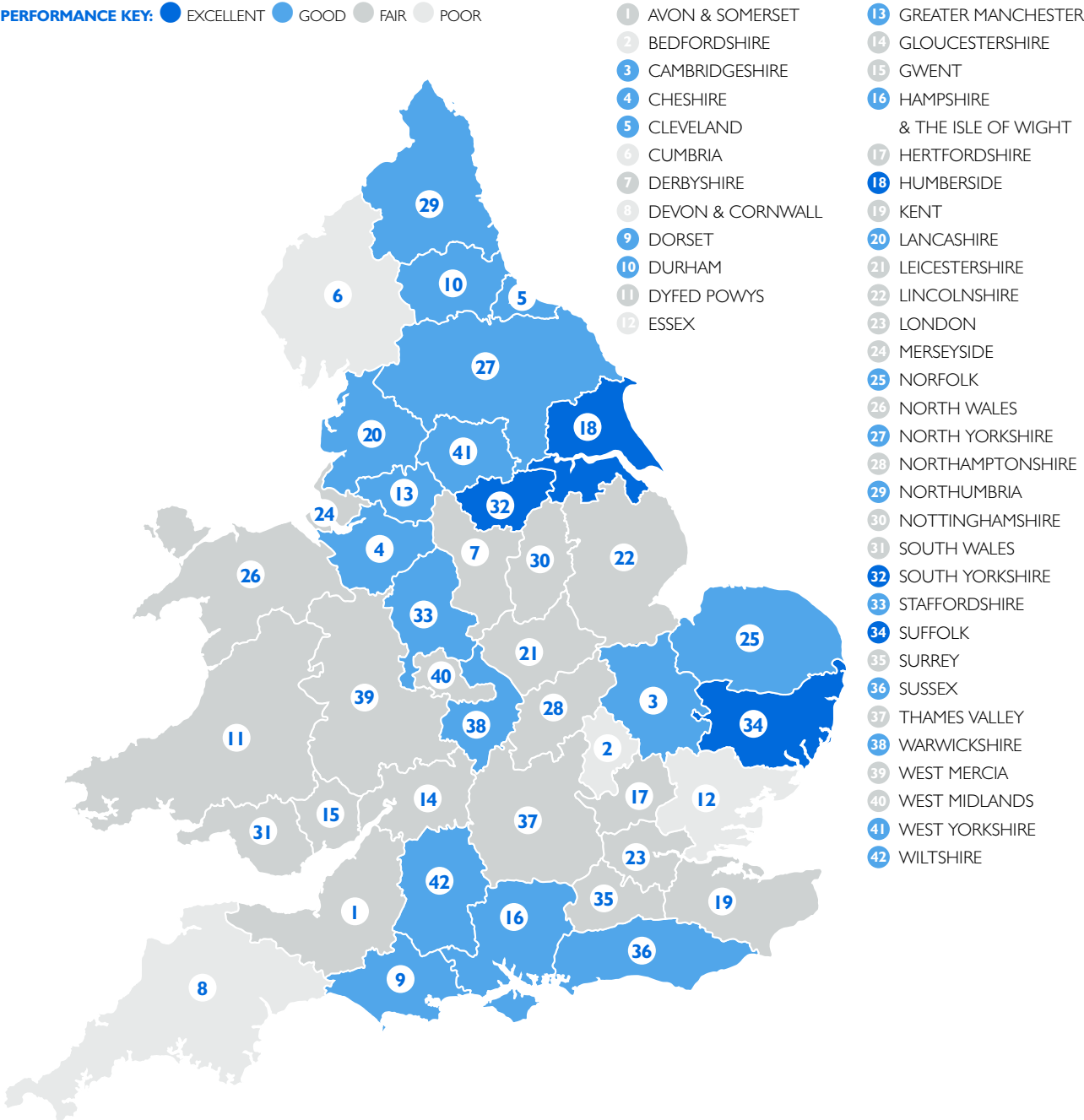
### Securing community confidence

- the Area is working proactively to secure the confidence of the community.”



### Overall performance assessment ratings by CPS Area

PERFORMANCE KEY: ● EXCELLENT ● GOOD ● FAIR ● POOR





The system was designed to promote realistic self assessment by Crown Prosecution Service Areas of their own performance – our assessment being focused on bringing about improvement. There are a number of models available, we opted for assessment ratings of excellent, good, fair and poor.

All of the Crown Prosecution Service's 42 geographical Areas were assessed during the period from June to December 2005 and a summative report showing ratings and analysis of performance for 2004-2005 was published in March 2006. We set out key findings later in this report.

The 14 aspects of performance which were assessed in the process together with a map showing the overall assessment of each CPS Area can be found on the preceding two pages.

Two consultation seminars with Area Chief Crown Prosecutors and their Business Managers were held in March 2006. The seminars were part of a wider evaluation and looked at the lessons which could be drawn from the process. The vast majority of Chief Crown Prosecutors were positive about overall performance assessments and, importantly, the improvements the process would lead to.

The self assessment part of the process was considered beneficial by most, albeit rather onerous.

### A brief personal appraisal by Martin Goldman, Chief Crown Prosecutor, Cleveland

I found the overall assessment process a highly professional and fair exercise carried out by a team who were very well prepared. Completing the self-assessment was an invaluable exercise that gave me and my management team detailed knowledge of the Area's operations and standards. I welcomed the fact that the assessment was evidence based, and then openly and fairly tested in a 'check and challenge' meeting. This allowed a true reflection of the Area's delivery in the 14 aspects of performance.

### Liaison inspectors

In pursuit of strengthening further our partnership with the CPS we plan to introduce a cadre of liaison inspectors, each of whom would be responsible for engaging with nominated Areas. The objective being to act as a conduit between the Inspectorate and the Area, for example, in terms of inspection policy and individual Area's concerns. A pilot scheme involving eight Areas is planned and volunteers are being invited to take part.

### Future inspection programmes

The overall performance assessments of Areas provide the basis for future inspection programmes which will focus on those Areas performing less well and therefore representing the greatest risk – Area effectiveness inspections. They will cover largely the same aspects of performance as those in the overall performance assessments but in greater depth.



Evidence will be gathered from a “knowledge warehouse” which brings together various sources of data available about activity within the criminal justice system, and from file samples, from criminal justice practitioners and from other stakeholders. There will be a full, fair and consistent risk assessment of all Areas based on a risk model which will update performance data, and take in additional issues.

The first year’s programme is likely to include all Areas assessed as poor and some of those assessed as fair but where some individual aspects of performance were assessed as poor. These risk based Area effectiveness inspections will be comprehensive. The approach supports the declared aim of the Director of Public Prosecutions and the CPS’s Chief Executive that poor performing Areas must move to the fair category and that those Areas whose performance is fair must focus immediate attention on any aspects rated as poor with the aim of moving to the good category.

Those Areas assessed as excellent or good will receive no inspection in the first year save for participation in specific casework issues (see below), thematic reviews or criminal justice area joint inspections. They will probably be the subject of light touch inspections of any weaker aspects in the second part of the programme, unless the risk assessment shows a real decline in performance.

Because proper accountability on the part of Accounting Officers and Ministers answerable to Parliament for performance does require a measure of scrutiny across the Service as a whole, a rolling programme of inspection of specific casework issues will be undertaken and will include

- the non-prosecution of cases which ought to have been prosecuted as a result of charging decisions or discontinuance; and cases charged and sent for committal to the Crown Court but which are discharged because the prosecution is not ready
- the non-provision or consideration of unused material through the prosecution’s duties of disclosure being undertaken incorrectly.

These in-depth reviews will look beneath the overall situation in Areas and will provide a reality check in relation to an Area’s own self assessment of its performance.

The prosecution of inappropriate cases which result in premature termination (cases in which the magistrates find no case to answer or in which judges order or direct acquittals) will be included in this programme as soon as resource considerations permit.

**THE PURPOSE OF OVERALL  
PERFORMANCE ASSESSMENTS IS TO  
INFORM MEMBERS OF THE PUBLIC  
IN CLEAR AND STRAIGHTFORWARD  
TERMS ABOUT THE QUALITY OF  
PROSECUTION SERVICES**

### Single agency thematic reviews of the Crown Prosecution Service

We concluded a number of thematic reviews which began before the start of the year.

They relate to

- Social Impact Crime and Anti-Social Behaviour
- Safeguarding Children\*
- the CPS's Casework Quality Assurance scheme
- the Use made of Performance Information in the CPS

\*conducted at the same time as the joint thematic review on Safeguarding Children to which we refer later.

During the year we began the following thematic reviews

- equality and diversity in employment practice within the CPS
- the impact of the case management system (Compass) on the quality of casework.

More information about both concluded and ongoing thematic reviews can be found in the section "Promoting improvement: thematic reviews".

**THE INSPECTORATE IS  
ACKNOWLEDGED BY THE CPS AS  
BEING ONE OF THE MAIN  
IDENTIFIERS OF GOOD PRACTICE**

### Reviews involving others

As we report in the next section, working together with others has been fruitful with the conclusion of the second joint thematic Review of Safeguarding Children; the start of two more joint thematic reviews on the investigation and prosecution of rape offences and the investigation and handling of complaints against persons serving with the police; six criminal justice system area inspections either finalized or underway; work as a reference partner on a National Audit Office review; and work with the Public Prosecution Service in Northern Ireland.

### Good practice

As we reported last year the HMCPSI/CPS Good Practice Committee was stood down in the Autumn of 2004 having served its original purpose. It was thought at the time there was a need to move on with the CPS taking more direct responsibility for identifying, refining and disseminating good practice even though the Inspectorate would still have a substantial contribution to make.

We also reported the publication by us of an "End of Cycle Report and Good Practice Guide 2002-2004" which highlighted examples of good practice we had identified during that period.

The Inspectorate is acknowledged by the CPS as being one of the main identifiers of good practice – it is one of the 10 principles of inspection that wherever possible inspectorates should use their unique position to drive forward improvements by disseminating good practice.

However, we acknowledge the limitations of the overall performance assessment programme in identifying good practice. The Area effectiveness inspections planned for 2006-2007 will redress those limitations.

At the end of March 2006 the CPS finalised a concept paper on its creation of the Good Practice Scheme. Initially this will draw together existing identified good practice on an electronic database, with cross references and links. Because we are committed to drive forward improvements by identifying and disseminating good practice, we have appointed a legal inspector to act as a communication channel between the Inspectorate and the CPS to ensure that identified good practice is passed to the CPS as soon as possible so that the database can be updated with minimum delay.

# PROMOTING IMPROVEMENT: WORKING TOGETHER

## Criminal Justice Chief Inspectors' Group

The Criminal Justice Chief Inspectors' Group comprises the chief inspectors of the five criminal justice inspectorates and is chaired by the Chief Inspector of this Inspectorate which currently also provides secretarial support to the group

- HMI Constabulary
- HM Crown Prosecution Service Inspectorate
- HMI Court Administration
- HMI Prisons
- HMI Probation

HMI = HM Inspectorate

If it is to be a real force for change in the transition to a single inspectorate, it is vital the group concentrates on the bigger picture, that is, not just focusing on individual agencies but on the whole criminal justice system within the wider context of public service overall.

It has been a mixed year – the preoccupation with the effect of the change on individual agencies and the different perspectives held by the chief inspectors has meant that the group failed to develop a common line on too many of the important issues facing the inspectorates.

However, at the operational level it has been an encouraging year so far as joint inspection activity is concerned. This has been extensive across the criminal justice system although not all inspectorates are involved in every exercise. For example, there is an extensive programme

of inspections of Youth Offending Teams which is co-ordinated by HMI Probation but which calls for no contribution by HMCPSI. Those in which we have been involved included

- the publication in July 2005 of the report of the second thematic Review on Safeguarding Children
- two more thematic reviews – the investigation and prosecution of rape offences and the investigation and handling of complaints against persons serving with the police
- six joint criminal justice system area inspections either finalized or underway.

The second joint Review of Safeguarding Children was led by the Commission for Social Care Inspection and involved the Healthcare Commission, OFSTED and the five criminal justice inspectorates

The Government has asked for a third joint review on safeguarding children, planning has already started and it is expected that the review will report in July 2008 or thereabouts.

The report of the review of the Avon and Somerset criminal justice area was presented in draft form to the Local Criminal Justice Board in mid-May and is likely to be published shortly before or shortly after this report.

## Establishing the Inspectorate for Justice, Community Safety and Custody

Even though there are different perspectives and approaches, the chief inspectors are working in close collaboration with the Office of Criminal Justice Reform who has assumed the lead in



managing the programme to design and implement the new inspectorate. A steering group including the chief inspectors or their representatives will oversee the direction of the programme until the new chief inspector is appointed which is expected to be around April 2007. Two of this Inspectorate's very experienced inspectors form part of the team taking the programme forward.

It is pleasing to see that the views we expressed in last year's report have been taken into account in the programme viz. that the real justification for a single inspectorate must be to reflect the wider changes in the criminal justice system so that inspection too has a holistic approach. And, importantly, that the lines of accountability and the position of the new inspectorate in relation to government departments should be such so as to meet the principal requirement that it should be free from the influence of those who manage.

Ensuring these outcomes will be important but not easy. The Police and Justice Bill when enacted will provide the statutory basis for the new inspectorate, for both the general duty of inspection (system efficiency and effectiveness) so far as policing, prosecution and the management and administration of the courts are concerned and the special duty to inspect prisons and other specified custodial environments (human rights of prisoners and detainees). Critical to the success of the programme will be its ability to deliver an organisational design that strikes that crucial balance and enables the dual focus to be reflected throughout the new inspectorate's strategy, leadership, culture, structure and operational processes.

While there needs to be a new way of undertaking inspection based on the Government's 10 principles of public service inspection and that meets policy aspiration, existing strengths need to be preserved: for example, ensuring a direct line of reporting to Ministers and preserving the reliability of inspectorates as a source of expert independent advice to Ministers to inform policy making, policy evaluation and the setting of standards.

### **Criminal justice system area inspections**

Inspections of individual criminal justice areas are carried out by all five criminal justice inspectorates and where appropriate criminal justice partners such as the Victim Support Quality and Standards Unit. The aim of the inspections is to scrutinize criminal justice areas in a holistic way to provide an independent joint analysis of local strengths and weaknesses. The reports of these inspections are designed to inform Local Criminal Justice Boards how best to concentrate effort to improve performance across the local criminal justice system.

There were six joint inspections of criminal justice areas during the period of this report:

Merseyside led by HMCPSI

Gwent led by HMI Constabulary

Thames Valley led by HMI Court Administration

Greater Manchester led by HMI Constabulary

Northumbria led by HMI Court Administration

Avon and Somerset led by HMCPSI



These inspections used a framework that focused on “front-end” processes from arrest to point of sentence. Three issues were covered in detail

- increasing confidence in the criminal justice system
- bringing offenders to justice
- reducing ineffective trials.

Within these issues the inspections addressed the interfaces between criminal justice agencies, their joint working and the role of the Local Criminal Justice Board in performance delivery, including Public Service Agreement targets. The issues were examined, so far as practicable, from a user perspective – particularly that of victims and witnesses. Each report recognized the strengths and good work of the criminal justice system area in question and identified weaknesses or priorities which needed to be addressed.

The most common issues arising included the need to

- determine governance issues relating to the remit, or clarification of the Local Criminal Justice Board’s terms of reference and its relationships with various sub-groups – some areas had very good structures in place but overall there was a need to clarify the accountability of the sub-groups themselves and their accountability to the Board – each Board saw their remit very differently
- improve witness care – ranging from implementation of Witness Care Units to the provision of appropriate facilities and support at court – in part this reflected the need to maintain the current work and individual aims of the various agencies in relation to witness care

- agree a local strategy or co-ordinated action to promote public confidence in the criminal justice system – while, quite rightly, criminal justice areas had concentrated on improving performance against the Public Service Agreement targets, the stage had been reached where the public needed to be made more aware of activity and improvements – in this regard the inspectors were pleased to note that the recent a tool kit produced by the Office of Criminal Justice Reform to help Local Criminal Justice Boards to improve public confidence was having an impact
- address further case progression in various forms or to implement fully the Effective Trial Management Programme, even though significant improvements in reducing ineffective trials were recognized
- take additional steps to promote equality and diversity
- enhance delivery of the charging scheme whereby the CPS has assumed responsibility for charging decisions in more serious and contested cases
- co-ordinate training by Local Criminal Justice Boards.



## A day in the life of a newly appointed inspector

I was asked to be part of the joint inspection of Greater Manchester where all five criminal justice inspectorates worked together to inspect the “front end” of the criminal justice process with particular reference to increasing confidence in the criminal justice system, bringing offenders to justice and reducing ineffective trials. I had received basic training for HMCPSI Area inspections, but this was to be new territory.

The onsite phase of the inspection was to last for two weeks. On the first day I observed an experienced colleague conducting two interviews and then discussed with him the busy day to follow. We were to conduct an interview with the charging training officer followed by an in-depth analysis of files. In the afternoon, we were to interview the CPS Area Business Manager, and return to the hotel for the evening inspection “wash-up” meeting due to start at 5pm.

What actually happened was rather different. We completed the morning interview and began our analysis of the files. The analysis took us through lunch time and well into the afternoon. After we had conducted our afternoon interview, we discovered that the visit to the charging station (requested that morning), had been arranged for that afternoon. It was intended that we would interview the charging lawyer and observe how CPS advice was delivered. We quickly re-arranged our schedule and I went off to the charging station. Time was short, so, armed with the framework, the interview planner and my notebook, I caught a taxi out to the police station. I was pleased to be

conducting my own interview as I had already had the opportunity to observe how interviews should be conducted.

After initial introductions, the Crown Prosecutor continued providing pre-charge advice to a police officer. I was immediately struck by the good working relationship that the pair had developed. After the advice had concluded our interview began. I found the Crown Prosecutor knowledgeable, enthusiastic and candid and (importantly to me as a newcomer) the joint inspectorates previously prepared question bank helpful.

After the interview I went back to the evening meeting at the hotel. It was already in full flow. Each inspector, including myself, gave an account of his or her meetings, interviews or observations throughout the day. I noted with interest the range of emerging themes. We finished just before 8pm and we all agreed to meet for a meal ten minutes later. A quick change of clothes and out we all went. As soon as I returned, I started writing up the notes of the day’s work. Being new to this, it took me some time. I then checked what was in store for the next day (just as busy as today) and after a quick phone call home, went to bed exhausted.

### Joint thematic inspections

Last year, we reported on the joint thematic Review Safeguarding Children which was published in July 2005. It was the second such joint review. This year has seen the Government's response accepting 22 of the 24 recommendations. In its response the Government asked for a third review in 2008.

Other joint thematic reviews underway are the investigation and prosecution of rape offences and the investigation and handling of complaints against persons serving with the police.

### National Audit Office

We were pleased to be able to respond to the National Audit Office's request to act as its reference partner in its review "Crown Prosecution Service: Effective use of Magistrates' Court Hearings" which was published in February 2006. Our role involved reviewing the methodology and providing expert opinion during the onsite phase. The judgments and comments in the report were those of the National Audit Office. Their report identifies a real gap in the way that performance is measured not only in the CPS but in the criminal justice system as a whole by the concentration on ineffective trials to the exclusion of ineffective hearings. While the former are in some respects more significant because of their effect on victims and witnesses, the latter reflect more fully on the efficiency of the system as a whole.

### Heads of inspectorates' forum

The forum, which is non-statutory, was established some years ago to provide an opportunity for chief inspectors to discuss issues of common interest and concern and to share new developments. Its membership comprises 25 chief inspectors from across the public sector

in England, Wales, Scotland and Northern Ireland who represent health, social services, education and training, benefit fraud and the fire service as well as criminal justice. The forum meets twice yearly with each chief inspector taking the chair in rotation.

In 2005-2006 the forum met in June and November. The November meeting was hosted by HMCPSI with the Chief Inspector in the chair. The main focus this year has been on inspection reform and Government strategy for the inspection of public services. Other topics discussed included inspection governance and accountability arrangements, assessing the costs and benefits of inspection, inspectorate relationships with Parliament, ensuring the inspection process takes account of equality and diversity, and the application of the Professional Skills for Government by those who work in the inspectorates.

The forum is also taking forward work to identify core competences for inspectors across the various aspects of public service activity and HMCPSI is providing the secretarial/support service for this project.

### Northern Ireland

Last year we reported on the evaluation of the South Belfast Public Prosecution Service Pilot which was the precursor to the rollout of a statutory independent prosecution service throughout Northern Ireland. The legislation was implemented in June 2005.

Building on that important work, and as part of the continuing development of our work in Northern Ireland, we were invited by the Public Prosecution Service to assist in its initial evaluation of the next phase, the Fermanagh and



Tyrone pilot. We looked at accommodation problems, casework quality and the quality of service delivery at court. We were able to add value to the ensuing evaluation report which will inform the remaining rollout of the new Service across the Province.

In fact there remains further work to be done in 2006-2007. The project had been planned on the assumption that its systems and procedures would be supported by an inter-agency IT facility under the auspices of the Causeway project. That was seriously delayed and the project and evaluation went before it. A further period of evaluation is proposed so that the Public Prosecution Service systems and procedures can be scrutinized in the working environment for which they were designed.

We also reported last year our involvement in the thematic review of the treatment of victims and witnesses undertaken by the Criminal Justice Inspectorate, Northern Ireland. The report of the review which was published in July 2005 identified the need for the development of an overarching victim and witness strategy, victim and witness information units and the evaluation of the effectiveness of special measures for vulnerable or intimidated witnesses.

The Chief Inspector of the Criminal Justice Inspectorate, Northern Ireland also invited us to participate in a thematic review of delay in criminal cases. This was a cross-cutting review of all stages in the criminal justice process from arrest to sentence. Fieldwork took place in October 2005 and the report was published in May 2006.

### **Jubilee Line Review**

On the day following the collapse of the Jubilee Line fraud trial at the Central Criminal Court on the 22 March 2005 the Attorney General announced in Parliament that he was referring the matter to the Chief Inspector for a review of the proceedings, with a view to establishing why they had had to be terminated, and what lessons might be learnt. The reference was made under section 2(1)(b) of the Crown Prosecution Service Inspectorate Act 2000, and it was the most significant matter to be referred in this way.

Such references enable the Chief Inspector to report to the Attorney General on any matter connected to the performance of the Service. HMI Constabulary took part in the review, and thus the review team were able to look also at the role of the police, of the prosecution and other parties involved, and also of the jury, who, as they had been discharged from returning any verdicts, could be approached for their views.

The team under the Chief Inspector comprised two legal inspectors, an experienced fraud lawyer and caseworker seconded from the Serious Fraud Office, and a Detective Chief Inspector from the City of London Economic Crime Department. Rosalind Wright CB, a former Director of the Serious Fraud Office, acted as a consultant.

The review took place against the background of the continuing debate about the implementation of section 43 of the Criminal Justice Act 2003, which would permit certain long and complex cases to be tried by judge alone.

The task was a demanding and time-consuming one as it involved reading the whole of the trial transcript of a trial that had lasted for some 21 months, as well as the lengthy transcripts of pre-trial hearings, and the extensive case papers, followed by careful analysis as well as gathering of evidence from those involved in the case. The review team were able to identify those factors which had led to the collapse, and produced a first draft of their report within seven months. However consultation with interested parties and getting closure was a protracted process which delayed publication of the report until June 2006. Some 11 recommendations were made which were accepted by the Attorney General and will feed into the comprehensive Fraud Review he is undertaking with the Chief Secretary to the Treasury. It is hoped the recommendations will make a useful contribution to reforming the long problematic handling of fraud and other long cases.

**MUCH INTEREST WAS ALSO  
SHOWN IN OUR ARRANGEMENTS  
FOR CPS OVERALL PERFORMANCE  
ASSESSMENTS WHICH THEY MAY  
WELL WISH TO PURSUE FURTHER**

## International dialogue

### Georgian delegation

In July the Inspectorate hosted a visit for representatives from the Republic of Georgia which included the Inspector General and the Assistant to the Deputy Prosecutor General. The country was enjoying accelerated growth but needed to underpin this with updating its legal system and introducing new governance arrangements including an inspectorate.

An interesting dialogue followed a presentation into the work and ethos of HMCPSI. The delegation were an extremely dedicated group who had many problems to grapple with. They thought the insight into our work would provide the answer to some of them.

### French delegation

At the end of September, we hosted on behalf of the Criminal Justice Chief Inspectors' Group a visit of the Inspecteur Générale des Services Judiciaires from Paris. Monsieur Christian Raysseguer and colleagues embarked on a programme to learn more about how inspection operates in England and Wales and the challenges which face us. This was a return visit of one made to Paris earlier in the year by the Chief Inspectors of HMCPSI and HMI Magistrates' Courts' Service Inspectorate (as it then was).

During the visit it became clear that while the French were more integrated and had rather fewer issues relating to the boundary between the judicial and administrative, our system had a number of different strengths – notably transparency and public accountability. There was great interest by the French in our

overall programme of reform for criminal justice and in particular the measures used to assess the performance of the criminal justice system as a whole.

Much interest was also shown in our arrangements for CPS overall performance assessments which they may well wish to pursue further. They were also keen to establish an interchange programme with us starting with one of their inspectors shadowing an inspection. The sentiment was reciprocated.

**Extract from a letter from Christian Raysseguie, L'Inspecteur Générale**

Our discussions were very productive and I am convinced that regular exchanges between our two Services.... can only succeed in improving the tools and working methods we use to achieve our shared objective of ensuring the effective administration of justice in our two countries.



Subsequently Mme Christine Rostand an inspector from the office of the Inspecteur Générale des Services Judiciaires was assigned to the joint criminal justice system area inspection of Avon and Somerset.

# PROMOTING IMPROVEMENT: CRIMINAL JUSTICE JOINT PERFORMANCE

**D**elivery of Public Service Agreement objectives is the joint responsibility of all criminal justice agencies at the local level and it is only through their pulling together that effective delivery is achieved. The Local Criminal Justice Boards provide the framework for achievement - each has developed plans to deliver the shared objectives, to bring more offenders to justice, to reduce ineffective trials and to increase public confidence in the criminal justice system. Their degrees of success are measured by targets agreed locally after discussions with the Office for Criminal Justice Reform.

We give the latest position overall with regard to achievement below. Although the existence of joint targets is a valuable incentive to good co-operative working between agencies, it is difficult to measure the extent to which individual agencies contribute to achieving them. They all influence them in one way or another but in very different ways and to different extents. With the exception of a brief mention of the effect of prosecutors assuming responsibility for the decision to charge in more serious and contested cases, we reserve comment on specific aspects of the contribution made by the CPS until the next section of this report.

## Spending Review 2004: Public Service Agreement targets

- Improve the delivery of justice by increasing the number of crimes for which an offender is brought to justice to 1.25 million by 2007-2008\*
- Reassure the public, reducing the fear of crime and anti-social behaviour, and building confidence in the CJS without compromising fairness.

\*the target for 2005-2006 was 1.15 million offences brought to justice

## Increasing the number of crimes for which an offender is brought to justice

The number of offenders brought to justice in the year ended December 2005 was 1.271 million, a 27% improvement on the baseline set at March 2002 and exceeding the target set for 2007-2008. A table showing performance, area by area is at Annex 2. The data includes offences taken into consideration; fixed penalty notices, formal warnings; cautions; and convictions.

## Charging

The prosecution process has been strengthened particularly by the implementation of the charging scheme whereby CPS prosecutors have assumed responsibility for charging decisions in more serious and contested cases. Hitherto, all such decisions had been a matter for the police. Working with the police, all 42 Areas had been approved to implement the statutory scheme by March 2006. This has helped to contribute to the early achievement of the 2007-2008 offences brought to justice target.

## Persistent young offenders

Most areas were achieving the Government's target of dealing with persistent young offenders within 71 days from arrest to sentence. But in some areas concentration has lapsed because of the pressures of other initiatives and as a consequence performance has fallen. National performance overall for the quarter ending December 2005 was 69 days. For the quarter ending March 2006, it was 72 days, three days higher than the previous quarter. A table showing area by area performance for the years 2002-2005 and the first three months of 2006 is at Annex 3.



**Ineffective trials**

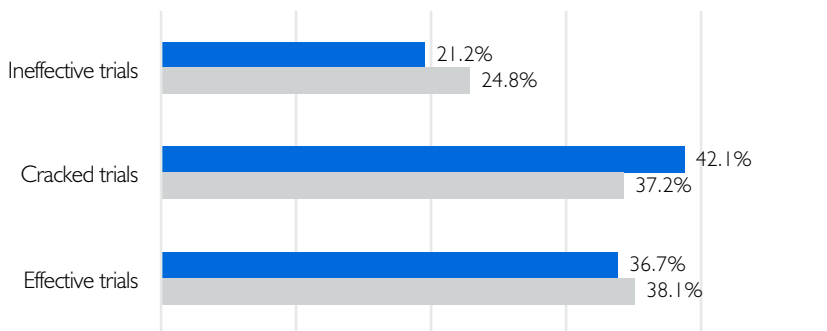
A reduction in the proportion of ineffective trials is a Spending Review 2002 commitment. It is an important target, despite its narrow focus, because of the substantial impact upon victims and witnesses who attend court to give evidence at the trial, but then find the case is adjourned to another date so that they are called upon to attend for a second time.

The trend for reducing ineffective trials is positive and has been brought about through good work between partner criminal justice agencies. There has also been an improving national trend in the Crown Court of the rate of effective trials.

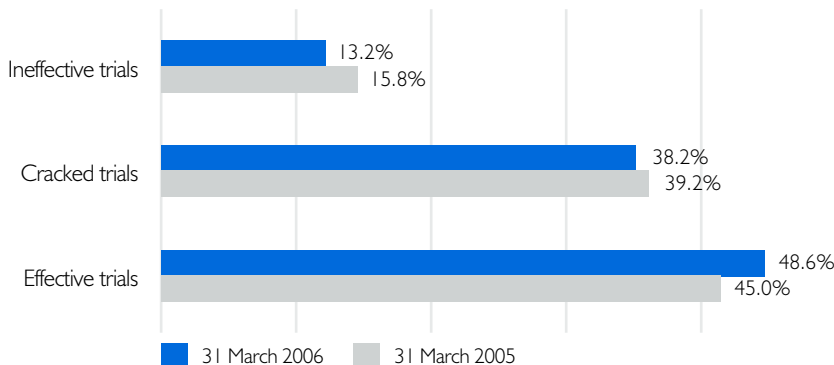
Even so, the fact that less than half of trials fixed for hearing proceed as intended represents a substantial waste of effort and inconvenience for victims, witnesses and other parties. This is underlined by the National Audit Office report on its review “Crown Prosecution Service: Effective use of Magistrates’ Court Hearings”, to which we referred earlier, which highlights that the concentration on ineffective trials to the exclusion of ineffective hearings is a gap in the way performance is measured in the criminal justice system.

We have drawn attention earlier in this report to the need for a similar focus on all ineffective hearings.

**Magistrates’ Courts**



**Crown Court**



The difference between ineffective and effective trials is accounted for by cracked trials, when the case terminates on the date fixed for trial as a result of either a plea of guilty or the case being dropped by the prosecution. In our view there needs to be critical analysis of cases which crack – it is sometimes asserted that cases may crack “beneficially” when there is a plea of guilty to all, or the major, charges on the day of trial. However, this will mean that witnesses have had to attend court and resources expended on the final preparation for trial. In either instance it may reflect a lack of positive case progression and case management.

Even where the ineffective trial rate is low it can be linked to a multiplicity of pre-trial hearings, too many of which are themselves largely ineffective, clog up the system, and waste resources.

There are considerable variations between criminal justice system areas and, while recognizing the significant achievement so far, we shall be looking more carefully at all three outcomes, ineffective, cracked and effective trials together with the numbers of hearings.

We shall also expect CPS Areas to analyze cracked and ineffective trials said to be the responsibility of the prosecution. There are links which need to be examined between cracked and ineffective trials and

- local cultures of trials cracking at the door of the court
- the full implementation of the criminal case management framework and the Effective Trial Management Programme.

#### Public confidence

Public confidence in the criminal justice system agencies is determined by questions in the British Crime Survey which ask whether the public believes the criminal justice system is effective in bringing people who commit crimes to justice. The latest available results show an increase of 5% on the baseline figure of 39% for year ending 31 March 2003, to a 44% satisfaction level, which exceeds the 40% target for 2005-2006. A comparative table of area by area performance is at Annex 4.

#### Victims and witnesses

Likewise, increased satisfaction of victims and witnesses is measured by questions in the British Crime Survey on victim and witness satisfaction with the criminal justice system. The latest available figures (2004-2005) show that victims were very or fairly satisfied with the way the police handled the matter in 58% of the incidents that the police came to know about. This remains stable – the figure for 2003-2004 was also 58% and for 2002-2003 the figure was 59%.

**THE LATEST AVAILABLE RESULTS  
[FOR PUBLIC CONFIDENCE] SHOW AN  
INCREASE OF 5% ON THE BASELINE  
FIGURE OF 39%**



# PROMOTING IMPROVEMENT: CPS AREA FOLLOW-UP INSPECTIONS

**A**s part of the second cycle of inspections we undertook follow-up inspections, usually six to twelve months after publication of the Area inspection report itself. In last year's report we recorded the progress 28 Areas had made towards achieving our recommendations. This year we conducted follow-up inspections on the remaining 13 Areas (CPS London was the subject of a re-inspection so there was no subsequent follow-up).

## Frequent findings

It was reassuring to find that in all but one instance progress had been made since the full inspection. The more frequent finding from the 13 follow-up inspections related to the need to improve performance in

- the proper undertaking of the prosecution's duties of disclosure of unused material (six Areas)
- the secure tracking and handling of cases in which the defendant was remanded in custody and therefore the case was subject to strict time limits which if not adhered to or extended by order of the court would mean that the defendant obtained bail (six Areas)
- the development of a sound performance management regime (six Areas)
- proper compliance with the CPS's initiative Direct Communication with Victims (four Areas)
- the deployment of staff, either between units or in terms of the balance of court and office work (four Areas) and generally
- aspects of prompt and effective case review and case management.

## Analysis

All these issues are interlinked. It is fundamental to have the right balance of people and skills in the right places in order to undertake case review and case management properly. Proper review and case management should ensure that disclosure is undertaken, custody time limits are monitored and Direct Communication with Victims scheme letters are sent. A proper performance management regime, coupled with effective casework quality assurance, should reveal deficiencies so that managers and staff can take action to prioritize or reinforce these duties.

Relatively few of the recurring recommendations from the full inspection reports had been achieved to the extent that outcomes met the required standard. Annex 5 illustrates progress against recommendations.



# PROMOTING IMPROVEMENT: CPS OVERALL PERFORMANCE

**A**s outlined previously, the main focus of our inspection activity was a programme of overall performance assessments in all of the Service's 42 geographical Areas. An overall performance assessment is not a full inspection and differs from traditional inspection activity. While it is designed to set out comprehensively the position of aspects of performance and those requiring improvement, it intentionally avoids being a detailed analysis of the processes underpinning performance.

The assessments comprised a combination of self assessment, management and performance data, reality checks, some modest file sampling, and professional judgment by the inspectors. Whereas the quantitative aspects of assessments were founded on a consistent database for the year 2004-2005, our qualitative judgments took into account subsequent developments and cited later data where this demonstrated a consequential trend.

To help people to understand easily the level and quality of service being delivered in their locality and how it compares with others, the resulting overall assessment is described simply and clearly as one of the following

● EXCELLENT ● GOOD ● FAIR ● POOR

The "fair" assessment benefits from an explanation – it represents performance that for the most part complies with relevant standards, is satisfactory, and may contain some strengths as well as some weaknesses. Either the weaknesses need to be eliminated or performance overall needs to be more positive before it can be assessed as good.

We published 46 individual reports in two tranches – in December 2005 and March 2006.

We also published in March 2006 a summative report covering ratings and an analysis of performance across all 42 Areas and the four London Sectors.

Fourteen key performance aspects were assessed, five were categorized as critical and nine as defining. They represent a refinement of the measurements of the Service's performance evolved during the first two inspection cycles.

## Critical aspects of performance

Pre-charge decision making

Ensuring successful outcomes

Leadership

Service to victims and witnesses

Managing resources

## Other defining aspects

Managing magistrates' courts cases

Managing Crown Court cases

Handling sensitive cases and hate crimes

Custody time limits

Disclosure

Presenting/progressing cases at court

Delivering change

Managing performance to improve

Securing community confidence

Each aspect is rated separately so an Area can immediately identify its strengths and weaknesses, enabling it to prioritize effort to deal with key weaknesses. The same applies to the CPS as a whole so that nationally it can target the aspects of greatest weakness.

## Backdrop to the assessment programme

The assessments took place against a backdrop of three major reform programmes, the charging scheme; the advocacy strategy; and the



victim and witness care project – “No Witness No Justice”, each of which makes a significant contribution to the Government’s reform and modernization of criminal justice.

#### The charging scheme

The Criminal Justice Act 2003 required the CPS to assume responsibility for the decision to charge in all but minor cases (in effect the more serious and contested cases). Previously, this was a matter for the police. By November 2004, statutory charging had been implemented in the Government’s 13 priority Areas and Cleveland which together are responsible for 60% of CPS cases. All 42 CPS Areas had been approved onto the statutory scheme by 3 April 2006.

An out of hours telephone service, known as CPS Direct, is manned by experienced prosecutors who work from home and provide the police with charging advice through the night and at weekends.

#### The advocacy strategy

As part of its advocacy strategy the CPS is developing its own capacity to undertake advocacy in all courts including greater use of its higher court advocates in both non-contested and contested Crown Court hearings; the direct recruitment of experienced Crown Court trial advocates in some Areas; and from January 2006 extending the powers of designated caseworkers to conduct contested bail hearings and pre-trial reviews in magistrates’ courts.

#### Victim and witness care project – “No Witness No Justice”

This project aims to provide a more customer focused and responsive service to victims and witnesses and to improve their experience of the criminal justice system. By March 2006 there

were 165 Witness Care Units across England and Wales to provide an enhanced level of service to all witnesses where a charge has been brought.

So, it was against this backdrop of substantial reform programmes that the overall performance assessments were made and without doubt some Areas had difficulty balancing the requirements of the reform programmes with those of their day-to-day business.

This scenario also represented a challenge for the overall performance assessment process because Areas (and what was expected of them) were constantly changing throughout the exercise. This could have made it difficult to achieve consistency in our assessments and there was a perception by some that the constantly changing scene favoured Areas who were assessed in the later phases. However, the moderation process of the programme took account of these issues.

#### Overall performance assessment results – an overview

Of the 42 Area assessments

- THREE WERE EXCELLENT
- SIXTEEN WERE GOOD
- NINETEEN WERE FAIR
- FOUR WERE POOR

This shows that 45% of Areas were assessed as excellent or good with 90% satisfactory in that for the most part they met the relevant standards. What the assessments did reveal was wide variations in the level of performance between Areas. The table over sets out individual Area performance overall and against each of the 14 categories.

Table to show HMCPSI's overall performance assessments and the ratings within the 14 individual aspects of performance for the 42 CPS Areas

CPS Area	Overall assessment rating	Pre-charge decision making	Ensuring successful outcomes	Leadership	Service to victims and witnesses	Managing resources	Managing magistrates' courts cases
AVON & SOMERSET	●	●	●	●	●	●	●
BEDFORDSHIRE	●	●	●	●	●	●	●
CAMBRIDGESHIRE	●	●	●	●	●	●	●
CHESHIRE	●	●	●	●	●	●	●
CLEVELAND	●	●	●	●	●	●	●
CUMBRIA	●	●	●	●	●	●	●
DERBYSHIRE	●	●	●	●	●	●	●
DEVON & CORNWALL	●	●	●	●	●	●	●
DORSET	●	●	●	●	●	●	●
DURHAM	●	●	●	●	●	●	●
DYFED POWYS	●	●	●	●	●	●	●
ESSEX	●	●	●	●	●	●	●
GREATER MANCHESTER	●	●	●	●	●	●	●
GLOUCESTERSHIRE	●	●	●	●	●	●	●
GWENT	●	●	●	●	●	●	●
HAMPSHIRE & THE ISLE OF WIGHT	●	●	●	●	●	●	●
HERTFORDSHIRE	●	●	●	●	●	●	●
HUMBERSIDE	●	●	●	●	●	●	●
KENT	●	●	●	●	●	●	●
LANCASHIRE	●	●	●	●	●	●	●
LEICESTERSHIRE	●	●	●	●	●	●	●
LINCOLNSHIRE	●	●	●	●	●	●	●
LONDON	●	●	●	●	●	●	●
MERSEYSIDE	●	●	●	●	●	●	●
NORFOLK	●	●	●	●	●	●	●
NORTH WALES	●	●	●	●	●	●	●
NORTH YORKSHIRE	●	●	●	●	●	●	●
NORTHAMPTONSHIRE	●	●	●	●	●	●	●
NORTHUMBRIA	●	●	●	●	●	●	●
NOTTINGHAMSHIRE	●	●	●	●	●	●	●
SOUTH WALES	●	●	●	●	●	●	●
SOUTH YORKSHIRE	●	●	●	●	●	●	●
STAFFORDSHIRE	●	●	●	●	●	●	●
SUFFOLK	●	●	●	●	●	●	●
SURREY	●	●	●	●	●	●	●
SUSSEX	●	●	●	●	●	●	●
THAMES VALLEY	●	●	●	●	●	●	●
WARWICKSHIRE	●	●	●	●	●	●	●
WEST MERCIA	●	●	●	●	●	●	●
WEST MIDLANDS	●	●	●	●	●	●	●
WEST YORKSHIRE	●	●	●	●	●	●	●
WILTSHIRE	●	●	●	●	●	●	●





There was a better than average performance across Areas in respect of

- ensuring successful outcomes (26 rated excellent or good)
- the service to victims and witnesses (26 rated as good)
- managing Crown Court cases (29 rated as good)
- handling sensitive cases and hate crimes (30 rated excellent or good)
- presenting and progressing cases at court (29 rated as good).

Aspects of performance requiring improvement across the Service included

- pre-charge decision making; managing and realizing the benefits (26 Areas rated as poor or fair)
- managing resources (22 Areas rated as poor or fair)
- delivering change (21 Areas rated as poor or fair)
- managing custody time limits (28 Areas rated as poor or fair).

### Overall performance assessment results – critical elements

#### Pre-charge decision making

At the time of our assessments the CPS was still in the process of implementing statutory charging under which the local CPS Area provides advice and decision as to charge in the more serious and contested cases, and similarly CPS Direct provides decision making and guidance over the telephone outside core business hours. To that extent the assessment was a combination of the soundness of the planning and implementation of the shadow scheme, as well as the outcomes in relation to

cases that had been subject to advice or decisions made by the CPS prosecutor.

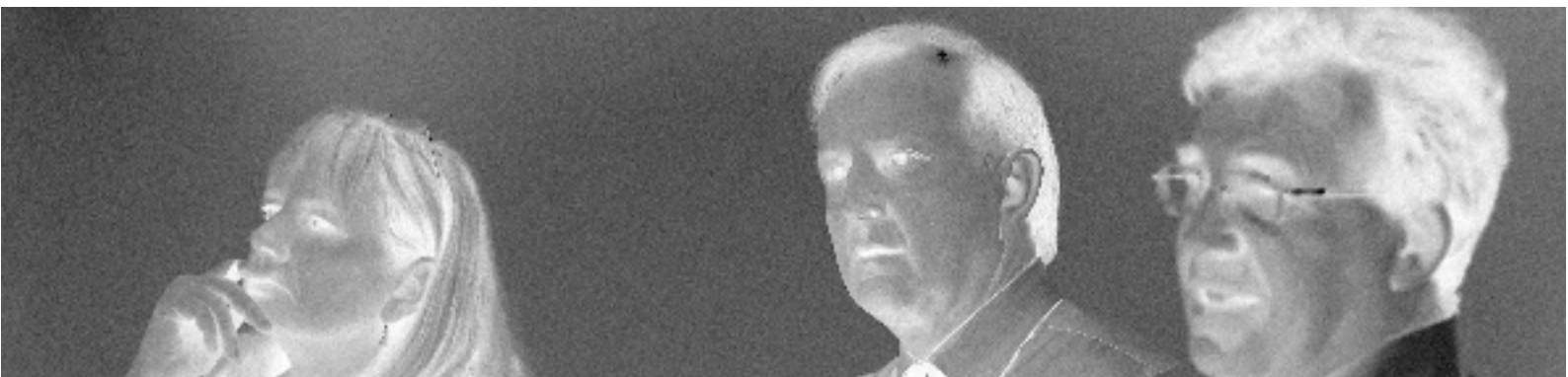
The extent of the challenge of this initiative in some Areas has been enormous and cannot be overstated. Lack of experience in planning and managing projects of this nature has resulted in some unduly lengthy lead-in periods for the development phase.

The actuality of the CPS/police prosecution team was difficult to achieve in those Areas who found it hard to give adequate prosecutor support to police charging centres or to implement sound systems in conjunction with the police so that the right cases entered the scheme at the right time. On the other hand, it was promising that during the assessment programme a number of Areas with a fair rating re-launched their schemes and appeared to be making much sounder progress.

We found that Areas had progressed at differing rates with many of the better performing Areas realizing the benefits of improved performance

- a reduction in the attrition rate (that is those cases which did not result in a conviction) in cases that had been the subject of a decision to charge by the CPS
- more guilty pleas
- fewer discontinuances.

With the move to statutory charging the joint prosecution team concept is becoming more of a reality, and data gathered is becoming both more comprehensive and accurate. Thus performance is also becoming more positive and we expect that at some point real benefits will be achieved.



As can be seen from the chart on the next pages there is an improving trend in relation to the guilty plea rate in the magistrates' courts, and in the Crown Court in relation to the attrition rate and the discontinuance rate. Consistent improvement has yet to be achieved in relation to the attrition rate and the discontinuance rate in magistrates' courts' cases and the guilty plea rate in Crown Court cases, albeit the attrition rate in magistrates' courts' cases is significantly better than the 31% target set by the CPS.

In our view pre-charge decision making – managing and realizing the benefits, is an aspect requiring more focus on improvement across the Service and the results for the year 2005-2006 bear this out. Indeed the discontinuance rate in the magistrates' courts' pre-charge decision cases is higher than the rate in all cases in the magistrates' courts.

We add the proviso that we found a number of criminal justice areas had not been able to assure the accuracy of data collected in 2004-2005 and the analysis of the year on year trend is made in this context.

#### Ensuring successful outcomes

Successful outcomes depend on high standards of preparatory work and sound decision making. The average rating across the Areas was good and shows a steady improvement over the last few years but there were variations between Areas. We found a link between the level of successful outcomes and the extent to which a culture of continuous improvement prevailed in an Area. Four Areas were assessed as excellent in this category and only two poor.

#### Leadership

This was the first time such an assessment had been made explicitly but the evidence from the first and second cycles of inspection leaves no doubt that the trend we found was one of real improvement. Over half of Areas (26) were rated either excellent or good. Those Areas rated fair or poor had found it difficult to achieve the right blend of good people management, performance management, budgetary skills, communication, promotion of "dignity at work" and engagement with the community.

#### Service to victims and witnesses

In all cases where a charge is dropped or its severity reduced the CPS undertakes to inform the victim in writing and explain the decision to them. In cases involving death the CPS also offers to meet the family of the victim.

We found numerous examples of good work but many Areas found difficulty in balancing other initiatives with sustaining the standards of Direct Communication with Victims initiative to the extent that the scheme was not being applied as the CPS policy intended. We also found significant differences in the level of CPS involvement in witness care across the country but there can be no doubt that the "No Witness, No Justice" initiative already referred to is beginning to have a beneficial impact on the way victims and witnesses are treated.

Table to show percentages of cases where CPS gave a pre-charge decision to proceed (PCD) for years 2004-2005\* and 2005-2006

CPS Area	MAGISTRATES' COURTS					
	Attrition Rate % for PCD cases		Guilty Plea Rate % for PCD cases		Discontinuance Rate % for PCD cases	
	2004-2005	2005-2006	2004-2005	2005-2006	2004-2005	2005-2006
AVON & SOMERSET	17.6	21.8	74.3	69.2	12.6	15.3
BEDFORDSHIRE	N/A	21.1	75.0	73.9	N/A	15.6
CAMBRIDGESHIRE	19.9	23.4	73.4	67.1	14.7	15.0
CHESHIRE	16.2	22.5	74.8	68.0	12.1	14.6
CLEVELAND	20.3	22.5	72.4	68.5	17.0	16.4
CUMBRIA	17.7	19.6	76.5	73.4	13.8	15.3
DERBYSHIRE	24.2	28.4	68.3	63.3	14.9	19.2
DEVON & CORNWALL	24.6	22.9	68.9	66.8	20.4	18.1
DORSET	20.9	20.7	72.1	72.1	16.3	16.3
DURHAM	19.3	18.0	72.9	75.0	13.3	12.0
DYFED POWYS	24.0	19.4	64.9	70.1	17.2	11.7
ESSEX	27.3	27.0	62.7	65.4	21.2	21.0
GLOUCESTERSHIRE	19.0	23.6	72.7	68.9	13.4	17.4
GREATER MANCHESTER	18.1	19.7	74.1	71.4	13.3	13.7
GWENT	39.4	24.7	52.7	66.0	30.5	17.4
HAMPSHIRE & THE ISLE OF WIGHT	28.1	22.0	62.2	67.6	20.8	15.5
HERTFORDSHIRE	32.3	28.8	60.8	60.9	21.9	17.6
HUMBERSIDE	13.4	13.6	80.6	80.7	10.6	9.7
KENT	20.3	22.0	74.2	70.1	16.0	16.5
LANCASHIRE	21.3	23.2	73.5	69.9	17.2	17.5
LEICESTERSHIRE	18.3	26.9	73.6	65.1	14.3	21.5
LINCOLNSHIRE	24.1	23.4	70.0	69.7	19.5	17.1
LONDON	21.4	23.3	67.0	63.6	12.3	13.5
MERSEYSIDE	23.1	26.4	69.1	65.2	16.4	17.8
NORFOLK	20.0	20.8	72.9	72.5	15.4	14.7
NORTH WALES	19.3	18.3	75.3	59.4	12.9	12.8
NORTH YORKSHIRE	19.9	23.4	74.1	73.3	14.7	19.5
NORTHAMPTONSHIRE	25.2	33.1	63.8	72.9	15.7	25.3
NORTHUMBRIA	19.2	20.5	74.8	70.9	16.3	14.4
NOTTINGHAMSHIRE	22.4	25.8	69.3	64.0	16.5	19.1
SOUTH WALES	33.2	23.2	58.5	66.9	27.3	18.7
SOUTH YORKSHIRE	24.8	24.5	68.1	66.9	19.2	17.1
STAFFORDSHIRE	32.3	22.4	61.2	70.4	27.1	17.2
SUFFOLK	17.9	17.2	77.2	77.8	15.6	13.8
SURREY	29.6	24.9	59.7	60.1	22.3	16.4
SUSSEX	27.7	25.8	61.5	64.0	20.9	17.8
THAMES VALLEY	20.4	30.9	67.5	60.4	15.4	23.6
WARWICKSHIRE	16.2	14.5	78.7	80.6	13.6	11.7
WEST MERCIA	28.1	26.7	63.4	64.5	20.5	18.5
WEST MIDLANDS	24.0	24.8	67.5	64.7	17.7	16.8
WEST YORKSHIRE	25.7	28.7	67.9	65.6	19.8	24.4
WILTSHIRE	24.2	20.8	70.6	73.5	19.3	17.2
<b>ENGLAND AND WALES</b>	<b>22.0</b>	<b>23.5</b>	<b>70.1</b>	<b>67.5</b>	<b>16.2</b>	<b>16.7</b>

Source: CPS Management Information System \*Statutory charging rolled out during period 2004-2005.



Table to show percentages of cases where CPS gave a pre-charge decision to proceed (PCD) for years 2004-2005\* and 2005-2006

CPS Area	Attrition Rate % for PCD cases		CROWN COURT Guilty Plea Rate % for PCD cases		Discontinuance Rate % for PCD cases	
	2004-2005	2005-2006	2004-2005	2005-2006	2004-2005	2005-2006
AVON & SOMERSET	29.6	23.2	62.7	66.1	21.2	12.4
BEDFORDSHIRE	34.2	22.1	47.4	66.9	18.4	11.0
CAMBRIDGESHIRE	25.3	25.7	47.5	54.3	10.8	16.0
CHESHIRE	23.2	20.0	65.4	67.5	10.4	8.9
CLEVELAND	20.8	22.5	73.2	69.8	15.4	13.8
CUMBRIA	25.7	22.9	68.9	68.4	14.3	10.0
DERBYSHIRE	23.7	21.9	71.7	73.2	13.4	15.3
DEVON & CORNWALL	21.7	20.0	70.1	64.9	14.0	12.7
DORSET	29.1	23.4	56.7	56.8	19.2	7.8
DURHAM	19.3	22.5	72.3	71.5	9.4	14.9
DYFED POWYS	32.4	28.0	51.4	61.0	18.0	7.1
ESSEX	25.5	32.0	67.7	55.9	15.7	16.0
GLOUCESTERSHIRE	24.9	26.0	68.4	65.8	14.4	14.9
GREATER MANCHESTER	23.0	18.1	69.2	71.0	16.4	10.6
GWENT	32.3	25.1	60.5	62.6	18.6	13.0
HAMPSHIRE & THE ISLE OF WIGHT	34.9	27.0	55.3	57.1	20.4	13.2
HERTFORDSHIRE	20.9	32.7	70.8	53.6	12.3	17.8
HUMBERSIDE	16.9	17.3	67.6	76.9	9.1	10.2
KENT	20.6	22.8	63.6	58.9	13.6	10.7
LANCASHIRE	19.9	20.2	72.3	68.5	12.9	11.5
LEICESTERSHIRE	22.5	28.7	68.7	66.6	18.1	21.3
LINCOLNSHIRE	31.8	24.6	50.9	68.8	19.0	17.1
LONDON	32.9	30.2	50.9	50.5	18.2	17.3
MERSEYSIDE	29.7	24.1	64.0	67.5	14.7	12.4
NORFOLK	16.9	17.4	76.8	76.2	11.4	11.6
NORTH WALES	20.4	28.0	73.5	63.4	14.5	17.4
NORTH YORKSHIRE	20.4	23.4	74.0	67.1	14.9	14.1
NORTHAMPTONSHIRE	27.3	21.3	69.1	68.9	9.1	10.2
NORTHUMBRIA	26.7	19.7	64.4	75.9	14.7	14.5
NOTTINGHAMSHIRE	19.1	21.5	73.5	72.0	12.4	15.3
SOUTH WALES	26.5	22.6	65.3	69.4	15.8	12.3
SOUTH YORKSHIRE	14.7	13.5	78.9	74.3	7.7	8.1
STAFFORDSHIRE	23.1	25.7	70.1	70.1	12.0	19.3
SUFFOLK	22.6	24.1	69.1	67.8	15.5	15.1
SURREY	27.2	31.6	58.6	51.7	16.6	14.0
SUSSEX	28.3	30.9	59.2	53.4	15.6	15.9
THAMES VALLEY	14.7	23.7	72.2	62.1	7.9	13.3
WARWICKSHIRE	17.2	10.9	74.8	81.4	13.1	7.3
WEST MERCA	24.2	19.4	69.3	71.7	18.8	12.5
WEST MIDLANDS	25.6	23.2	64.8	67.7	18.9	17.1
WEST YORKSHIRE	22.6	20.7	64.7	71.1	15.2	14.9
WILTSHIRE	12.5	24.4	70.8	65.9	12.5	12.2
<b>ENGLAND AND WALES</b>	<b>24.2</b>	<b>23.3</b>	<b>65.5</b>	<b>65.0</b>	<b>15.1</b>	<b>14.0</b>

Source: CPS Management Information System \*Statutory charging rolled out during period 2004-2005.

### Managing resources

We commented earlier in the report about the difficulty Areas had keeping expenditure within budget. The good use of resources available and securing value for money were also important factors in our assessment. There was an inhibition by some Areas to make commitments that might not be affordable in future years which hindered them from making longer term plans which may have fed through to sounder performance.

Allocation of resources to CPS Areas is based on an activity costing system which relies on the proper recording of cases to ensure resources are divided fairly. We found weaknesses in recording accurately the number of cases received and the outcomes of cases in some Areas which obviously affected their resource allocation.

### Managing resources – comment

The main factor for poor performance here was the number of Areas which exceeded their running costs budget. One reason for this may be that a proportion of CPS funding is made available during the course of the year to support particular initiatives. Late distribution makes planning difficult and that may be exacerbated when provision is for a limited period only.

Another feature is that those Areas given a poor assessment were all either medium or smaller in size. An Area with a smaller budget has less room to manoeuvre than larger Areas with bigger budgets which gives them the resilience to handle major variations during the course of the financial year. It well may be that some of the difficulties with resource management were due to structural issues beyond an individual Area's control.

### Overall performance assessment results – other defining elements

#### Managing magistrates' courts' cases

We comment elsewhere about the significant achievements across Areas in reducing the rate of ineffective trials, but in our view there needs to be more focus on reducing the number of ineffective trials and cracked trials for which the CPS is responsible.

**IT IS VITAL FOR PUBLIC CONFIDENCE THAT  
SERIOUS OFFENDERS ARE NOT RELEASED  
THROUGH A BREACH OF TIME LIMITS**



A few Areas were not able to deliver a consistent prosecution service at court, so cases had to be adjourned because they were not ready to proceed. They included some where the number of committals discharged because they were not ready was a cause for concern. In some Areas the numbers were large. While not great in the context of overall caseload they constituted a significant proportion of cases that were listed for committal to the Crown Court.

The manner in which the CPS presents its statistics on this issue understates the position by showing discharged committals as a proportion (0.3%) of all cases. It would be more appropriate to express the proportion as a percentage of the cases which should have been committed to the Crown Court.

#### Managing Crown Court cases

The majority of Areas were placing greater emphasis on Crown Court work and, as a consequence, were making substantial contributions to reducing the rate of ineffective trials in the Crown Court. But in a few Areas the standard of case preparation needed to improve before further inroads into the reduction rate could be achieved.

It was disappointing to note that implementation of the Effective Trial Management Programme varied so much between Areas. This was particularly so in the appointment of dedicated case progression officers whose posts had been

created to ensure cases progressed to due time. Some Areas made case progression the responsibility of the caseworker or lawyer in the case. While sound, this overlooked the fact that every day pressures may prevent the progress of a case between hearings.

#### Handling sensitive cases and hate crimes

Sensitive cases include child abuse, road traffic cases involving fatalities, rape, domestic violence and hate crimes (including racially aggravated and homophobic crimes). The majority of Areas devoted special attention and the expertise of specialist lawyers to these cases though for a variety of reasons this was not always reflected in the outcome. What was needed in some Areas was a more detailed analysis of outcomes to provide a clearer view of the level of success so that lessons could be learnt and applied. But in general this was a positive aspect of work with five Areas rated as giving an excellent performance.

#### Custody time limits

Defendants remanded in custody, generally in relation to the more serious offences, are subject to time limits regulating the time they may spend in custody pending trial or committal to the Crown Court. The CPS has responsibility for managing adherence to custody time limits. It is vital for public confidence that serious offenders are not released through a breach of time limits.

We found that in too many Areas systems were not reviewed and updated in accordance with national guidance and good practice, relying on individual care and attention, rather than using both manual and electronic monitoring systems.

In our view this aspect requires continuing detailed management attention involving sound internal systems to prioritize and track custody time limit cases and stronger partnership arrangements with the police and courts.

#### Disclosure

We were concerned at the substantial variations in performance between Areas ranging from five rated as excellent to five rated as poor. Also in a number of Areas poor standards of file housekeeping made it difficult to determine whether prosecutorial duties in relation to disclosure had been met. As in the first two cycles of inspection we found that in some Areas all non-sensitive material was being disclosed to the defence without application of the statutory tests. While fair to the defence the practice results in the prosecution not considering unused material which may leave it vulnerable as the case progresses.

#### Presenting and progressing cases at court

In the absence of our own observations at court or feedback from court users we found this aspect difficult to assess. A number of Areas made realistic risk assessments about the priority of and resources needed to monitor its prosecutors and agents but in some Areas there remained doubts as to whether there was sound risk management. The need to obtain value for money through effective progress and presentation at court is a substantial issue which, despite 29 Areas rated good, requires a greater degree of management attention and assurance throughout Areas.

#### Delivering change

Delivering the changes flowing from the Service's substantial reform programme while maintaining the standards of casework has been a challenge. Two Areas received an excellent rating and 19 were rated as good. The remaining 21 experienced difficulty overcoming the challenge and were rated as either fair or poor and this is a cause of concern.

In some Areas where change had been delivered successfully the expected benefits and improved performance were not being realized as soon or to the extent which might be expected.

### Managing performance to improve

We found that in a number of Areas implementation of the national system of Casework Quality Assurance was neither robust nor comprehensive, rather these Areas preferred to rely on unsystematic dip sampling to obtain assurance. Performance management varied substantially between Areas but was generally low with only one rated as excellent and only 14 as good.

### Securing community confidence

Whereas most Areas sought to engage with community groups, there was a need for greater clarity as to the objectives of this engagement. We found many viewed it as an opportunity to help communities understand the role of the CPS, which while in itself a good thing, is not the complete picture. Areas also need to engage in dialogue, a two way process, so that they can listen and take on board the concerns of their local community when it is appropriate to do so.

# PROMOTING IMPROVEMENT: THEMATIC REVIEWS



**T**his year we concluded a number of thematic reviews of the CPS which began before the start of the year and on which we commented in last year's report. It is appropriate to report on the outcome.

## Thematic reviews concluded this year

### Social Impact Crime and Anti-Social Behaviour (Bringing Back Quality of Life to Our Communities)

We reported last year that the CPS had appointed 14 anti-social behaviour expert prosecutors. There were general expectations that these expert prosecutors would improve awareness in all Areas about issues involved, and would work with other key agencies to ensure an effective and innovative approach to dealing with anti-social behaviour.

Recommendations included the need to

- address misconceptions by representatives of other agencies that the CPS tended to discontinue cases involving social impact crime/low level crime
- develop protocols and guidance about applying for an Anti-Social Behaviour Order and prosecuting breaches of them
- engage with the Home Office and ensure strategies for dealing with anti-social behaviour were clear and well defined and to agree specific job plans with anti-social behaviour expert prosecutors
- develop effective performance management arrangements in relation to dealing with anti-social behaviour
- identify Anti-Social Behaviour Orders and breaches of them

- build on "Trail Blazer" and "Together Action" Areas for CPS work with other public departments and localities adversely affected by social impact crime or anti-social behaviour
- ensure CPS staff are aware of the strategy on community engagement and are able to respond effectively to what the community has to say
- ensure training is effective in developing new skills and expertise to deal with social impact crime and anti-social behaviour.

In its response, the CPS welcomed the report and indicated that

- the anti-social behaviour expert prosecutors were networking across the Service to develop anti-social behaviour capability
- a closer working relationship had been forged with the Home Office Anti-Social Behaviour Unit
- new job plans had been created for the expert prosecutors which would be monitored and a performance management framework was being developed
- anti-social behaviour co-ordinators were being appointed in all 42 Areas to work closely with Crime and Disorder Reduction Partnerships, community safety partnerships, local authorities, and community representatives.

### An example of good practice

In a high crime council estate the CPS working closely with the police, local authority, social landlord and local community brought criminal prosecutions and applications for Anti-Social Behaviour Orders to a successful conclusion which enabled the partnership to address other issues to do with improving the environment on the estate.



At the start of the review we worked closely with the Audit Commission who was starting a project on “High Crime and Disorder Neighbours”. Some joint work and information sharing took place and we were grateful to the Audit Commission for providing the opportunity to attend a number of neighbourhoods that it had identified in the course of its project. This provided the review team with a greater understanding of many of the issues involved and demonstrated the developing ability of inspectorates and commissions to work together. The Audit Commission launched their report on “Neighbourhood Crime and Anti-Social Behaviour - Making Places Safer through Improved Local Working” in mid-May 2006.

#### Safeguarding Children

In March 2006, the Government responded to the joint Chief Inspectors' second report on Safeguarding Children published in July 2005.

It accepted 22 out of 24 recommendations, a good outcome, and those rejected did not relate to the CPS.

We also produced a supplementary report which covered

- the extent to which the CPS as a whole and its individual Areas had achieved/implemented the recommendations in the original safeguarding children report and the action points and good practice identified in the synopsis produced for the CPS
- what action CPS Areas took to prioritize safeguarding children and how they worked with other agencies to further this.

The review found much to commend about the work undertaken by the CPS in relation to children subject to abuse and affected by domestic violence, and in cases involving child witnesses and young offenders. Individual Area strengths and positive aspects were drawn together from individual inspection reports and difficulties were identified, for instance, in the implementation of the model joint protocol between police, CPS and local authorities for the exchange of information during investigation and prosecution of child abuse cases.

It was disappointing that some Areas had not responded to the survey in which the CPS Policy Directorate sought information about the current position on progress in Areas on safeguarding issues. Nevertheless a very positive response to the report was made by the CPS and improvement plans were put into effect.

**A VERY POSITIVE RESPONSE TO  
THE REPORT WAS MADE BY THE CPS  
AND IMPROVEMENT PLANS WERE  
PUT INTO EFFECT**

The Service's response to recommendations was very positive

- the CPS's Business Plan now features its approach to safeguarding children
- guidance has been issued as to positive working relationships (and/or membership) to be forged with the new local safeguarding children boards
- a policy adviser dealing with children related issues has taken up post to link various strands of safeguarding children issues and to co-ordinate and develop policies and practice at national level
- a public policy statement and legal guidelines relating to prosecutions involving children as victims and witnesses (the CPS Children's Charter) were launched in June 2006

- an informal network of co-ordinators dealing with child abuse issues has been established and a formal network will be given further consideration.

Policy and procedure in relation to vetting those who deal with cases involving children and thus have access to sensitive case papers and videos, as well as debriefing or counselling for them as a consequence of having dealt with a child abuse case, remain to be considered.

Action planning was undertaken into all other relevant comments and observations in the report. The profile of safeguarding children has been raised including a front page article in CPS News, the in-house newspaper.

## CASE STUDY

WHERE WE HAVE MADE A DIFFERENCE



**To assist the CPS in improving its performance in relation to safeguarding children we recommended that the policy and guidance in relation to child abuse should be updated and revised to include historic child abuse and that appropriate training should be provided**

In response CPS Policy Directorate has prepared a public policy statement and legal guidance with regard to prosecutions involving children as victims and witnesses. The documents include information relating to historic child abuse. Public consultation took place in the Autumn of 2005 and the documents were launched during June 2006

The CPS is also considering guidance on the collection and analysis of data in relation to child abuse cases, special measures, child witnesses and unduly lenient sentences.



### Casework Quality Assurance

The Casework Quality Assurance scheme is the cornerstone of CPS casework performance monitoring and provides a functional mechanism for Areas and CPS Headquarters to measure the quality of key aspects of casework.

Because our review of the scheme began in December 2004 we reported on progress in last year's annual report. The report of the review was published in August 2005.

The scheme had been implemented in April 2003 and the review looked at its extent and effectiveness, its reliability in providing national assurance, and how it was used to improve casework performance in respect of individuals as well as at the wider Area level.

The review concluded that the scheme had been adapted to changes in the CPS and was capable of providing a basic indicator of casework performance at individual, Area and national level. However, the scheme was not used to its best advantage and was seen largely as a tool for measuring individual performance rather than in a wider context. Also many Areas did not achieve the minimum level of monitoring – one file per lawyer and designated caseworker each month.

The CPS welcomed the report together with the recommendations designed to improve the accuracy and value of the scheme. Immediate action was taken by the CPS to improve the operation of the scheme.

Areas were required to compile action plans by September 2005 to address the issues, and by March 2006 to provide confirmation that action plans were complete or that there was a firm timetable for completion. Progress is monitored

as part of the Area performance review process which takes place at regular intervals between individual Areas and CPS Headquarters.

### The use of performance information in the CPS

The aim of the review was to consider whether the CPS was making effective use of performance information to manage and deliver its business. In particular, to the delivery of effective prosecutions within its 42 Areas.

The review sought to ascertain what data was being collected by the CPS, the accuracy of that data and the use of it to manage performance.

The review found good progress had been made in raising the profile of performance management as an essential underpinning aspect of the work of CPS Areas.

There was a greater recognition of the need for effective performance management regimes and the concept of local accountability for performance was accepted more widely.

Investment in technology had led to more meaningful, relevant and outcome-focused performance data than previously. We found that the use of new technology was improving but that there was still some way to go to ensure the full benefits of the investment were realised. In our view further education of staff is required to maximize the opportunities available.



**THE REVIEW FOUND GOOD PROGRESS**

**HAD BEEN MADE IN RAISING THE PROFILE**

**OF PERFORMANCE MANAGEMENT**

## CASE STUDY

### WHERE WE HAVE MADE A DIFFERENCE



As part of its follow-up work on the report's recommendations, the CPS conducted an audit of 'convicted after trial' cases to check the accuracy of the data for this category of case. They mirrored the methodology we had used to identify potential issues, going a stage further. The outcome was consideration of adjustments to budgets leading to a not inconsiderable redistribution of funds.

The new national performance management reporting system is leading to greater consistency of data collection. Most Areas visited were well placed to adopt or adapt to the requirements of the new system.

There were problems with data accuracy in some cases but overall the CPS was moving in the right direction with a much more positive approach to performance management.

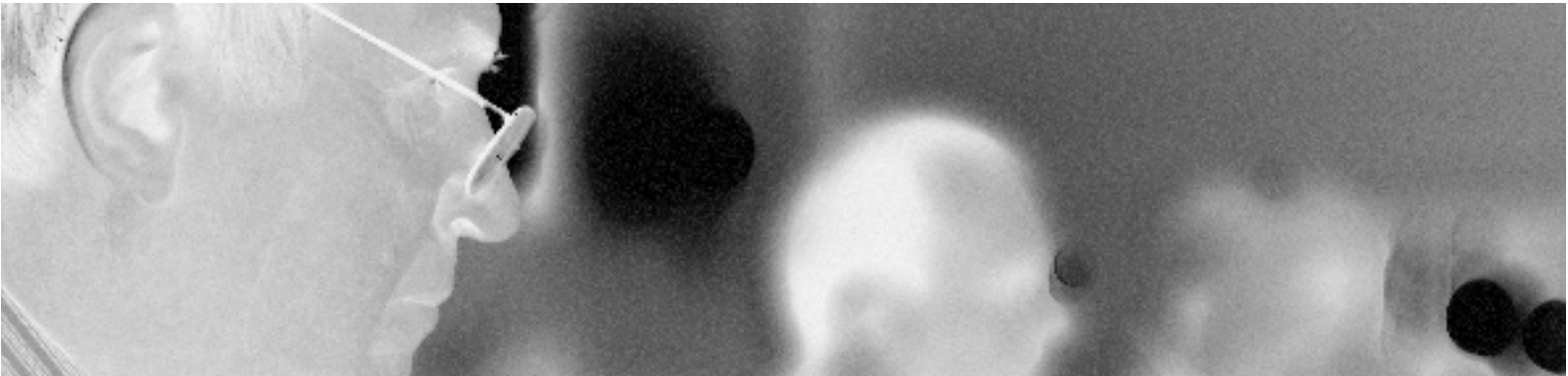
We made 11 recommendations to help improve the accuracy, collection, understanding and use of performance information by the CPS.

## Reviews begun during 2005-2006

### Equality and diversity in employment within the CPS

Following its thematic review of Casework Having a Minority Ethnic Dimension in 2002, this year the Inspectorate began a thematic review of equality and diversity in employment within the CPS. The purpose of the review is to assess the effectiveness of the CPS's equality and diversity strategy and policy in relation to

- employment (including recruitment, retention and development)
- the promotion and achievement of diversity within its workforce and equality within its employment practices
- supporting its business aims.



At the time of writing a questionnaire on equality and diversity issues had been sent to all CPS Areas and interviews with a range of stakeholders was underway.

Fieldwork will take place in 10 Areas and CPS Headquarters. We expect to report in the Autumn of 2006.

#### **The impact of the case management system (Compass) on casework quality**

This review will cover the use of the CPS's case management system (Compass) and consider whether it improves the quality and timeliness of CPS casework. Whereas our primary focus will be on progress and the delivery to date, we will also look at the role of the system in enabling and sustaining the continuous development of CPS business for the future.

The review will not cover evaluation of the technical design of Compass, but will consider particular aspects of functionality. The main themes will include whether

- Compass contributed to improvements in review and decision making
- the system has led to improved case management and handling, including efficient administration, task management, case tracking and progression
- the system meets the requirements of the various roles and structures that exist among the 42 CPS Areas
- Compass has been effective in assisting the implementation of legislative change and the development of important national change initiatives
- the approach to change management has been effective in integrating Compass into core Area business

- Compass provides a body of knowledge that sustains a process for continuous improvement.

There has been early consultation with the CPS to identify and agree the key issues that needed to be considered.

The methodology will include consideration of literature pertaining to Compass, the use of a limited range of questionnaires across all 42 Areas, and visits to eight of them. The aim is to publish the review's report in September 2006.

#### **Investigation and handling of complaints against persons serving with the police**

This is a joint review with HMI Constabulary but is being led by HMCPSI.

The scope of the review from the prosecution perspective is to analyze and assess the quality of handling by the CPS of cases involving an allegation of a criminal offence against persons serving with the police. The review team will consider

- the relationship between CPS Areas and Special Crime Division at CPS Headquarters in dealing with these types of case
- the timeliness of decision making
- the quality, integrity and consistency of decision making and casework handling generally.

Special Crime Division devolved more of these cases to the Areas in September 2005. And in order to maintain transparency and confidence in the system the CPS had arranged that, usually, complaints against persons serving with the police in one Area would be considered by another neighbouring CPS Area.

Earlier in the year HMI Constabulary carried out a baseline assessment of the performance of all Police Professional Standards Departments in England and Wales which provided a useful foundation for this review. For the purposes of the review CPS Areas have been twinned with their relevant Police Professional Standards Department.

Onsite interviews and an analysis of cases were being carried out at the time of writing. A number of others were being consulted, for example the Independent Police Complaints Commission which oversees and superintends the police complaints system.

The onsite phase ended in late May with emerging findings available in early June. These findings will be shared with a reference group of interested and qualified practitioners who have been asked to guide and comment on the scope, methodology and emerging findings of the review. It is anticipated that the review will be completed by October 2006.

**IT IS ANTICIPATED THAT PUBLICATION  
WILL TAKE PLACE IN THE AUTUMN,  
IN TIME TO INFORM THE GOVERNMENT  
ON ITS CONSIDERATION OF THE  
SUBMISSIONS TO THE CONSULTATION IT  
HAS INITIATED ON RAPE OFFENCES**

#### **Follow-up to the joint inspection of the investigation and prosecution of rape offences**

We are working with HMI Constabulary (who is in the lead) on the follow-up inspection to the joint inspection of the investigation and prosecution of rape offences. The original report was published in April 2002, following which the Government published an action plan which accepted virtually all of the recommendations. The follow-up inspection is being informed by the findings of an internal stocktake of progress and a stakeholders' survey.

The purpose of the inspection is to assess progress against the recommendations, suggestions and good practice, and to analyze and assess the current quality of investigation (including evidence gathering), decision making and prosecution by the police and CPS of allegations of rape, taking account of changes in legislation, policy and research.

The inspection will consider the following main themes

- the impact of new legislation – eg special measures, bad character, hearsay, the Sexual Offences Act 2003
- the impact, and potential impact, of new initiatives – eg statutory charging, Witness Care Units, Policy for Prosecuting cases of Rape, and the Prosecutor's Pledge
- police compliance with the National Crime Recording Standards and Home Office Counting Rules in cases involving allegations of rape
- the quality of investigation of cases involving allegations of rape

- the quality of advice, decision making, case preparation and presentation at court of cases involving allegations of rape
- the quality of any guidance on policy and practice and whether improvements have been made
- the treatment of victims and witnesses and
- ascertain, if possible, the reasons for the continued high attrition rate.

The joint team comprises experienced inspectors, together with police officers and CPS Area rape prosecution co-ordinators, who have been seconded for the purpose of the inspection.

The methodology includes consideration of relevant literature, the findings of the stocktake report and stakeholders' survey, file examination (including crime reports), visits to seven police forces/CPS Areas, and court observations. The onsite visits took place in March and April and at the time of writing the report was being drafted. It is anticipated that publication will take place in the autumn, in time to inform the Government on its consideration of the submissions to the consultation it has initiated on rape offences.

# PROMOTING IMPROVEMENT IN THE INSPECTORATE: GOVERNANCE AND PERFORMANCE



**D**uring this year the Chief Inspector has been supported in the management of the Inspectorate by his most senior managers, Jerry Hyde, Director Northern & Wales Group; Sally-Ann Downey, Director Southern Group; and Steve Watkins, Head of Business Support. They were known as the Inspectorate Management Team.

## Operational changes

It has been a challenging year with the development of our new and more flexible approach to inspection: an approach which provides a firm basis for meeting new and increasing expectations from the Government, the public and the prosecuting bodies we inspect. As a result our frameworks and methodologies are now founded firmly on the Government's 10 principles of public service inspection and position us for transition to the single inspectorate provided for by the Police and Justice Bill presently before Parliament.

As has been said earlier in this report our inspection programme involved an overall performance assessment of each of the CPS's 42 Areas and the four London Sectors. All were visited over a seven month period from June to December 2005.

Forty-seven reports (including a national summative report) were produced, each published under cover of its own press release with distribution to local and national media as appropriate. The reports were also circulated to CPS Headquarters, local managers and staff, local stakeholders such as community groups and Members of Parliament and members of the Welsh Assembly. Those relating to the four CPS Areas in Wales were made available in Welsh. It is estimated some 50,000 copies of the reports

were distributed. This involved significant cost and major resource implications. A full list of reports published by the Inspectorate during the year is at Annex 6.

The overall performance assessment programme was overseen by the Chief Inspector and the two Group Directors all of whom acted as assurance officers throughout the programme.

The two Group Directors were also responsible for delivering our other programmes of inspection which during the year involved, among other things, 13 follow-up inspections from the second inspection cycle, thematic reviews of CPS business, joint thematic reviews with one or more of the other four criminal justice inspectorates, joint criminal justice area inspections, work in Northern Ireland, and participation in work with other inspection bodies.

The Business Support Group, an amalgam of the then Corporate Services Group and Inspection Support Group, was formed in July 2005. Its role was to provide administration for day-to-day inspection activity and also to support the inspection programme by drawing together performance data from across the criminal justice system, carrying out research and analysis to identify emerging trends – so important for the new approach to inspections – and to engage in general liaison with other inspectorates. The group was also responsible for business planning and monitoring and provided internal services such as finance, human resources and facilities management.

## Structural changes

The operational changes were accompanied by some modest revision of our support and administrative arrangements to create the



strongest structures possible in anticipation of the demands of the proposed transition. In March 2006, following a short review, we decided to re-establish the Inspection Support Group as a separate entity because it had become clear that inspection support needed to be more closely steered by those carrying out inspections. The new group will have a substantial operational role, in particular, in relation to co-ordination of joint inspection activity and will advise on and co-ordinate the content of the inspection programme. Anthony Rogers, HM Inspector (Business Management), has been appointed to head the group.

A new post of Training and Development Co-ordinator has also been created with specific responsibility for establishing a Training and Development Committee. Its role will be to identify the additional skills and training likely to be necessary for inspectors to discharge their roles within the wider remit of a single inspectorate. It will also be responsible for implementing the Professional Skills for Government initiative within the Inspectorate – the Training and Development Co-ordinator is already working with other inspectorates to establish, so far as is possible, a common approach across inspectorates within the public service. Sarah Merchant, HM Inspector (Business Management), has been appointed to the new post.

The new posts coincided with the departure of two members of the Inspectorate Management Team – Sally-Ann Downey returned to the Department of Work and Pensions having served an extended period of loan and Steve Watkins who left to pursue a career outside the Civil Service.

Because of the forthcoming transition to a single inspectorate and the high calibre of the internal field, the Group Director post was filled by internal competition albeit on a temporary basis until the time the functions of HMCPSI are expected to be subsumed. There were four very strong contenders. Sally Hobbs, HM Inspector (Business Management), was the successful candidate and was appointed Director of the Northern & Wales Group, Jerry Hyde moving across to direct the Southern Group.

Nigel Dear a very experienced external candidate with a background in banking and business was appointed on a fixed term contract as Head of Corporate Services.

As part of the structural change it was decided that the holders of the two new posts should join the Chief Inspector, his two deputies (the Group Directors) and the Head of Corporate Services to form the Inspectorate Management Team.

Increasing the size of the Inspectorate Management Team from four to six will be invaluable. The larger group is likely to stimulate more penetrating consideration of issues and will enable responsibilities to be shared more widely.

These changes together with the creation of the post of Communications Manager and recruitment of a research/data analyst at the start of the year enhance the overall effectiveness of the Inspectorate.



Stephen Wooler CB



Jerry Hyde

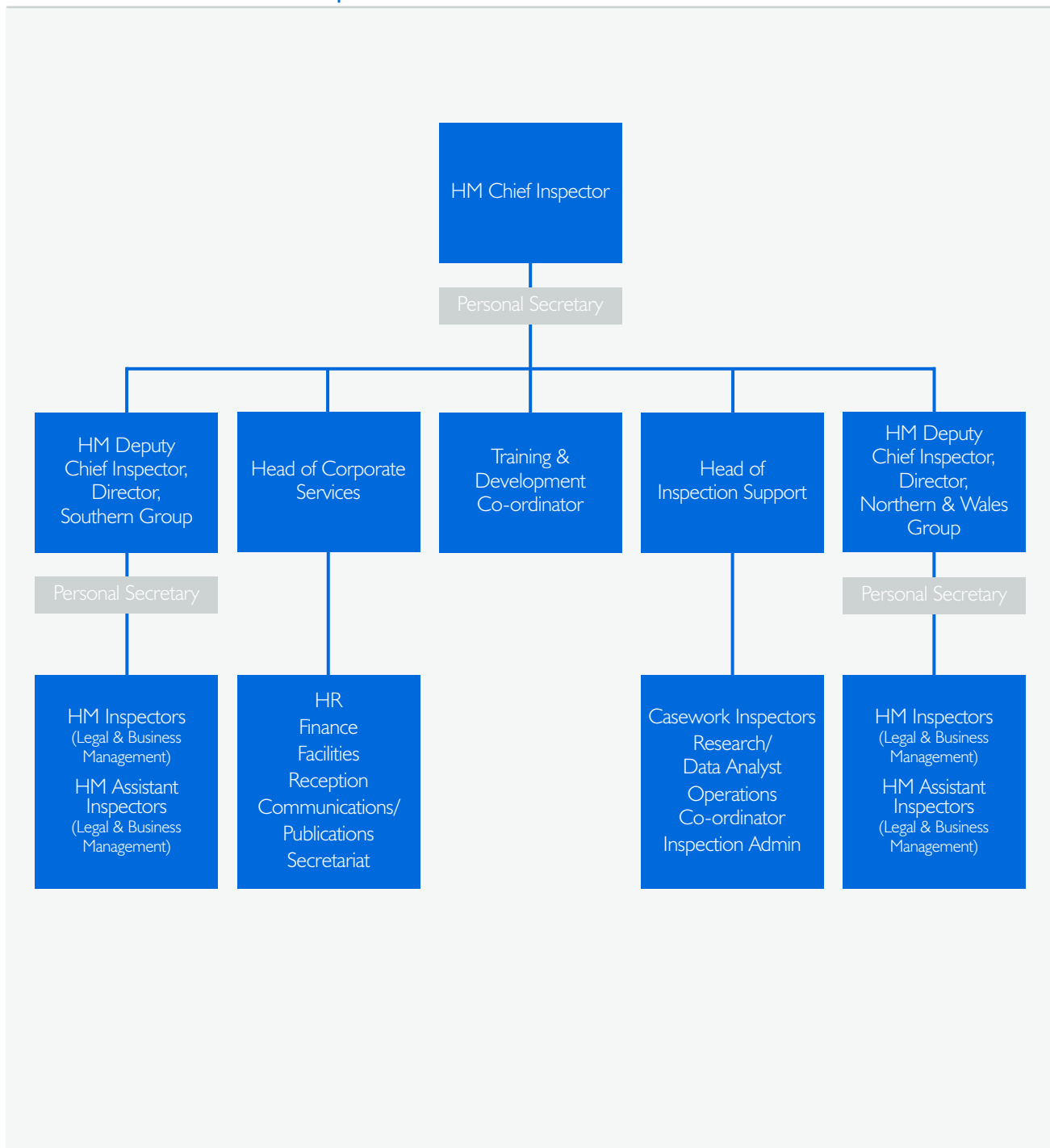


Sally-Ann Downey



Steve Watkins

HMCPISI's new structure from April 2006





### Inspectorate staffing strategy

On the fundamental level, our staffing strategy remains unaltered – we seek always to have a mix of inspectors, some with a background within the inspected organisations so they are well placed to ask the pertinent questions and others from different backgrounds who bring to the Inspectorate a more external and fresh view.

The strategy had been hampered because redeployment arrangements within the CPS limited the turnover of legal inspectors seconded from the Service. The difficulty was addressed successfully during the year and greater movement of inspectors has been achieved. This has also been balanced by the agreement that the Inspectorate should retain a cadre of permanent inspectors (about 30%) to ensure continuity, enable retention of collective memory and provide a training and mentoring capacity for others serving for shorter periods.

We have already felt the effect of the new arrangements in that we were able to mount an open recruitment competition for both legal and business management inspectors which was very successful.

### The Business Plan 2005-2006

The key activities in the Business Plan for 2005-2006 and a brief summary of achievement are set out below. Progress has been covered fairly extensively earlier in this report.

### Key activity 1

To inspect and report upon the performance of the Crown Prosecution Service business units in a way that secures continuous improvement in performance and focus sharply on outcomes, in particular achievement of Public Service Agreement objectives and targets and increasing value for money.

#### Achieved

Overall performance assessments were carried out in all 42 CPS Areas and the four London Sectors between June and December 2005.

### Key activity 2

To work together with other criminal justice system inspectorates to develop and deliver a programme of cross-cutting inspections of aspects of the system within a criminal justice system area or wider (on a thematic basis) as appropriate. To produce quality reports which are drivers for improved performance within the system and to promulgate good practice as well as increased value for money.

#### Achieved

Although stretched to the limit on resource availability, we partook in six criminal justice area inspections, leading two of them; and in three joint thematic inspections, Safeguarding Children, the investigation and prosecution of rape offences, and the investigation and handling of complaints against persons serving with the police.

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### Key activity 3

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To inspect and report on the overall performance of the Crown Prosecution Service in relation to particular aspects of its work. To contribute to attainment of Public Service Agreement targets and objectives including improving value for money.

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#### Achieved

Reviews concluded which began before the start of the year were Social Impact Crime and Anti-Social Behaviour; Safeguarding Children (conducted at the same time as the joint thematic review); the CPS's Casework Quality Assurance scheme; and the Use made of Performance Information in the CPS. Reviews begun during the year were equality and diversity in employment practice within the CPS; and the impact of the case management system (Compass) on the quality of casework.

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### Key activity 4

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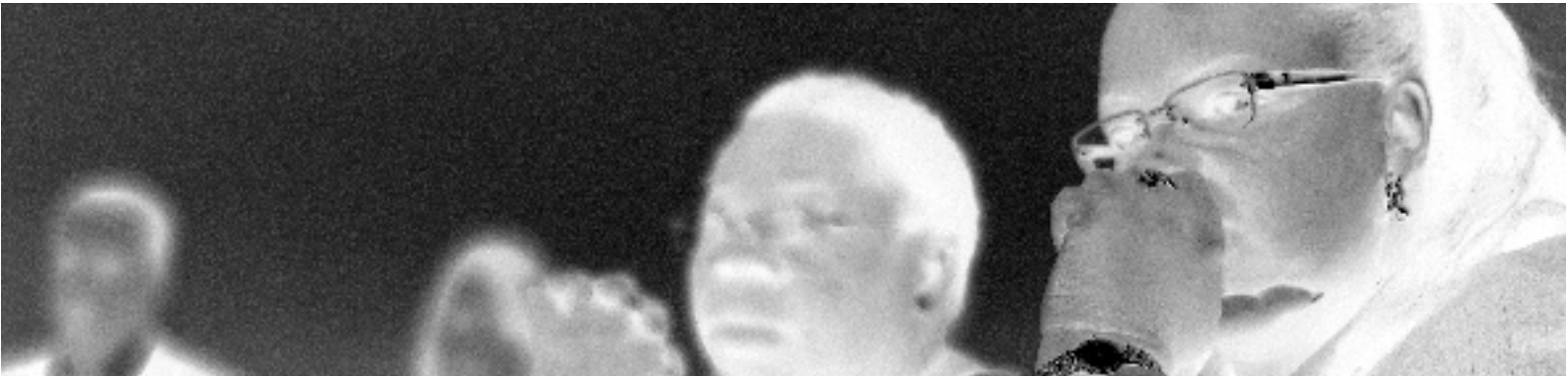
To identify good practice and drive up performance through adoption by the inspected service by means or methods of work identified by inspection teams during Area/thematic or joint programmes.

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#### Partially achieved

Although we identified good practice in both single agency and joint reviews, and copies of findings were circulated to CPS Areas, the limitations of the overall performance assessment programme in identifying good practice was acknowledged during the year and the Area effectiveness inspections planned for 2006-2007 will redress those limitations. Nevertheless there was a structured response by the CPS to address improvements to the overall performance assessments given to Areas and mechanisms are in place for a nominated legal inspector to act as a conduit to pass good practice to the responsible officer in the CPS as soon as it is identified.

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### Key activity 5

To secure the confidence of stakeholders, members of the criminal justice system and the public in the effectiveness of the inspection process undertaken by the Inspectorate and the reports produced in accurately assessing and revealing and improving the performance of the services inspected. (This is in addition to reporting on the value for money delivered, as defined under key activities 1, 2 and 3 above.)

#### Achieved

During the year consultation processes were strengthened by development and evaluation seminars with the CPS and other stakeholders including the use of the Issue Analysis/Dinner Party approach IADP™\* which involved stakeholders in scoping and focusing on key issues without compromising the Inspectorate's independence.

\*A technique developed and introduced to HMCPSI by the National Audit Office.

### Key activity 6

To inspect and report upon the performance of selected public prosecution functions in a way that secures continuous improvement in performance and focuses sharply on outcomes and value for money.

#### Partially achieved

Two inspectors worked with the Director of Public Prosecutions (Northern Ireland) to provide an independent element in the evaluation of the second phase of the establishment of the Public Prosecution Service for Northern Ireland – the Fermanagh and Tyrone pilot.

The extended follow-up inspection of the Revenue and Customs Prosecutions Office had to be postponed because other provisions in the legislation relating to the confidentiality of its casework represents a bar on inspection until the provisions of the Police and Justice Bill have been enacted and implemented. (See comment below.)

### Key activity 7

To make available as required experienced members of the Inspectorate to work on other assignments outside the usual areas of the Inspectorate's work.

#### Achieved

The Attorney General invited HMCPSI to undertake the Jubilee Line Review to ascertain the factors leading to the decision to terminate the case; to consider what steps the prosecution could have taken to avoid the outcome; and to make recommendations. A total of 11 recommendations were made, many of which do not reflect truly new proposals, rather pointing to numerous lessons relating to the investigation and prosecution of fraud which in essence were a re-learning of previously identified good practice.

In summary five of the key activities have been achieved the remaining two partly so – identification of good practice and inspection of prosecution functions other than the Crown Prosecution Service. But the signs for these two are good.

#### Good practice

On good practice, while we recognize the limitations of the overall performance assessment programme, we are looking at how the proposed Area effectiveness inspections can capture good practice to best effect. We also identify good practice in thematic review reports whether joint or single reviews. These good practice recommendations are used by CPS Headquarters to develop policy and practice to enable Areas to operate standard practices.

Although the HMCPSI/CPS Joint Standing Committee on Good Practice has been stood down, it still has a page on the CPS intranet which provides access to CPS practitioners on items of good practice it has produced.

#### Other public prosecution functions

Our intention in relation to key activity 6 was an extensive follow-up exercise to the earlier non-statutory inspections of the London (2004) and Manchester (2002) offices of the Customs and Excise Prosecution Office (now the Revenue and Customs Prosecutions Office). However, a defect in the legislation precludes any form of inspection which would involve the scrutiny of case files – because of confidentiality provisions our work has been postponed. Work will be confined to scrutiny of the implementation of past recommendations so far as can be undertaken without file examination.

Our successor body, the proposed Inspectorate for Justice, Community Safety and Custody will be able to undertake a more effective inspection of the Revenue and Customs Prosecutions Office in London and Manchester once the Police and Justice Bill is enacted and implemented.

## Finance

	2002-2003		2003-2004		2004-2005		2005-2006	
	Cost £'000	% of Total Costs	Cost £'000	% of Total Costs	Cost £'000	% of Total Costs	Cost £'000	% of Total Costs
<b>Staff</b>	2,246	68	2,412	69	2,528	77	2,633	70
Recruitment Training	64	2	101	3	44	1	84	2
<b>Accommodation</b>	502	15	481	14	371	11	471	13
Travel & Subsistence	128	4	149	4	145	4	142	4
Consultancy*	63	2	51	1	59	2	66	2
Supplies and other services	283	9	297	9	161	5	341	9
<b>Total</b>	<b>3,286</b>	<b>100</b>	<b>3,491</b>	<b>100</b>	<b>3,308</b>	<b>100</b>	<b>3,737</b>	<b>100</b>

\*a major aspect of this is buying in expert skills for specific purposes, for example training.

The Inspectorate's budget comes from the Treasury Solicitor's Department Estimate. The figures for 2005-2006 as stated above are provisional as they had not been finalized at the time this report went to print. The figures for previous years are from the final accounts for the year.

The accounts for 2005-2006 have been prepared on a resource accounting basis, meaning the figures show the value of services consumed rather than the actual cash spent.

In 2005-2006, expenditure was within budget.

As in previous years, the majority of expenditure for 2005-2006 was on salaries, approximately 70%. In comparison to 2004-2005 staff costs fell by 7%. One of the reasons for this was as a result of vacancy management – some posts which were vacant at the beginning of the financial year were not filled until halfway through the year.

One of the effects of the successful open recruitment competition for legal and business management inspectors is the increase in recruitment and training costs which went up by approximately 1%. They are expected to rise significantly in the coming year to take account of the Government's Professional Skills for Government initiative and to ensure that our people have the full range of skills they will require within a single inspectorate.

Expenditure on accommodation and consultancy (at 13% and 2% respectively) was much the same as the previous year with insignificant movements.

There was a 4% increase on supplies and other services over the outturn for 2004-2005. Most of the increase can be attributed to costs associated with the production of the 47 overall performance assessment reports and the Jubilee Line Review. The latter was funded within existing resources.

### Governance and risk management

The Inspectorate was not subject to internal audit this financial year. But we continued to review and maintain arrangements and to enhance systems for internal control from the baseline of those that were in place when a "level one assurance" was provided by internal audit in 2003-2004.

#### Level one assurance

"A sound system of risk management [control] exists which is consistently applied and should be effective in delivering all critical business objectives. Although not having an adverse impact on critical business objectives, remedial action is required to address weaknesses in control over minor risks."

The latest review of the Risk Register was ratified in April 2006 by the Attorney General's Advisory Board. The strengthening of the Inspectorate Management Team at the end of the year has improved efficiency and control of the support to the inspection teams and the inspection programme.

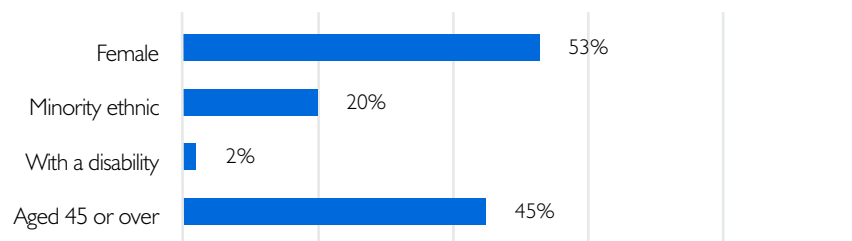
### Human resources

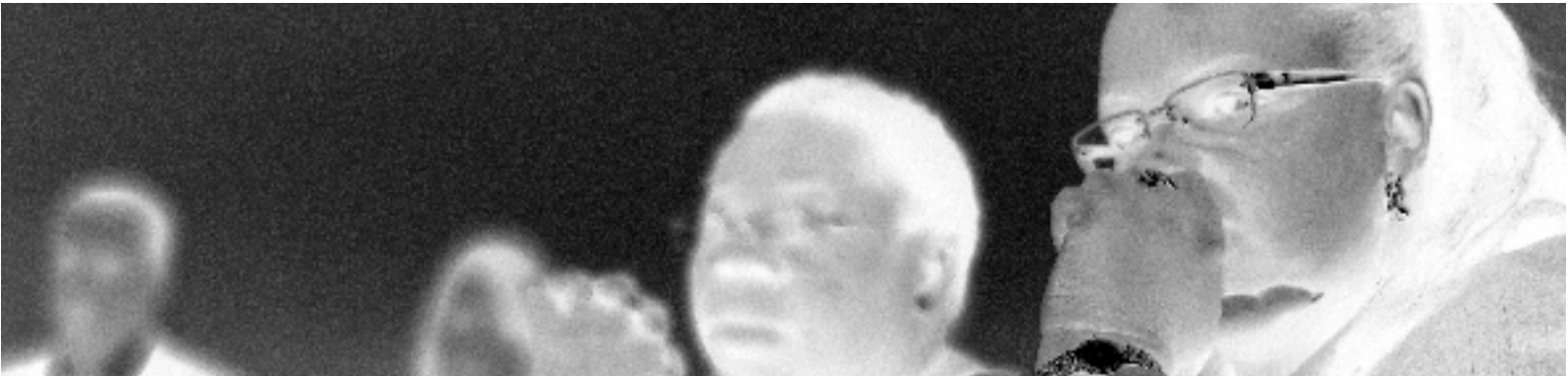
We reported earlier on the open competition we held to recruit legal and business management inspectors which attracted a strong field and enabled us to appoint a number of very high calibre candidates. Those appointed brought with them a wide range of experience which is already proving of enormous benefit to the Inspectorate. The recruitment exercise was larger than in previous years following agreement with the CPS on redeployment of its people on secondment to the Inspectorate.

Other vacancies were filled either through open competition or inter-departmental tawl.

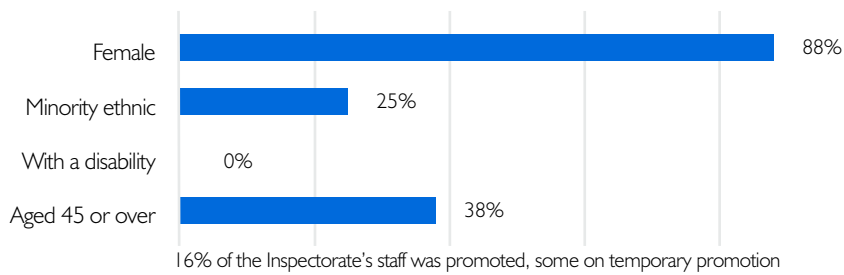
The principles of equality and diversity underpinned our recruitment processes. The following statistics on representation within the Inspectorate, on recruitment, on appointments, and on training and development are published in accordance with our Race Equality Scheme.

### Diversity in the Inspectorate as a % of all staff

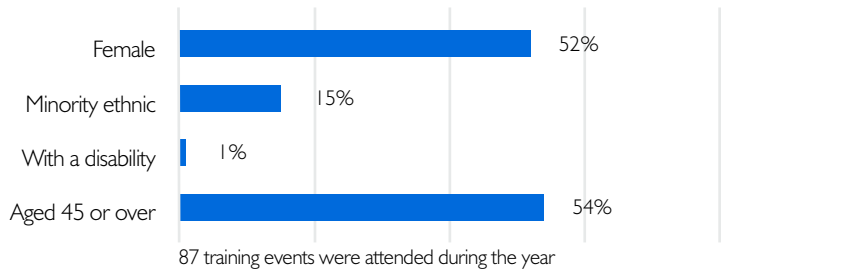




### Internal promotions as a % of those promoted

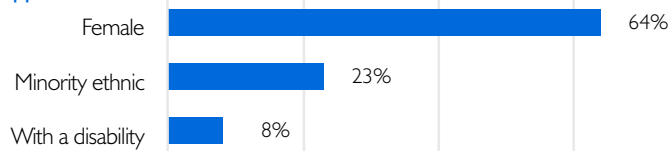


### Training and development as a % of training events

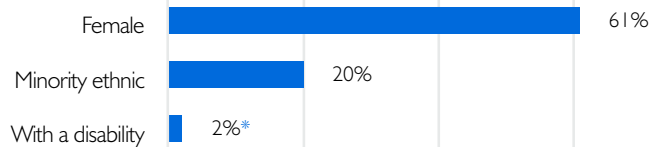


### Recruitment as a % of equal opportunity forms returned by applicants

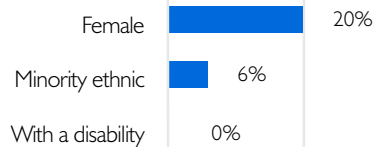
#### Recruitment applicants\*



#### Of those interviewed



#### Of those appointed



# age is not monitored for recruitment purposes

\* applicants registered disabled and meeting the minimum requirements are guaranteed an interview. Some applicants asked not to be considered under the rules and one did not meet the minimum requirements in order to be guaranteed an interview.

### Training and development

We have strengthened our arrangements for training and development with the appointment of the Training and Development Co-ordinator and the proposed establishment of a Training and Development Committee. The Co-ordinator will wish to build on established training programmes such as the induction programme for inspectors; and the training directory which informs everyone in the Inspectorate of what is available and has proved so very useful in helping to identify the training most appropriate for their needs.

The two all staff conferences held this year provided for a combination of stocktaking, training and planning for the future.

### Investors in People

The next review is due in March 2007. To ensure our preparedness we kept our practices under regular review, particularly in the context of the transition to a single inspectorate and the new Investors in People standard which came into force in January 2006.

### Equality and diversity

We reported last year that our Race Equality Scheme was under review and that a revised scheme to take us to 2008 was in draft. The Commission for Racial Equality had reviewed our original scheme and their findings provided a useful steer as we developed the revised scheme which was issued in March 2006.

Our inspection frameworks both for the overall performance assessment programme and the proposed Area effectiveness inspections were developed in such a way as to help inspectors fulfil their inspection duty under the Race Relations Acts. The frameworks ensure inspectors take account of equality and diversity in the handling of casework throughout the prosecution process and in their inspection of other issues including employment.

The nature of the overall performance assessments meant that we did not call upon the services of our cadre of lay inspectors in the programme. The Chief Inspector regards their role as invaluable in bringing an independent and lay perspective, from diverse backgrounds, to the work of the Inspectorate. The intention is that their involvement will be a feature of the proposed Area effectiveness inspections – a role enhanced by achieving greater diversity in the pool from which they are drawn.

### Sustainable development

We are members of the Law Officers' Departments Group on sustainable development. The group has drawn up an action plan in line with the Government's sustainable development strategy. Our plan is confined to our London office because facilities in our York office are managed by the CPS.

**THE [INSPECTION] FRAMEWORKS  
ENSURE INSPECTORS TAKE ACCOUNT  
OF EQUALITY AND DIVERSITY  
IN THE HANDLING OF CASEWORK  
THROUGHOUT THE PROSECUTION  
PROCESS AND IN THEIR INSPECTION OF  
OTHER ISSUES INCLUDING EMPLOYMENT**



The London office is a Grade II listed building so we are very restricted as to changes. But we have made what changes we could – recycled paper supplies, recycling paper, and recycling printer cartridges. Office machinery should now be switched off at night and thermostats on immersion heaters in washrooms have been set at a slightly lower temperature. The Carbon Trust provided posters and stickers to remind everyone of the simple actions they can take to reduce consumption – they have been displayed around the building.

### **Freedom of information**

We received 45 freedom of information applications during the year only two of which did not relate to our reports. All were dealt with within the 20 day time limit.

### **Our website**

Our website continues to evolve as improvements are made and more reports are added. For example, an interactive map of England and Wales showing CPS Areas so that members of the public can access information about their local Area.

The level of its use and of the comment template rose following the issue of the overall performance assessment reports but otherwise has remained fairly constant.

**ANNEX I****Review of HMCPSI's commitment to the 10 principles of public service inspection**

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**W**e show below what we have done and what we are going to do to take forward the 10 principles of public service inspection into our inspection methodology.

**1. the purpose of improvement**

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**2005-2006**

- Our stated purpose is to promote continuous improvement in the prosecution services within a joined-up criminal justice system
- Follow-up inspections measured improvement through the Areas achieving recommendations, successfully addressing aspects for improvement, and maintaining strengths
- We identify good practice, and have developed communication channels to ensure that it is shared between Areas eg the Good Practice Guide
- Our overall performance assessments clearly recognised excellent, good and fair performance and identified where it was poor in 14 aspects of performance, in individual Areas and across the CPS as a whole, and addressed aspects for improvement
- Data was collated, drawing together headline Public Service Agreement measures, and outcomes important to users and public confidence
- We participated with other criminal justice inspectorates in a programme of joint inspections of six criminal justice system areas, to look at aspects of performance in a cross-cutting way.

**2006-2007**

- We are developing our reporting format, so that our recommendations explicitly identify and address poor performance
- The creation of liaison inspector roles should help Areas to respond to our recommendations
- Development of our risk-based approach will ensure that we focus on those aspects of performance where the need for improvement is greatest.

**2. a focus on outcomes**

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**2005-2006**

- The overall performance assessment framework focused on outcomes, with a section devoted to ensuring successful outcomes
- The overall performance assessment process judged an Area's performance from the perspective of the end user, objectively measured across the country
- There has been involvement of end user groups in the evaluation and development of our inspection methodology and framework and in reference groups for individual reviews.

**2006-2007**

- Our new framework will include an examination of performance in relation to magistrates' courts and Crown Court casework from the perspective of contributing to successful outcomes.

**3. a user perspective**

---

**2005-2006**

- The overall performance assessment framework covered many user perspectives eg in relation to CPS standards of treatment in relation to victims and the Direct Communication with Victims scheme; service delivery at court; quality and arrangements for delivering charging advice and decisions to the police
- Performance measures used are national targets, so as to judge the CPS from the user perspective of a national service, rather than utilising targets agreed by local management
- Our role is not one of compliance, however, compliance is tested when there are clear national protocols or guidelines designed to ensure a fair and effective criminal justice system eg in relation to the prosecution's duties of disclosure of unused material.

**2006-2007**

- Development of our own suite of measures to assess CPS performance, with particular regard to quality.

#### 4. be proportionate to risk

---

##### 2005-2006

- The overall performance assessments were shorter and smarter inspections.

##### 2006-2007

- The new inspection programme will be risk-based in terms of resources, focus and frequency
- Broadening the information used to inform and determine our risk model, the overall performance assessments being the starting point in concentrating on poor Areas, and those with poor aspects of performance.

#### 5. encourage self assessment by managers

---

##### 2005-2006

- The new self assessment process in overall performance assessments increased the level of transparency
- We provided assistance/guidance to Areas to complete the self assessment
- The overall performance assessment process included a 'check and challenge' element of the Area's self assessment.

##### 2006-2007

- We are seeking to improve partnership working, to develop a more robust self assessment process
- The new Area effectiveness inspections will assess the realism of the self assessment at the start of the inspection.

#### 6. use impartial evidence

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##### 2005-2006

- The overall performance assessment framework ensured greater use and analysis of data, so as to inform judgments regarding performance.

##### 2006-2007

- Evidence will be gathered from a wide range of sources in the criminal justice system, for example, criminal justice partners, and other users such as defence practitioners, magistrates, the judiciary and Victim Support and will be cross-checked against other evidence and observation.

#### 7. disclose the criteria for judgment

---

##### 2005-2006

- Robust consultation process undertaken to engage CPS Areas and inform them of the new overall performance assessment inspection framework and criteria
- Framework and methodology fully available to those inspected and other stakeholders
- Our assessments and aspects for improvement were based on our published criteria supported by data and evidence and were not subjective.

##### 2006-2007

- Our inspection framework will include close liaison with Areas to explain the basis of our findings.

## 8. be open about the processes

### 2005-2006

- The consultation process involved CPS Areas in the development of the new overall performance assessment
- The reports were all the subject of quality assurance and moderation.

### 2006-2007

- Developing quality assurance of our processes, rather than quality control
- The inspection process allows for Area comments on draft reports and findings, and these are responded to in detail and taken into account in the final report drafting stage.

## 9. have regard to value for money, our own included

### 2005-2006

- The overall performance assessment focused on the outcome of resource management rather than on a narrowly defined financial management
- The assessment was a sharper, more cost effective process than traditional full inspection assessments
- Our utilisation of the Microsoft Project programme to plan optimum resourcing
- Increased focus on data to make judgments, rather than file sampling and onsite work meant greater efficiency in the overall performance assessment process.

### 2006-2007

- Risk-based approach to inspection should lead to greater improvements in inspection and increased levels of efficiency/value for money
- The use of overall performance baselines and updated risk assessments will target our inspection resources on those Areas and weaker aspects of performance that will benefit and improve the most.

## 10. continually learn from experience

### 2005-2006

- Completion of our robust change programme 'Moving on up'
- Our overall performance assessments have been perceived by the CPS as one of our best pieces of work, and the response to the findings and assessment have been positive and demonstrate a determination to improve performance
- Knowledge management and intra-group communication were developed.

### 2006-2007

- The new Area effectiveness inspection framework is combining the best aspects of the overall performance assessments, with a rigorous qualitative assessment of Area performance at court, of outcomes achieved, and of important issues that impact directly upon users in the context of local criminal justice partners and other court users.

## ANNEX 2

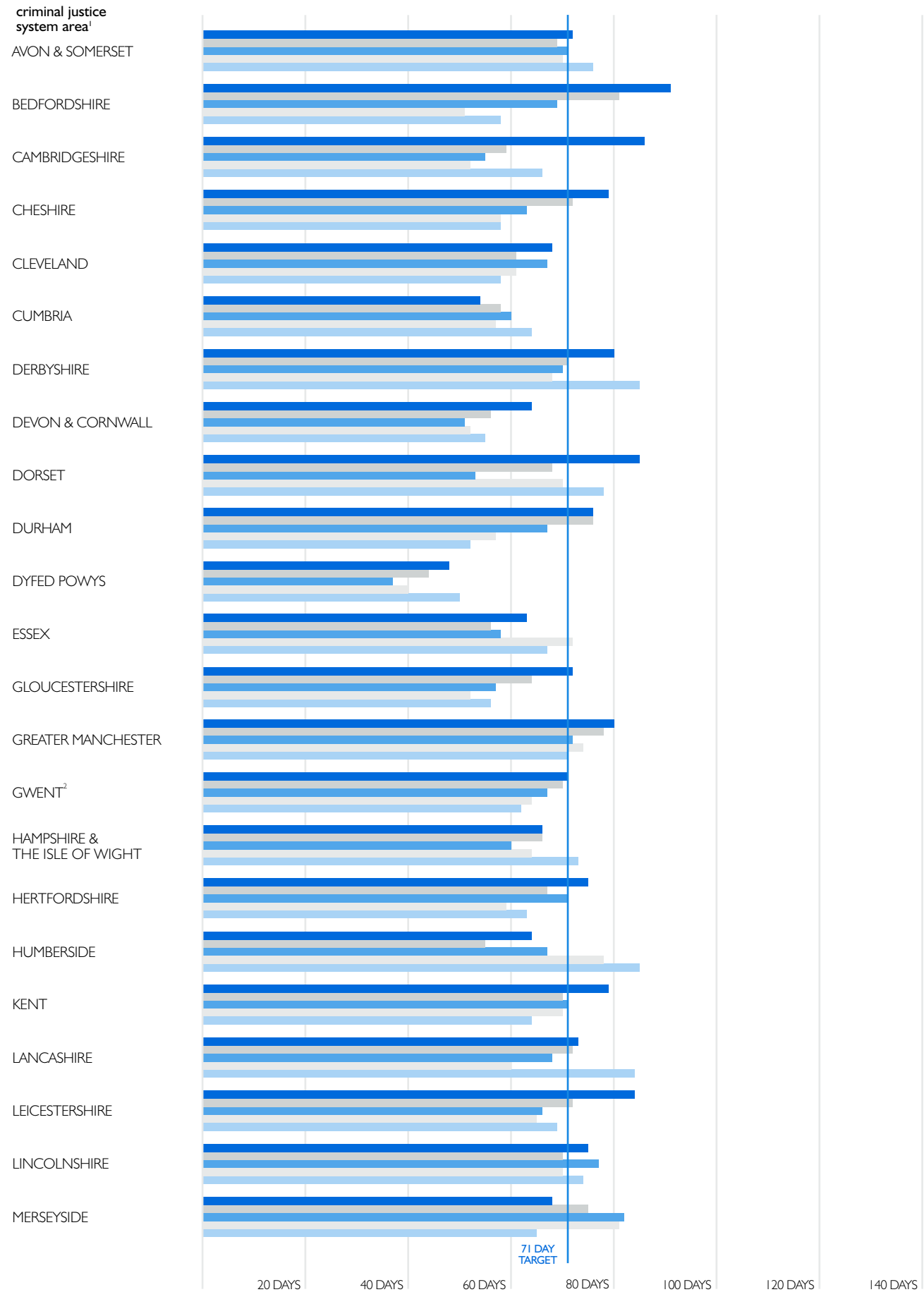
## Offences Brought Justice (OBTJ) in the year to 31 December 2005

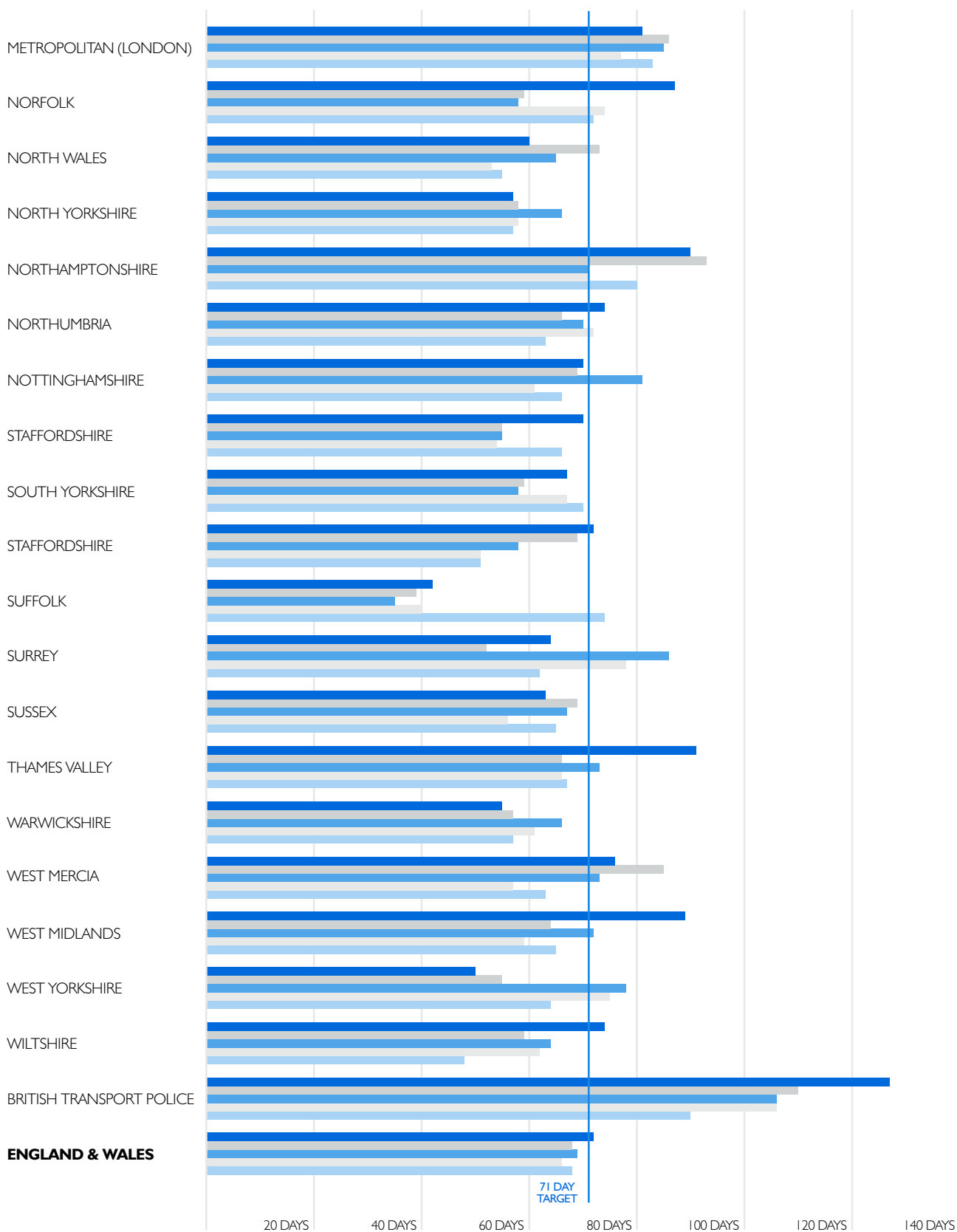
criminal justice system area	OBTJ as % of offences recorded	taken into consideration <sup>1</sup>	Offence Category (as a % of OBTJ)				convictions <sup>2</sup>
			fixed penalty notices <sup>1</sup>	formal warnings <sup>1</sup>	cautions <sup>1</sup>	convictions <sup>2</sup>	
AVON & SOMERSET	21.8	14.6	8.0	6.7	20.1	50.7	
BEDFORDSHIRE	22.4	8.4	6.9	4.6	28.4	51.7	
CAMBRIDGESHIRE	23.1	12.2	3.1	3.3	28.0	53.4	
CHESHIRE	22.8	14.4	9.4	1.6	20.8	53.8	
CLEVELAND	22.2	5.3	12.2	1.5	21.1	59.9	
CUMBRIA	28.8	4.4	4.0	1.9	17.7	72.0	
DERBYSHIRE	25.6	8.9	4.4	2.7	23.5	60.5	
DEVON & CORNWALL	24.0	9.1	10.4	4.5	27.5	48.5	
DORSET	26.5	12.7	7.4	2.0	22.5	55.4	
DURHAM	26.0	4.2	2.6	2.3	22.4	68.5	
DYFED POWYS	42.8	3.7	5.6	9.2	33.7	47.9	
ESSEX	23.2	11.7	11.2	2.1	19.5	55.5	
GLOUCESTERSHIRE	26.7	14.7	8.6	2.3	30.6	43.8	
GREATER MANCHESTER	22.7	5.0	8.8	3.6	19.1	63.5	
GWENT	26.7	16.5	8.2	2.0	16.4	56.8	
HAMPSHIRE & THE ISLE OF WIGHT	22.0	7.5	6.3	2.0	25.5	58.8	
HERTFORDSHIRE	19.9	7.9	4.6	2.0	23.0	62.4	
HUMBERSIDE	20.8	6.0	10.3	0.8	25.3	57.7	
KENT	22.4	9.5	10.1	1.3	31.6	47.6	
LANCASHIRE	27.3	7.5	13.7	0.7	24.4	53.8	
LEICESTERSHIRE	27.1	8.3	6.7	2.5	20.7	61.8	
LINCOLNSHIRE	23.9	4.7	15.0	2.3	30.3	47.8	
LONDON	17.2	9.3	7.6	11.2	20.1	51.8	
MERSEYSIDE	23.4	4.1	19.7	16.4	7.9	51.9	
NORFOLK	24.1	11.2	3.3	3.9	22.7	58.9	
NORTH WALES	31.8	5.0	14.2	5.8	17.7	57.4	
NORTH YORKSHIRE	25.7	5.6	5.3	5.8	17.0	66.3	
NORTHAMPTONSHIRE	17.1	10.9	5.4	1.3	30.0	52.4	
NORTHUMBRIA	30.1	9.5	1.5	0.4	34.2	54.4	
NOTTINGHAMSHIRE	19.4	5.7	4.5	2.5	29.1	58.3	
SOUTH WALES	23.9	5.4	3.5	2.1	20.1	68.9	
SOUTH YORKSHIRE	22.4	15.3	3.2	2.8	27.4	51.4	
STAFFORDSHIRE	24.7	7.4	6.2	4.7	25.6	56.2	
SUFFOLK	29.2	4.4	3.0	1.3	27.0	64.3	
SURREY	22.6	11.0	1.5	3.3	39.0	45.3	
SUSSEX	23.5	6.1	7.4	3.9	33.0	49.5	
THAMES VALLEY	26.7	16.6	9.9	4.6	28.7	40.3	
WARWICKSHIRE	24.1	10.4	7.4	3.7	35.0	43.5	
WEST MERCIA	31.3	8.9	4.3	2.3	31.4	53.1	
WEST MIDLANDS	24.1	3.5	7.1	4.3	26.4	58.8	
WEST YORKSHIRE	27.6	16.8	9.3	2.4	25.8	45.7	
WILTSHIRE	28.2	5.3	5.6	3.7	20.2	65.2	
<b>ENGLAND AND WALES</b>	<b>23.1</b>	<b>9.1</b>	<b>7.8</b>	<b>4.5</b>	<b>24.2</b>	<b>54.4</b>	

Source: Criminal Justice Information Technology Notes:<sup>1</sup>Offences where guilt is admitted <sup>2</sup>Offences which are brought to justice via courts.

### ANNEX 3

#### Average number of days from arrest to sentence for persistent young offenders in England and Wales: by criminal justice system area, 2002-2006



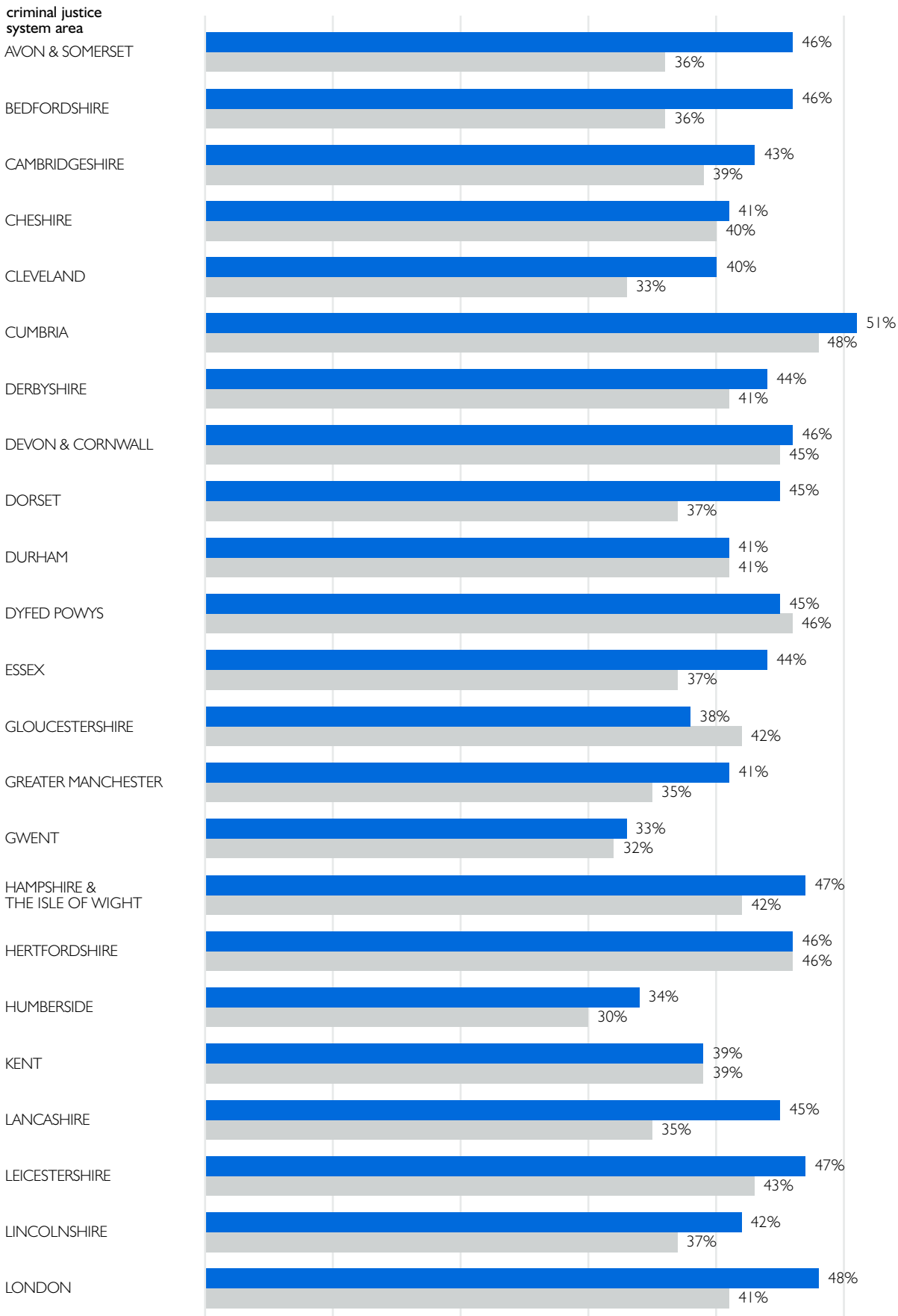


3mth rolling average Jan to Mar 2006 ■ Year to Dec 2005 ■ Year to Dec 2004 ■ Year to Dec 2003 ■ Year to Dec 2002 ■

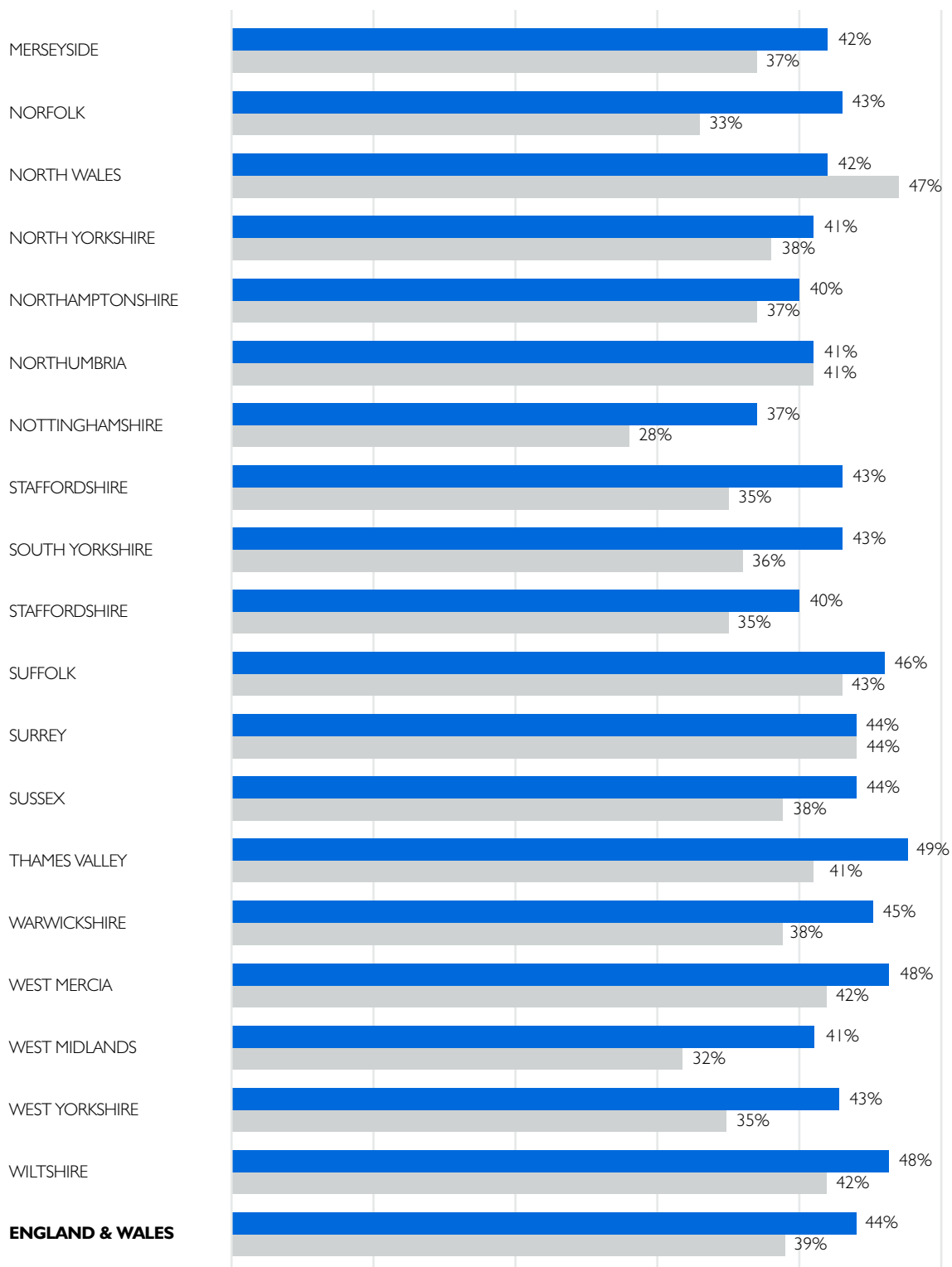
Source: Department of Constitutional Affairs

<sup>1</sup>The area classification is based on the Police Force that investigated the offence and entered the charge or summons details on the Police National Computer. In a small proportion of cases prosecution and court proceedings may have been in different areas.

<sup>2</sup>Technical problems with local data transfer to the Police National Computer may have resulted in slight inaccuracies in Gwent's figures.

**ANNEX 4****Public Confidence in the criminal justice system\***





Public Confidence Year ending December 2005 ■ Public Confidence Baseline Year ending March 2003 ■

Source: Home Office

\*Percentage of people thinking that the criminal justice system is effective in bringing offenders to justice based on sample surveys.

**ANNEX 5****Areas' progress towards achievement of recommendations from the second cycle of inspections as assessed during follow-up inspections**

CPS Area	Achieved	Partially Achieved	Not Achieved	No longer Applicable	Total no of Recommendations
AVON & SOMERSET*	1	7			8
BEDFORDSHIRE	1	3	2		6
CAMBRIDGESHIRE	1	4			5
CHESHIRE	3	3			6
CLEVELAND		5			5
CUMBRIA*		5	1		6
DERBYSHIRE		6	1		7
DEVON & CORNWALL*		4	1		5
DORSET		4		1	5
DURHAM	2	6			8
DYFED POWYS	2	4			6
ESSEX		3	2		5
GLOUCESTERSHIRE	1	5			6
GREATER MANCHESTER*	2	6			8
GWENT*	1	6			7
HAMPSHIRE & THE ISLE OF WIGHT	2	4			6
HERTFORDSHIRE*		5			5
HUMBERSIDE	2	2			4
KENT		5	1		6
LANCASHIRE		7	2		9
LEICESTERSHIRE		6			6
LINCOLNSHIRE*	2	1	1		4
LONDON ^					0
MERSEYSIDE		5			5
NORFOLK	1	1	2		4
NORTH WALES*		1	4		5
NORTH YORKSHIRE		5			5
NORTHAMPTONSHIRE	2	7			9
NORTHUMBRIA	1	5			6
NOTTINGHAMSHIRE	1	3	1		5
SOUTH WALES		3			3
SOUTH YORKSHIRE		4			4
STAFFORDSHIRE*	2	2			4
SUFFOLK		3			3
SURREY*		5	1		6
SUSSEX*	3	2			5
THAMES VALLEY		12			12
WARWICKSHIRE	1	3			4
WEST MERCIA	1	6			7
WEST MIDLANDS*	1	5			6
WEST YORKSHIRE	1	4			5
WILTSHIRE*	3	2			5
<b>TOTAL</b>	<b>37</b>	<b>179</b>	<b>19</b>	<b>1</b>	<b>236</b>

\*Follow-up inspections are usually carried out 6-12 months after publication of an Area inspection report, these Areas received a follow-up inspection during 2005-2006. All other Areas had follow-up inspections the previous year. ^ The inspection of CPS London was a re-inspection a follow-up was not carried out.

## ANNEX 6

### Published Reports

#### Area Reports

Author	Title	Publication Date
HMCPSI	Follow-up Area Inspection Report on CPS Thames Valley	May 05
HMCPSI	Follow-up Area Inspection Report on CPS Lincolnshire	Aug 05
HMCPSI	Follow-up Area Inspection Report on CPS Greater Manchester	Oct 05
HMCPSI	Follow-up Area Inspection Report on CPS Devon & Cornwall	Oct 05
HMCPSI	Follow-up Area Inspection Report on CPS Cumbria	Nov 05
HMCPSI	Overall Performance Assessment Reports in respect of the following 22 Areas: Bedfordshire, Cheshire, Cleveland, Cumbria, Derbyshire, Devon & Cornwall, Dorset, Durham, Dyfed Powys, Gloucestershire, Greater Manchester, Gwent, Humberside, Kent, Lancashire, Lincolnshire, Norfolk, Northumbria, North Wales, North Yorkshire, South Yorkshire and Warwickshire	Dec 05
HMCPSI	Follow-up Area Inspection Report on CPS North Wales	Jan 06
HMCPSI	Follow-up Area Inspection Report on CPS Gwent	Feb 06
HMCPSI	Follow-up Area Inspection Report on CPS Avon & Somerset	Feb 06
HMCPSI	Follow-up Area Inspection Report on CPS Hertfordshire	Feb 06
HMCPSI	Follow-up Area Inspection Report on CPS Staffordshire	Feb 06
HMCPSI	Follow-up Area Inspection Report on CPS Surrey	Feb 06
HMCPSI	Follow-up Area Inspection Report on CPS Sussex	Feb 06
HMCPSI	Follow-up Area Inspection Report on CPS West Midlands	Feb 06
HMCPSI	Follow-up Area Inspection Report on CPS Wiltshire	Feb 06
HMCPSI	Overall Performance Assessment Reports in respect of the following 20 Areas: Avon & Somerset, Cambridgeshire, Essex, Hampshire & the Isle of Wight, Hertfordshire, Leicestershire, London Overall (plus individual reports for London North & East Sector, London Serious Casework Sector, London South Sector & London West Sector), Merseyside, Northamptonshire, Nottinghamshire, South Wales, Staffordshire, Suffolk, Surrey, Sussex, Thames Valley, West Mercia, West Midlands, West Yorkshire and Wiltshire	Mar 06
HMCPSI	Overall Performance Assessments of Crown Prosecution Service Areas. Ratings and Analysis of Performance 2004-2005	Mar 06

All reports can be downloaded free of charge from our website [www.hmcpsi.gov.uk](http://www.hmcpsi.gov.uk)

## Thematic Reports

Author	Title	Publication Date
HMCPsi	Bringing Back Quality of Life to our Communities. A Review of the Performance of the Crown Prosecution Service in Relation to Dealing with Social Impact Crime and Anti-Social Behaviour	Jun 05*
HMCPsi	A Review of the Role and Contribution of the Crown Prosecution Service to the Safeguarding of Children	Aug 05*
HMCPsi	A Review of the Crown Prosecution Service Casework Quality Assurance Scheme	Aug 05
HMCPsi	A Review of the use of Performance Information in the Crown Prosecution Service	Oct 05

## Joint Inspection Reports

Author	Title	Publication Date
HMCPsi, HMIC, HMICA, HMI Prisons, HMI Probation	Joint Inspection Report North Yorkshire Criminal Justice Area	May 05*
CSCI, HMCPsi, Healthcare Commission, HMIC, HMICA, HMI Prisons, HMI Probation, OFSTED	Safeguarding Children. The second joint Chief Inspectors' Report on Arrangements to Safeguard Children and Young Person's Guide to the Safeguarding Children Review 2005	Jul 05*
HMCPsi, HMIC, HMICA, HMI Prisons, HMI Probation	Joint Inspection Report Merseyside Criminal Justice Area	Aug 05
HMCPsi, HMIC, HMICA, HMI Prisons, HMI Probation	Joint Inspection Report Gwent Criminal Justice Area	Feb 06
HMCPsi, HMIC, HMICA, HMI Prisons, HMI Probation	Joint Inspection Report Thames Valley Criminal Justice Area	Feb 06
HMCPsi, HMIC, HMICA, HMI Prisons, HMI Probation	Joint Inspection Report Northumbria Criminal Justice Area	May 06
HMCPsi	Review of the Investigation and Criminal Proceedings Relating to the Jubilee Line Case	Jun 06
HMCPsi, HMIC, HMICA, HMI Prisons, HMI Probation	Joint Inspection Report Greater Manchester Criminal Justice Area	Jun 06
HMCPsi, HMIC, HMICA, HMI Prisons, HMI Probation	Joint Inspection Report Avon & Somerset Criminal Justice Area	July 06 ^

All reports can be downloaded free of charge from our website [www.hmcp.si.gov.uk](http://www.hmcp.si.gov.uk)

Notes: \* These reports were mentioned in the Annual Report 2004-2005 ^ Not published at time this report was prepared – expected publication date, **CSCI** – Commission for Social Care Inspection, **HMIC** – HM Inspectorate of Constabulary, **HMICA** – HM Inspectorate of Court Administration, **HMI Prisons** – HM Inspectorate of Prisons, **HMIP** – HM Inspectorate of Probation.







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