

MADE TO MEASURE:

THE AVAILABILITY AND USE OF
MANAGEMENT AND PERFORMANCE
MANAGEMENT INFORMATION IN
THE CRIMINAL JUSTICE SYSTEM

September 2017





MADE TO MEASURE:

THE AVAILABILITY AND USE OF MANAGEMENT AND PERFORMANCE MANAGEMENT INFORMATION IN THE CRIMINAL JUSTICE SYSTEM

Laid before the Northern Ireland Assembly under Section 49(2) of the Justice (Northern Ireland) Act 2002 (as amended by paragraph 7(2) of Schedule 13 to The Northern Ireland Act 1998 (Devolution of Policing and Justice Functions) Order 2010) by the Department of Justice.

September 2017





Contents

List of abbreviations	4
Chief Inspector's Foreword	5
Executive Summary	7
Recommendations	9
Inspection Report	
Chapter 1: Strategy and governance	12
Chapter 2: Delivery	23
Chapter 3: Outcomes	34
Appendices	
Appendix 1: PSNI performance measurement	44
Appendix 2: Terms of reference	45



List of abbreviations

ABCD	Assumption Based Communication Dynamics
CJI	Criminal Justice Inspection Northern Ireland
CJS	Criminal Justice System
CSE	Child Sexual Exploitation
CTC	Command and Tasking Centre (PSNI)
DEA	District Electoral Area
DoJ	Department of Justice
HMIC	Her Majesty's Inspector of Constabulary
HMIP	Her Majesty's Inspectorate of Prisons (in England and Wales)
KPI	Key Performance Indicator
KPM	Key Performance Measure
LSA	Legal Services Agency
NICS	Northern Ireland Crime Survey
NICTS	Northern Ireland Courts and Tribunals Service
NIPB	Northern Ireland Policing Board
NIPS	Northern Ireland Prison Service
NISRA	Northern Ireland Statistics and Research and Agency
OBA	Outcome Based Accountability™
PACE	Police and Criminal Evidence (Northern Ireland) Order 1989
PBNI	Probation Board for Northern Ireland
PBR	Priority-Based Resourcing (in PSNI)
PCSP	Policing and Community Safety Partnerships
PfG	Programme for Government
PPS	Public Prosecution Service for Northern Ireland
PSNI	Police Service of Northern Ireland
SCU	Serious Crime Unit (in Public Prosecution Service)
SRO	Senior Responsible Owner
VCSE	Voluntary Community and Social Enterprise sector
YJA	Youth Justice Agency



Chief Inspector's Foreword

Protecting and respecting the independence of the criminal justice agencies comes at a cost to the taxpayer, victims, witnesses and offenders and to the organisations themselves who have developed strategies, policies and practice that reinforce their independence with the perverse consequence of limiting effective partnership working.

Criminal Justice Inspection Northern Ireland (CJI) looked at this general subject area some 11 years ago and concluded that the criminal justice agencies were in general, mirroring the public sector service delivery approach to target setting and performance management. The issues identified in that report related to a lack of cohesion and urgency when cases, offenders, victims and witnesses were progressing through the criminal justice system and the perverse impact of some organisational targets on the overall performance of the criminal justice processes.

In the current fiscal environment service delivery is under increasing pressure to deliver public expectations. Simply doing it because that's what we have always done is no longer a viable approach to service delivery. We need to know that what we are doing works and our actions are making a measurable difference to the lives of our citizens.

Victims, witnesses and offenders are described as being at the heart of our criminal justice system. Yet their experience and journey is often lengthy and disjointed with seamless transfer across the criminal justice agencies being rather more of an aspiration than reality.

Outcome based accountability has the potential to radically change how the criminal justice system functions, but only if the political leadership matches the current rhetoric to encourage the public sector to work more collaboratively in the best interests of the citizen. As an Inspectorate we have been calling for more collaboration within the criminal justice system while at the same time recognising that many of the long term solutions to criminal justice issues lay with other government departments.



This report concludes that a vast amount of data is being collated, much of which will be realigned to support the planned outcome based approach to public service delivery. The challenge for criminal justice agencies will be to design effective measures capable of providing evidence that their activities and processes are leading to identifiable and quantifiable outcomes. I believe that the Criminal Justice Board is best placed to design and monitor the performance of the criminal justice agencies and at the same time, protect the concept of organisational independence as they pursue shared goals with clear outcomes.

This inspection was conducted by Dr Stephen Dolan, my sincere thanks to all who supported this work.

Brendan McGuigan
Chief Inspector of Criminal Justice
in Northern Ireland

September 2017



Executive Summary

CJI reviewed the provision of management information and performance management information across the Criminal Justice System (CJS). Individual Criminal Justice Agencies had invested in ICT infrastructure and staff resources to deliver timely and accurate data to a range of users. The Northern Ireland Statistics and Research Agency (NISRA) provided high quality statistical data and also undertook a range of analytical exercises that added value.

Users of the information at Executive and non-Executive level expressed satisfaction with the information they received and the manner in which it was presented. There were a number of improvements suggested in the volume of data made available and the presentational array.

One area of concern was the transmission of information across the various CJS bodies. The independence essential to an impartial Criminal Justice System contributed to problems in the transfer of data mostly around transfers of people within the system. Although the Causeway system¹ transferred data between the CJS organisations, and did so effectively, it was not designed to provide analysis of the data and had a limited role in the provision of

management information. Where people were transferred between CJS bodies, information could be delayed or lost and in some instances information was overlooked either due to the volume of data being transferred or human error.

The inadequate linkages between the various bodies also had an impact on risk management processes. Whilst risk management was supported by extensive corporate risk registers and evidence of regular review, one criticism was that the management of risks was insular with the risks at the point of transfer between agencies not being sufficiently prioritised. A recommendation to review risk management in a manner that looks from the start to the end of a process was made.

¹ Causeway is a shared IT system established to allow for the exchange of information between the various justice agencies including the PPS, the PSNI and the NICTS.



Performance management for the most part focused on measuring performance indicators to meet certain targets usually presented as comparators between previous years with tabular or graphical displays. The CJS was effective in measuring inputs and outputs, reporting on activities achieved but less so in measuring the impact of its activities or achievement of outcomes.

Financial data included variance analysis against budgeted figures using year to date and end of year comparisons. The alignment of financial plans with activity plans was less developed with some concerns that there had been no progress made on this front. Performance analysis in Annual Reports emphasised achievement against a range of targets and formulated statements on compliance with governance structures and risk management.

The move to an outcomes based approach in the draft Programme for Government (PfG) 2016-2021 with the introduction of Outcomes Based Accountability™ presented a major challenge to the criminal justice organisations. The development of high level outcomes and associated action plans was well advanced, although some of the performance measures belonged to the previous target oriented era.

This inspection report highlights the need for improved performance measures that indicate achievement of outcomes, meaningful measures of how effective any intervention is and a longer term approach to reporting and oversight. Delivering the draft PfG requires collaboration between stakeholders with multi-agency interventions and this places pressure on the governance arrangements that tend to focus on individual organisations. In this vein a recommendation is made to introduce governance arrangements reflecting multi-agency and pan-departmental working with robust performance measurement and accountability frameworks. Along with this the increased demand on partners to the CJS, such as the Voluntary, Community and Social Enterprise (VCSE) sector, should be specifically addressed.



Recommendations

Strategic Recommendations

1

Introducing performance score cards (report cards) and an accessible website (similar to *Scotland Performs*) should be a priority to accompany the introduction of Outcome Based Accountability™ (paragraph 1.26).

2

The Department of Justice (DoJ), in conjunction with stakeholders, should develop governance arrangements reflecting multi-agency and pan-departmental working with robust performance measurement and accountability frameworks (paragraph 1.35).

Operational Recommendations

1


CJS agencies and partners should track and report on the level of resources deployed to the elements of the delivery plans and associated outcomes (paragraph 1.40).

2

Risks should be framed around the impact on service users and developed to cover the partnerships approach (paragraph 1.42).

3

There needs to be an assessment of the impact on the resources of the third sector and other partners of changes to disposals and referrals from primary agencies (paragraph 2.42).



Copyright© Criminal Justice Inspection Northern Ireland
All rights reserved

First published in Northern Ireland in September 2017 by
CRIMINAL JUSTICE INSPECTION NORTHERN IRELAND
Block 1, Knockview Buildings
Belfast BT4 3SJ
www.cjini.org