



**CORPORATE PLAN 2012-15**  
**BUSINESS PLAN 2012-13**



# CORPORATE PLAN 2012-15

## BUSINESS PLAN 2012-13

Foreword by the Chief Inspector of Criminal Justice in Northern Ireland 4

### Part One: Corporate Plan

The Criminal Justice System	10
The role of CJI	13
Remit of CJI	14
Corporate vision, values and mission	15
Method of working	17
Working in partnership	19
Organisational development	21
Objectives for the Corporate Planning period	23
Inspection programme 2012-13 & 2013-15	24
Communication	30
Finance	32
Corporate Governance	33

### Part Two: Business Plan

Objectives and targets	36
Inspection programme	39
Action Plan/Inspection Follow-Up Reviews	40
Engagement with other Inspectorates	41
Budget and staffing	42
Risk management within CJI	43

# Foreword by the Chief Inspector of Criminal Justice

I am pleased to welcome you to the Criminal Justice Inspectorate (CJI) Corporate Plan for 2012-15 which provides a strategic look at the inspection programme over the next three years together with its Business Plan for 2012-13. The Business Plan sets out more precisely the objectives and targets for the year and the resources which CJI propose to deploy to achieve them.

The Corporate Plan has not been developed in isolation. It has been the subject of widespread consultation with the heads of the different justice organisations, politicians, the judiciary, the voluntary and community sector, oversight bodies working in the justice area as well as the Minister of Justice, Department of Justice Officials and the Attorney General for Northern Ireland. These consultation meetings gave me clear feedback on the work of the Inspectorate and provided a valuable contribution to the development of the inspection programme. As we are an independent inspection body the final decision concerning the inspection programme has been my own.

The consultation process has been valuable in highlighting some of the key challenges facing the justice system over the next three years. There will be, in my view, a much greater focus on delivery issues – what has been called the making a “devolution difference”. In practical terms, this will mean much greater scrutiny by politicians and others on the outcomes provided by the justice agencies and the services provided to the people of Northern Ireland. It will also help develop a debate around what we want our justice system to deliver. A critical objective of CJI therefore remains which is the independent scrutiny of the conditions for and treatment of, users of the criminal justice system in particular victims and witnesses, children and young people, prisoners and detainees.

In order to maximise the outcomes for users of the justice system I also believe there will be a requirement for much greater partnership both between the different justice organisations and between the justice system and other government departments in Northern Ireland. This will raise issues around ideas of independence as well as challenge existing ways of delivering services and working practices. Moreover, this will take place within the context of a greater focus on the value for money provided by the justice system in the work that it does. The inspection programme, therefore, includes a number of proposed inspections in relation to the working relationship between different justice organisations, the impact of service delivery on users of the justice system and the cost effectiveness of service provision. A second objective of CJI is to promote efficiency and effectiveness through assessment and inspection to facilitate performance improvement.

In developing the inspection programme I have also considered the work that has been undertaken by the Inspectorate over the last Corporate Planning period. The proposed inspection programme sees a continuation of a number of areas that have been at the forefront of CJI's work. Thus we will be examining issues with regard to young people, the treatment of victims and witnesses and significant issues arising from avoidable delay within the justice system. A number of agency specific inspections can be considered within this context. In addition, and in line with Ministerial priorities, we will continue to focus on the work of the Northern Ireland Prison Service particularly in relation to oversight of the reform programme and the impact of the changes on outcomes for prisoners – a key measure of success. We will also take a more strategic look at some of the key challenges facing the justice system including the reduction of re-offending and the difficult issue of dealing with persistent offenders. A third objective of CJI is to provide independent assessment to Ministers and the wider community on the working of the criminal justice system. We will, of course, be available to the Minister to under take specific unscheduled inspections as requested.

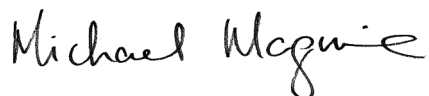
As before, therefore, the proposed Inspection Programme comprises a series of agency specific inspections as well as thematic studies looking across the justice system and the ways in which it

works together. As the only integrated Criminal Justice Inspectorate in the United Kingdom, CJI is uniquely placed to examine issues of this type. The question, for example, of how long it takes from arrest through to disposal by a court can only be answered by looking across the justice system. Similarly, an increasing focus on a reduction in re-offending and in managing public protection requires an understanding not only of prisons, but also probation and the police.

The consultation process raised a number of tensions around the work of the Inspectorate. In particular a concern that CJI might become “detached” from the criminal justice system and focus more on oversight than working in partnership to deliver performance improvement. At the same time there was a clear view expressed that CJI should have more teeth in relation to the implementation of recommendations and that justice organisations should be under greater pressure to deliver recommendations arising from the work of the Inspectorate.

As an organisation CJI plans to build on the good work that has been achieved to date. We wish to work in partnership with organisations to deliver a high quality, independent and impartial inspection programme working towards our ultimate of building a better justice system for all. That means working with organisations, as we have done, in the delivery of the inspection programme in a collaborative way to facilitate performance improvement. We will, however, be paying more attention to the development and implementation of action plans arising from inspections and will work with existing governance and accountability arrangements to improve more effective implementation. We will continue to work with our partner inspection organisations to ensure that as wide a skills base as possible is deployed in the delivery of inspections as well as to ensure a consideration of good practice elsewhere is helping to shape recommendations.

As before, CJI is committed to working with justice organisations to provide an honest and independent reflection of the strengths and weaknesses of the justice system, highlighting areas of good practice and providing a basis upon which a shared improvement agenda can be implemented moving forward. The inspection programme has been called challenging, ambitious and comprehensive. I believe that the work of the Inspectorate to date and the relationships we have developed across the justice system and beyond provide a firm basis for ensuring its successful implementation.



**Dr Michael Maguire**

Chief Inspector of Criminal Justice in Northern Ireland  
April 2012







# Part One: Corporate Plan

# The Criminal Justice System

## The Government's aim for the Criminal Justice System

The Department of Justice (DoJ) was set up on 12 April 2010, established by the Department of Justice Act (Northern Ireland) 2010 facilitating the transfer of policing and justice powers to the Northern Ireland Assembly.

The DoJ has a range of devolved policing and justice functions which are set out in the Northern Ireland Act 1998 (Devolution of Policing and Justice Functions) Order 2010. Its role is to support the Minister of Justice to help build a fair, just and safer community for the people of Northern Ireland.

It is responsible for the resourcing, legislative and policy framework of the justice system. The Minister has set out a number of themes which encompass the key roles of the Department. They are:

- Safer, Shared Communities – working to help build communities with lower levels of crime and anti-social behaviour, where everyone's rights are respected, including examining the steps that can be taken to address problems at interfaces;
- Faster, Fairer Justice – looking at how we ensure that everyone in Northern Ireland has access to justice without undue delay, taking particular account of the needs of victims and witnesses; and
- Reformed Prisons & Youth Justice System – delivering fundamental reform of the Prison Service, with a professional and well trained workforce; take forward the out-workings of the Youth Justice Review and the Review of Community Sentences. In support of these overarching, output focused themes, the Department has two major internal programmes concentrating on improving delivery capability.

Setting out current priorities, the Northern Ireland Executive's Programme for Government 2012-15 describes the Department's objectives as:

- Substantially complete the construction of the new Police, Prison and Fire Training College;
- Reduce the level of serious crime;
- Tackle crime against older and vulnerable people by more effective and appropriate sentences and other measures;
- Improve community safety by tackling anti-social behaviour;
- Improve access to justice;
- Actively seek local agreement to reduce the number of 'peace walls'; and
- Reform and modernise the Prison Service.

The criminal justice system in Northern Ireland is made up of seven main statutory agencies. Together, and along with a number of arms length bodies, these agencies are responsible for ensuring a fair and effective justice system in Northern Ireland and increasing public confidence in that system. The main statutory agencies are the:

- Department of Justice (DoJ).
- Northern Ireland Courts and Tribunals Service (NICTS);
- Northern Ireland Prison Service (NIPS);
- Police Service of Northern Ireland (PSNI);
- Probation Board for Northern Ireland (PBNI);
- Public Prosecution Service (PPS); and
- Youth Justice Agency (YJA).

The purpose of the Criminal Justice System in Northern Ireland (CJSNI) is to support the administration of justice, to promote confidence in the criminal justice system and to contribute to the reduction of crime and the fear of crime. The CJSNI aims are to:

- provide a fair and effective criminal justice system for the community;
- work together to help reduce crime and the fear of crime;
- make the criminal justice system as open, inclusive and accessible as possible, and promote confidence in the administration of justice; and
- improve service delivery by enhancing the levels of effectiveness, efficiency and co-operation within the system.

# The role of CJI

CJI contributes to the Department of Justice's aims by improving public confidence in the system as a whole through its programme of independent inspections. It will do so by assisting the criminal justice agencies in Northern Ireland to become more efficient and effective, and by ensuring that they are being fair and equitable in all their policies and operations.

CJI's formal accountability is to the Minister of Justice for Northern Ireland and to the Northern Ireland Assembly.

## **The strategic objectives of CJI are to:**

- promote efficiency and effectiveness through assessment and inspection to facilitate performance improvement;
- provide an independent assessment to Ministers and the wider community on the working of the criminal justice system;
- provide independent scrutiny of the conditions for and treatment of, users of the criminal justice system, in particular victims and witnesses, children and young people, prisoners and detainees; and
- work in partnership to deliver a high quality, independent and impartial inspection programme.

## **To achieve these objectives, the Chief Inspector will:**

- ensure the inspection of the main agencies of the criminal justice system in Northern Ireland;
- conduct cross-cutting thematic reviews of subjects which involve more than one agency;
- determine CJI's programme of inspection and action plan/inspection follow-up reviews each year in consultation with the Minister of Justice, Secretary of State for Northern Ireland, the Attorney General for Northern Ireland and the Advocate General;
- present inspection reports to the Minister of Justice;
- publish an Annual Report of CJI's activities; and
- employ a small number of appropriately qualified and experienced Inspectors and seek expert assistance from other inspection agencies as necessary.

# Remit of CJI

CJI has a remit to inspect all the organisations and bodies listed below. Under the Justice (Northern Ireland) Act 2002, CJI is required to inspect all these organisations and bodies, unless it is satisfied that they are subject to a satisfactory existing inspection regime<sup>1</sup>.

- Police Service of Northern Ireland;
- Forensic Science Northern Ireland;
- State Pathology Department;
- Public Prosecution Service for Northern Ireland;
- Probation Board for Northern Ireland;
- Northern Ireland Prison Service;
- Youth Justice Agency;
- Department of Health, Social Services and Public Safety;
- Compensation Agency;
- Northern Ireland Child Maintenance and Enforcement Division;
- Department of Enterprise, Trade and Investment;
- Department of the Environment;
- Health and Safety Executive;
- Northern Ireland Tourist Board;
- Police Ombudsman for Northern Ireland;
- Northern Ireland Social Security Agency;
- Royal Mail Group;
- Belfast International Airport Ltd;
- Belfast Harbour Commissioners;
- Larne Harbour Ltd;
- Northern Ireland Courts & Tribunals Service;
- Legal Services Commission;
- Parole Commissioners for Northern Ireland;
- Community-Based Restorative Justice Schemes; and
- Probation and Bail Hostels (Approved Premises).

<sup>1</sup> This provision means that CJI has to work co-operatively with HM Inspectorate of Constabulary in relation to the inspection of the Police Service of Northern Ireland.

# Corporate vision, values and mission

CJI was established as an organisation legally separate from the Department of Justice to provide independent scrutiny of the criminal justice system. It is central to the work of CJI that it conducts inspections with honesty and impartiality, basing its findings upon evidence. It encourages self assessment within organisations and works in a non-adversarial, consultative and interactive way.

## Vision

CJI's vision is summed up as '*a better justice system for all*'.

By that we mean a criminal justice system that works smoothly and efficiently, protecting everyone, working to reduce crime and helping to put offenders back on the right track so that they will not offend again. It also means a system that does all these things with absolute fairness, promotes equality and human rights and is responsive to the real concerns of the community.

A justice system that can do these things is the foundation for a peaceful and cohesive community and is a prerequisite for health and prosperity.

That vision requires the collaboration of all the agencies of the criminal justice system, the voluntary sector and political and community-based organisations to bring it about. CJI contributes to it by conducting inspections of individual agencies and cross-cutting thematic reviews of aspects of the criminal justice system.

## Values

The Inspectorate's values are summed up as:

- independence;
- impartiality;
- honesty;
- integrity;
- respect;
- openness; and
- robustness.

## Mission

CJI's mission is to work closely with the inspected agencies in a professional and mature way. We will maintain our robustness and independence by producing relevant, respected inspection reports that add value to the criminal justice system and enhance the public's experience of contact with every part of the criminal justice system.

We will achieve our mission by:

- maintaining our values at all times;
- communicating clearly and frankly;
- listening to all interested parties;
- identifying and communicating good practice;
- producing enabling, balanced, objective reports;
- taking account of sensitive issues;
- providing a supportive work environment that reflects our values; and
- pursuing excellence.

The Inspectorate publishes all its reports and makes all its papers freely available, subject to the normal exceptions for security and personal information.



# Method of working

The aim of all CJI's activities is improvement. Inspection processes examine organisations for strengths and areas for improvement. It may make recommendations designed to help an organisation to improve in any aspect of its performance.

CJI will do this in two stages by:

- collecting data in advance, and forming provisional judgments as to the strengths and weaknesses of the organisation; and
- testing those judgments in the inspection, finalising them and turning them, where appropriate, into recommendations.

CJI does not believe that the most productive way to promote improvement is by 'naming and shaming' agencies. There may be occasions when the work of an agency is of such a poor standard and when it shows neither the will, nor the capacity to improve, that the Inspectorate would have no option but to state publicly that the position was unacceptable. But most of the time, CJI will work in partnership with the agencies it inspects, on the basis that their managers share the common aim of improvement.

Inspections conducted by CJI fully reflect the Cabinet Office principles for the inspection of public services to:

- pursue the purpose of inspection;
- focus on outcomes;
- take a user perspective;
- be proportionate to risk;
- encourage self-assessment by managers;
- use impartial evidence wherever possible;

- disclose the criteria used for judgment;
- be open about the processes involved;
- have regard to value for money, including that of the inspecting body; and
- continually learn from experience.

Each inspection involves seeking the views of the agency's partners in the criminal justice system and the community on the agency's performance. This is followed by inviting the agency itself, where appropriate, to self-assess against the inspection criteria identified in the Terms of Reference, identifying as honestly as possible, its own strengths and weaknesses – not to be used against it, but as a token of its commitment to inspection as an aid to improvement. The aim of self-assessment is to internalise within agencies the drive towards improvement. The development of a capacity for rigorous and perceptive self-criticism among the management of the agencies, is fundamental from that point of view.

# Working in partnership

In order to undertake its business effectively CJI requires a close working relationship with a wide range of stakeholders.

Our inspection process is designed to encourage the full engagement of all inspected organisations and we have underpinned this with signed protocols, which set out a formal structure to our inspection process and the publication of our inspection work. Where appropriate, we will seek to update these working arrangements as required.

The Chief Inspector will continue to pursue new working relationships (including possible secondments) to ensure the inspection process is sensitive to the needs of organisations, while at the same time, providing an impartial and independent view of the work that is undertaken. All inspections are undertaken on a 'no-surprises' basis and we will continue to work with organisations in the development and dissemination of Action Plans pre and post-publication of inspection reports. Action Plans will also be published on the CJI website - [www.cjini.org](http://www.cjini.org).

In undertaking our inspection work we aim to involve as wide a range of professional skills as is necessary to complete the inspections. In past years, we have benefited greatly from assistance provided by Her Majesty's Inspectorates of Prisons, Constabulary, Crown Prosecution Service, and Probation. We expect these relationships to continue and will seek to work with other justice sector Inspectorates as appropriate. In a local context, we will also work closely with the Education and Training Inspectorate, the Regulation and Quality Improvement Authority and the Northern Ireland Audit Office. Once again, protocols and service level agreements have been raised with the majority of the inspection and regulation bodies to provide a structure to our working relationships. We will continue to use specialist consultants as appropriate for specific pieces of work.

The Chief Inspector will continue to work with all oversight and scrutiny bodies in Northern Ireland who have an interest in the justice system. He will continue to meet with the bodies concerned to help ensure co-ordination and the avoidance of overlap and duplication in the work that we do. We will seek to engage with a wide range of bodies including the Equality Commission, the Northern Ireland Human Rights Commission, the Policing Board for Northern Ireland, the Prisoner Ombudsman, the Northern Ireland Ombudsman, the Office of the Police Ombudsman, the Commissioner for Children and Young People in Northern Ireland and the Commissioner for Older People. We will also seek to work with organisations within the voluntary and community sector in relation to specific inspection reports and across thematic areas.

The devolution of policing and justice has changed the dynamic of local accountability. The Chief Inspector will continue to brief, as requested, the Minister of Justice, the Attorney General for Northern Ireland and the Northern Ireland Assembly's Committee for Justice on the findings of individual reports and on the major themes emerging from the inspection work.

The Chief Inspector will also continue to seek feedback on the work of the Inspectorate from the key stakeholders.

# Organisational development

CJI comprises the following staff:

- Chief Inspector;
- Deputy Chief Inspector and Chief Executive (Accounting Officer);
- Seven Inspectors;
- Business and Communications Manager;
- IT Systems Administrator;
- Finance Officer;
- Personal Assistant;
- Business and Communications Support Officer;
- Business Support Officer; and
- Administrative Support Officer.

All of the staff of CJI, including the Chief Inspector and Deputy Chief Inspector, were recruited externally through open competition. Staff are employed on terms and conditions based on those of the Northern Ireland Civil Service with some small modifications.

The men and women who work for the Inspectorate are CJI's most valuable asset. The Chief Inspector and Deputy Chief Inspector are committed to providing a harmonious working environment, where individual needs are an organisational priority and where personal self-development is encouraged. All staff members have a part to play in helping set the standards and future direction of the Inspectorate and to this end, general staff meetings are held on a monthly basis.

CJI is committed to developing each member of staff so that all reach their potential. The staff appraisal process is the principle means of identifying appropriate developmental opportunities through training courses, attendance at conferences and seminars, secondment opportunities or participation in joint inspection work.

CJI also makes use of staff seconded from other Inspectorates, consultants and stand-by Inspectors as and when required. Unless there was a sustained and substantial increase in the workload, it will aim to cover any increase in demand by calling on these external resources and by reprioritising and rescheduling work.

# Objectives for the Corporate Planning period

In this planning period (2012-15) CJI will:

- promote efficiency and effectiveness through assessment and inspection to facilitate performance improvement;
- provide assurance to Ministers and the public, on the working of the criminal justice system;
- provide independent scrutiny of the conditions for and treatment of prisoners;
- contribute to the overall effectiveness of the criminal justice system through thematic inspections;
- improve communications between CJI and other inspection bodies including the up-dating of protocols, memorandum of understandings and service level agreements;
- maintain the structured relationship between CJI and the organisations subject to inspection through the establishment of protocols, memorandum of understandings and service level agreements; and
- develop the working practices of the Inspectorate by retaining external validation of CJI work through ISO 9001 accreditation and the inspection management process.

These objectives will be achieved through the:

- delivery of the programme of planned inspections, action plan/inspection follow-up reviews;
- delivery of additional inspections or reviews requested by the Minister;
- publication of the inspection reports;
- completion of all planned action plan/inspection follow-up reviews;
- delivery of a new communications strategy;
- delivery of high quality information to all stakeholders with an interest in criminal justice matters;
- up-dating of protocols, memorandum of understandings and service level agreements with other Inspectorate bodies;
- renewal of protocols with the main criminal justice agencies;
- retention of ISO 9001; and
- the robust monitoring of the inspection management process.

# Inspection programme 2012-13 & 2013-15

## Proposed Inspection Programme 2012-13

The objectives of CJI are to:-

- promote efficiency and effectiveness through assessment and inspection to facilitate performance improvement;
- provide an independent assessment to Ministers and the wider community on the working of the criminal justice system;
- provide independent scrutiny of the conditions for and treatment of, users of the criminal justice system, in particular victims and witnesses, children and young people, prisoners and detainees; and
- work in partnership to deliver a high quality, independent and impartial inspection programme.

In order to meet these objectives the draft inspection programme for 2012-13 is presented as follows.

### Justice Organisations

**Oversight of the Prison Review Team Recommendations.** CJI will have an oversight role in relation to the implementation of the recommendations of the Prison Review Team.

**Annual Prison Inspection.** An establishment inspection will be undertaken in collaboration with HM Inspector of Prisons using HMIP "expectations" as the basis for the inspection process.



**Inspection into Forensic Science Northern Ireland.** A full inspection will be undertaken to consider emerging issues in relation to FSNI and the extent to which recommendations from previous inspections have been implemented.

**Governance and accountability of the Legal Services Commission.** An inspection into the strategy, delivery and outcomes of the Legal Services Commission following the CJI framework.

**Offender management in the community.** An inspection into the work of the Probation Service in relation to offender management in the community to include the supervision and management of offenders, risk assessment and management and programme delivery.

**Inspection into State Pathology Northern Ireland.** A governance and accountability review covering the relationship with the Department of Justice, timeliness of service delivery and associated outcomes for the justice system.

**Accuracy of records relating to Court Orders.** An inspection into the accuracy and timeliness of court orders in relation to the judgments handed down.

**Administrative handling of court cases.** A scoping inspection into how the administrative handling of court cases impacts on delay within the criminal justice system.

## **Thematic Inspections**

**OPONI relationship with the PSNI.** An inspection into the relationship between the OPONI and the PSNI with particular attention to the exchange of information from the PSNI to the OPONI and the ways in which the PSNI handle information requests and recommendations from OPONI. The inspection will also examine how information from the PSNI is handled within the OPONI.

**Provision of services by the voluntary and community sector to the criminal justice organisations.** An inspection into the funding of the voluntary and community sector by the criminal justice system to include an assessment of strategic intent, service delivery and assessment of outcomes.

**Governance and Management of Approved Premises.** An inspection into the governance and management arrangements of approved premises provided by the voluntary and community sector to include a consideration of quality assurance of professional practice and on-going inspection and monitoring by statutory organisations.

**How the criminal justice system deals with volume crime.** An inspection into the ways in which the justice system deals with volume crime (with particular reference to burglary) including an assessment of investigation processes, clearance rates, prosecution decision making, policies and procedures and the impact on victims and witnesses.

**Cost and impact of dealing with the past on the criminal justice organisations.** An inspection into the financial cost and operational impact on justice organisations of dealing with cases related to "the troubles".

## **Proposed Inspection Programme – 2013-2015**

### **Justice Organisations**

**Measuring effectiveness in youth conferencing within the YJA.** An inspection into the measurement of effectiveness of youth conferences including how it deals with persistent offenders.

**Effectiveness of case progression across the justice system.** An inspection into the approach to and contribution made by case progression within the PSNI, the PPS and the NICTS.

**Use of discretion in decision making by the PSNI.** An inspection into the use of discretion within the PSNI including the volume, nature and types of offences covered and the impact on defendants as well as victims.

**Governance of the PSNI in delivering VFM.** An inspection into how the PSNI is structured to deliver value for money across the organisation. The inspection will consider what arrangements are in place and whether they are effective.

**Relationship between the Youth Justice Agency and the Probation Service.** An inspection into the strategic and operational relationship between the YJA and the PBNI particularly in relation to youth offending. The inspection will also consider the governance arrangements of both organisations.

## **Thematic Inspections**

**Inspection into disclosure in non-terrorist cases.** An inspection into how the PSNI and the PPS deal with the issue of disclosure in non-terrorist cases.

**Co-terminosity within the criminal justice system – opportunities for collaboration and cooperation.** An inspection into the possible benefits to be derived from greater collaboration and cooperation of the criminal justice agencies at a local level.

**Opportunities for shared services within the Criminal Justice System.** An inspection into the possible use of shared services across the criminal justice system.

**Effectiveness of new Community Safety Partnership / District Partnership arrangements.** An inspection into the effectiveness of the new arrangements of delivering community participation and accountability within the criminal justice system.

**Impact of the Criminal Justice Order.** An inspection into the impact of the introduction of the Criminal Justice Order on the justice organisations and their capacity to manage the changes.

**Collaborative working by justice organisations in targeted areas.** An inspection into the effectiveness of the criminal justice organisations in working together to deal with problems of criminality in targeted areas.

**How the criminal justice system deals with violent crime.** An inspection into the ways in which the justice system deals with violent crime (excluding sexual offences), including an assessment of investigation practices, clearance rates, prosecution decision making, policies and procedures and the impact on victims and witnesses.

**Effectiveness of fixed penalties and dealing with diversions from prosecution.** An inspection into the methods of delivering fixed penalties and diversions away from prosecution including a consideration of roles and responsibilities and effectiveness of current service delivery including PPS disposals.

**Connecting the justice organisations with socio-economic Departments.** An inspection into the variety of interfaces between the justice organisations and the wider range of socio-economic departments to consider how service delivery might be improved.

**Effectiveness of the arrangements for Adult Safeguarding across the criminal justice system.** An inspection to consider the investigation practices, decision making and impact on victims in relation to vulnerable adults.

**Effectiveness of the arrangements for the investigation of sexual offences by the criminal justice system.** An inspection into the ways in which the justice system deals with sexual offences (including child abuse cases) including an assessment of investigation practices, clearance rates,

prosecution decision making, policies and procedures, PSNI Rape Crime Units and Public Protection Units and the impact on victims and witnesses.

**How the justice system deals with Hate Crime.** An inspection into the ways in which the justice system deals with hate crime including an assessment of investigation, clearance rates, prosecution decision making and the impact on victims and witnesses.

**Delivery of Offender Behaviour Programmes by criminal justice organisations.** An inspection into the effectiveness and efficiency of offender behaviour programmes in custody including a consideration of psychology services.

**An inspection into the ways in which the justice system deals with persistent offenders to include the effectiveness in reducing re-offending.** The inspection will take a particular interest in work with young people and the relationship between the Probation Service and the Youth Justice Agency.

**Availability and use of management information within the criminal justice system.** An inspection into the management information needs of the criminal justice organisations and how they are being delivered post implementation of Causeway.

CJI will, in accordance with the inspection methodology, also be carrying out action plan/inspection follow-up reviews on reported inspections. Those planned for 2012-13 form part of the Business Plan for that year.

CJI may at any time be asked by the Minister of Justice to undertake other pieces of work (inspections, reviews or the provision of advice) and it will remain ready to adjust its plans as necessary, to accommodate additional demands.

# Communication

CJI regards effective communication as one of the key areas which will enable the Inspectorate to successfully deliver its inspection agenda.

## **Communication with inspected organisations**

CJI is committed to developing existing communication with the agencies that fall under its inspection remit. This is an essential element of its work as it is through effective communication and engagement with each of these organisations, that CJI can secure support for the recommendations made within its inspection reports to enhance the effectiveness and efficiency of the criminal justice system.

## **Partnership working**

The Inspectorate is committed to working in partnership and drawing on the expertise provided by colleagues from other Inspectorates when it would further enhance the quality of its inspection work. Maintaining and developing existing and new communication channels will ensure CJI can benchmark its inspection findings against best practice in other jurisdictions. This will enable the Inspectorate to maintain the integrity, professional standard and value of its inspection work.

## **Community engagement**

It is essential CJI communicates widely and effectively with the community in Northern Ireland to ensure it understands the concerns of the people of Northern Ireland, and can reflect these concerns in its inspection programme. The Inspectorate endeavours to listen and engage with the community through community outreach and inspection activity, and accepts all suitable invitations to seminars, conferences and to community groups. CJI uses its annual Stakeholder Conference to bring together and engage directly with representatives of the community and voluntary and statutory sectors involved in the criminal justice system. The conference is used to open up communication channels and promote dialogue and discussion around significant issues facing the criminal justice system. As part of its engagement activity, CJI regularly meets with political representatives from all parties and other opinion formers in Northern Ireland.

### **Building public confidence**

As an independent, impartial Inspectorate CJI has a central role to play in the accountability arrangements for the criminal justice system in Northern Ireland. The Chief Inspector and Deputy Chief Inspector lead in communicating the work of CJI, by drawing attention to the findings and recommendations contained in its reports. They also endeavour, where possible, to increase public confidence in the criminal justice system by highlighting areas of excellence and good practice within and between the criminal justice agencies and members of the voluntary and community sector.

### **Openness and transparency**

CJI communicates the findings of its inspections to the community and stakeholders from across the criminal justice system through its published inspection reports, its website and through its newsletter *The Spec*. All material published by CJI is available in a printed format. Electronic copies are made available on the CJI website – [www.cjini.org](http://www.cjini.org).

# Finance

CJI is financed by grant-in-aid from the Department of Justice. Its budget allocation over the current planning period is as follows:

2012	2013-14
£1.392 million	£1.352 million



# Corporate Governance

## **Governance**

The Office of the Chief Inspector of Criminal Justice in Northern Ireland was created under Section 45 of the Justice (Northern Ireland) Act 2002. The current Chief Inspector, Dr Michael Maguire, was appointed by the Secretary of State in September 2008, and further appointed by the Minister of Justice in August 2011 and is accountable through him to the Northern Ireland Assembly, to inspect or ensure the inspection of all aspects of the criminal justice system.

## **Corporate accountability**

The status of the Office of Chief Inspector is that of an Executive Non-Departmental Public Body (NDPB) administered through the Department of Justice. The Accounting Officer's responsibility is delegated from the Permanent Secretary of that Department to Brendan McGuigan, Chief Executive and Deputy Chief Inspector. He is accountable to the Chief Inspector for the effective and efficient control and resourcing of the Office.

## **Executive control**

A management team convenes fortnightly, or more often if required, and comprises the Chief Inspector, the Deputy Chief Inspector, the Business and Communications Manager and the Finance Officer. CJI's Business Plan is reviewed by the management team quarterly.

## **Audit Committee**

An Audit Committee fitting for an organisation the size of CJI has been established. It is chaired by an independent chairman, Dr Willie McCarney. The Department of Justice and the Northern Ireland Audit Office also attend the Audit Committee meetings in observer status.

# Corporate Governance

## Annual Report and Accounts

An Annual Report and Statement of Accounts reporting on the performance and funding of the Office is made to the Minister of Justice and presented to the Northern Ireland Assembly as soon as possible after the close of each financial year.

## Risk management

CJI's policy is to ensure that effective risk management processes improve the quality of decision making and the ability to deliver. The management team has adopted the Government's recommended approach to risk management which encompasses:

- the objectives of CJI's risk management arrangements;
- compliance with risk management;
- risk management principles;
- the risk management procedures;
- roles and responsibilities; and
- risk appetite.

Management of risk is the responsibility of all staff in the organisation, and the whole team is involved in identifying potential risks to the organisation's ability to deliver its objectives.

The key risks currently identified for CJI are set out in the Business Plan for 2012-13 (pages 44-46).

# Part Two: Business Plan

# Objectives and Targets

This Business Plan covers the period 1 April 2012 - 31 March 2013. Performance against the objectives and targets outlined in this Business Plan will be accounted for in the 2012-13 Annual Report.

## Objectives for 2012-13

The strategic aims and objectives of CJI are described in the Corporate Plan. The specific objectives and targets for 2012-13 are as follows, which aim to be completed unless otherwise stated, by the end of the financial year.

### Inspection Programme

#### Objectives

To conduct a series of inspections within the legislative remit of CJI and to make the findings of these inspections publicly available.

To conduct a series of follow-up reviews of inspections carried out by CJI and to make the findings of these follow-up reviews publicly available.

#### Targets

- to present 14 inspection reports to the Minister of Justice for Northern Ireland for permission to publish during the financial year;
- to publish 7 action plan/inspection follow-up reviews on the CJI website - [www.cjini.org](http://www.cjini.org) during the financial year; and
- to commence those inspections listed in the Business Plan within the 2012-13 financial year.

## Communication activity

### Objectives

To support the Inspectorate in all its publications in accordance with its legislative requirements.

To increase engagement with key stakeholders.

To increase awareness of CJI's contribution to the criminal justice system.

### Targets

- to publish, by laying before the Northern Ireland Assembly, all inspection reports within 15 working days of receiving written permission of approval to publish from the Minister of Justice for Northern Ireland, subject to the Assembly timetable;
- to publish by laying before the Northern Ireland Assembly 7 action plan/inspection follow-up reviews on the CJI website - [www.cjini.org](http://www.cjini.org) during the financial year;
- to publish by laying before the Northern Ireland Assembly, CJI's Annual Report and Accounts for 2012-13 before 30 September 2013;
- to obtain feedback on CJI's work from the heads of the main criminal justice agencies, the Minister of Justice for Northern Ireland, the Attorney General for Northern Ireland, the Lord Chief Justice and the justice representatives of the main political parties at least once during the 2012-13 financial year;
- to run a Conference in the 2012-13 financial year; and
- to publish within the 2012-13 financial year, three editions of CJI's newsletter 'The Spec' plus an annual 'Conference Spec', to be published and circulated within six weeks of the conference providing an overview of the conference proceedings to all participants and other stakeholders.

## Corporate business

### Objectives

To fulfil the statutory requirements placed upon CJI by the Northern Ireland Assembly and Government.

To maintain a sound system of financial control.

To retain external certification for a quality management system within the 2012-13 financial year.

### Targets

- to publish within the first 12 weeks of the start of the new financial year, a Business Plan for that year which has been approved by the Minister of Justice for Northern Ireland;
- to retain ISO 9001 certification for CJI;
- to process all payments within 10 days of receipt of a valid invoice or request for payment in line with Government recommendations;
- to seek to respond within 20 working days to all requests for information made to CJI under the Freedom of Information Act 2000;
- to respond to all Assembly Questions made of CJI within 10 working days or the specific timeframe advised by the Department of Justice for Northern Ireland; and
- to seek a clean audit certificate from the Comptroller and Auditor General for Northern Ireland for the 2012-13 accounts.

# 2012-13 Inspection Programme

INSPECTIONS	2012									2013		
	Apr	May	Jun	Jul	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar
<i>OPONI relationship with PSNI</i>		X	X	X								
<i>Provision of Services by the VCS</i>		X	X	X	X							
FSNI				X	X	X	X					
LSC Corporate Governance						X	X	X	X			
Accuracy of records relating to Court Orders						X	X	X	X			
<i>Offender Management in the Community</i>								X	X	X	X	
<i>Governance &amp; Management of Approved Premises</i>								X	X	X		
<i>Cost &amp; Impact of Dealing with the Past on CJOs</i>								X	X	X	X	
<i>How the CJS deals with Volume Crime</i>									X	X	X	X
State Pathology											X	X
Administrative handling of Court Cases											X	X
Oversight of PRT Recommendations	X	X	X	X	X	X	X	X	X	X	X	X
Prison Inspection HBW & Ash House												X

The chart shows the provisional phasing of the proposed work programme for 2002-13, which is listed in the Corporate Plan. It is always subject to modification in the course of the year, as new requirements arise and projects have to be re-assessed and re-prioritised.

The programme reflects consultation with stakeholders who include the Minister of Justice and the Justice Committee, political parties, the leaders of the main criminal justice agencies, other oversight and regulatory bodies, voluntary and community sector organisations and academia.

# Action Plan/Inspection Follow-Up Reviews

In accordance with its inspection methodology, CJI will be conducting the following action plan/inspection follow-up reviews in 2012-13:

Domestic Abuse and Violence

Sexual Abuse and Violence

Police Custody

Management of Jurors

PBNI Community Service Scheme

Avoidable Delay



# Engagement with other Inspectorates

CJI will be working with HM Inspectorate of Prisons (HMIP) on the inspection of Hydebank Wood Young Offenders Centre and Ash House Women's Prison. This inspection will also involve the Education and Training Inspectorate (ETI) and the Regulation and Quality Improvement Authority (RQIA).

CJI will be working with HMIP, ETI and RQIA on the oversight of the Prison Review Team recommendations and on the Operational Protocol for the Convention Against Torture (OPCAT) reviews that may need to be carried out.

HM Inspector of Constabulary (HMIC) will be assisting CJI on the inspections of the PSNI's Corporate Governance and the PSNI's relationship with Office of the Police Ombudsman.

HM Inspector of Probation will assist with the inspection of the Delivery of Offender Behaviour programmes by the PBNI.

CJI has a protocol with the Northern Ireland Audit Office (NIAO) to secure their assistance and advice in many of the planned inspections.

The relationship with the Chief Inspector of An Garda Síochána Inspectorate will be maintained and areas of mutual interest will be explored.

CJI will refund the cost of visiting Inspectors where possible and have made budget provision for that purpose in 2012-13.

# Budget and Staffing allocation for 2012-13 and 2013-14

	2012/13	2013/14
Salaries etc	£939,000	£939,000
Other staff costs	£27,000	£27,000
External staff costs	£61,800	£61,800
Accommodation, etc	£293,200	£253,200
Non cash cost	£71,000	£71,000
	<b>£1,392,000</b>	<b>£1,352,000</b>

# Risk management within CJI

Corporate governance has been firmly established within CJI. It includes the system by which the Inspectorate directs and controls its functions and how it relates to its stakeholders. In essence, this influences the way in which CJI manages its business, determines strategy, and develops plans and objectives that are designed to improve performance and public confidence in the criminal justice system.

Risk management is a key element of the CJI corporate governance framework which helps to ensure objectives are more likely to be achieved in a controlled manner. CJI has in place a risk management policy and risk register which is reviewed on a quarterly basis.

The current risk analysis has examined a wide range of possible threats/risks to the Inspectorate. These include:

- personnel risks;
- political and reputational risks;
- risks to infrastructure (including IT);
- risk of financial loss or impropriety; and
- working relationships with criminal justice agencies and other stakeholders.

These risks have been assessed in terms of the likelihood of occurrence and the possible impact on operations and plans. Control mechanisms have been developed to manage the risks and minimise possible disruption to the Inspectorate's operations.

The main risks in practice (shown in more detail in Table One) are seen as:

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<b>Personnel risk:</b>	The danger of losing key staff, with the associated loss of expertise.
<b>Reputational risk:</b>	The danger that CJI might be seen as partisan in its approach.
<b>Relations with the agencies:</b>	The danger that agencies may fail to offer reasonable co-operation and that CJI may get into protracted debates about draft reports which delay their publication.
<b>Relations with the community:</b>	The danger that voluntary and community-based organisations may be unwilling to engage impeding CJI's programme of outreach.

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In each case, including other less likely but also potentially damaging risks, CJI has developed plans with the participation of all staff, to reduce or negate the impact.



Category of Risk	Nature of Risk
<p><b>3. Negative impact on reputation of CJI:</b></p> <ul style="list-style-type: none"> <li>• breach of confidence;</li> <li>• political perception;</li> <li>• probity/integrity;</li> <li>• professionalism; and</li> <li>• independence.</li> </ul>	<ul style="list-style-type: none"> <li>• Inspectorate's reports and recommendations not viewed as adding value to improve performance within the CJS.</li> <li>• Conduct of staff fails to meet the standard of those in public life.</li> <li>• Loss of independence (perceived or actual) in relation to work of the Inspectorate.</li> </ul>
<p><b>4. Working relationships with criminal justice agencies (CJAs) and the voluntary and community sector.</b></p>	<ul style="list-style-type: none"> <li>• Report clearance to Minister becomes protracted and causes delay.</li> <li>• Report publication becomes protracted and causes delay.</li> <li>• Timeliness/relevance of report findings and recommendations lose value due to delays in clearance and permission to publish process.</li> </ul>
<p><b>5. Inspection Process</b></p>	<ul style="list-style-type: none"> <li>• Lack of professional approach and poor project management results in poor quality inspection or inappropriate inspection recommendations.</li> </ul>



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[www.cjini.org](http://www.cjini.org)

**Criminal Justice Inspection  
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*a better justice system for all*

