

Criminal Justice Inspection
Northern Ireland

Corporate Plan
for 2004-05
and 2005-06
&
Business Plan
for 2004-05

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Kit Chivers, Chief Inspector of Criminal Justice in Northern Ireland

A handwritten signature in black ink, appearing to be "Kit Chivers".

Corporate Plan for 2004-05
and 2005-06
&
Business Plan for 2004-05

Introduction

Introduction

This is the first planning document for the new Criminal Justice Inspectorate. It covers two financial years, 2004-05 and 2005-06.

The first part of this document represents the Corporate Plan. It describes in outline the planned pattern of work for the next two years, together with information about the CJI's proposed methods of operation. It is followed by the Business Plan for 2004-05, which sets out the financial provision for the Inspectorate and its specific objectives and targets for the year. In future years the CJI will aim to present a Corporate Plan covering a rolling three-year period, though the later years will always be provisional.

Background on the setting up of the CJI is contained in the Prospectus published in January 2004. It is available on the website www.cjsni.gov.uk/chiefinspector.htm. The Prospectus describes the statutory position and remit of the CJI, the broad approach to inspection which the CJI means to adopt and the corporate ethos and values that it will observe.

Publication of the Prospectus was followed by a Stakeholder Conference in Belfast in January 2004, at which the main agencies of the criminal justice system and many of the other interested parties – political parties, academics, non-departmental bodies and voluntary organisations – were represented. The Corporate and Business Plans reflect the ideas and priorities which were contributed at the conference and subsequently.

Status of the CJI

The CJI is an independent statutory inspectorate, established under the Justice (Northern Ireland) Act 2002, constituted as a non-departmental public body in the person of the Chief Inspector. Neither the Chief Inspector nor his permanent staff are civil servants, though civil servants may be seconded to the Inspectorate. The CJI will be funded by and report to the Secretary of State for Northern Ireland, who has powers to direct the Chief Inspector to undertake specific pieces of work. Normally, however, it will be for the Chief Inspector to propose a programme of work, which is subject to the approval of the Secretary of State and in respect of the Public Prosecution Service, of the Attorney General. The Chief Inspector will be free to report as he finds, but his programme of work will be expected to support the Government's aims and objectives. The CJI was established in accordance with Recommendation 263 of the Review of the Criminal Justice System in Northern Ireland of March, 2000. Its progress is accordingly being monitored and reported by the Justice Oversight Commissioner, the Rt Hon Lord Clyde.



Jim Daniell, Prof Desmond Rea (Chairman of the Policing Board), Mr Kit Chivers, Mrs Nuala O'Loan (Police Ombudsman) and Brain Rowntree (Chairman of the Probation Board) at the Stakeholder Conference on 14th January 2004.

Mission Statement

The Government's overall aim

The overall aim of the Government is to secure a lasting peace, based on the Good Friday Agreement, in which the rights and identities of all traditions in Northern Ireland are fully respected and safeguarded and in which a safe, stable, just, open and tolerant society can thrive and prosper.

Purpose and aims of the Criminal Justice System in Northern Ireland

The Government has determined that the purpose of the criminal justice system in Northern Ireland is:

"to deliver a criminal justice system which serves and protects the people of Northern Ireland and in which the whole community can have confidence".

The Government's aims are:

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

Mission Statement of the CJI

The Criminal Justice Inspectorate is intended to contribute to that Purpose and those Aims by improving public confidence in the criminal justice system. It will do so by assisting the

criminal justice agencies in Northern Ireland to become more efficient and effective and by ensuring that in all their policies and operations they are even-handed between the communities.

Remit

The remit of the CJI comprises 20 organisations which, under the Act, it must inspect, namely:

- The Police Service of Northern Ireland
- The Public Prosecution Service of Northern Ireland
- The Probation Board for Northern Ireland
- The Northern Ireland Prison Service
- The Youth Justice Agency
- Forensic Science Northern Ireland
- The State Pathologist's Department
- Health and Social Services Boards and Trusts
- The Compensation Agency
- The Northern Ireland Child Support Agency
- The Department of Enterprise, Trade and Investment
- The Department of the Environment
- The Health and Safety Executive of Northern Ireland
- The Northern Ireland Tourist Board
- The Police Ombudsman for Northern Ireland
- The Northern Ireland Social Security Agency
- The Royal Mail Group plc
- Belfast International Airport
- The Port of Larne
- Belfast Harbour Commissioners.

Method of Operation

In respect of the Department of Enterprise, Trade and Investment and the Department of the Environment the CJI's remit is interpreted as relating to the regulatory agencies which they sponsor. Its role in relation to these and other organisations within its remit which do not form part of the core criminal justice system will be limited to their enforcement work, and in particular their policing, investigative and prosecution functions.

In respect of the Health and Social Services Boards and Trusts the remit is statutorily limited to the keeping of children in secure accommodation under Custody Care Orders, which are not yet in force, though other functions of the Boards and Trusts will be relevant to the work of the Inspectorate and may be invited to participate in thematic reviews.



The Northern Ireland Court Service is not within the CJI's remit at present, but there is an expectation that, if Parliament agrees, it will at some stage be brought within it. Thematic reviews may take in organisations not specified in the Act, with their consent and that of their Minister.

Partner Inspectorates

The CJI will have only a small staff of its own and will do much of its work through or with the help of other

Inspectorates. The Chief Inspector can delegate his powers to HM Inspectorate of Constabulary, HM Inspectorate of the Crown Prosecution Service, HM Inspectorate of Prisons and HM Inspectorate of Probation. In addition he is assisted on a non-statutory basis by the Social Services Inspectorate for Northern Ireland, and – though the administration of the criminal courts is not within its remit - may be assisted by HM Inspectorate of Court Administration when cross-cutting thematic work requires it. Discussions are proceeding with the Benefit Fraud Inspectorate with a view to their acting as the CJI's agents for the purpose of inspection of the Northern Ireland Social Security Agency and Child Support Agency.

HM Inspectorate of Constabulary has a separate statutory responsibility for inspecting the Police Service of Northern Ireland and inspects on its own authority, but other Inspectorates will generally be operating on behalf of, and as agents for, the CJI when they inspect aspects of the criminal justice system in Northern Ireland. The CJI will also want to bring in other people, both expert and lay, to assist in particular inspections. The CJI will draw on local expertise wherever possible. For example, the Adult Learning Inspectorate regularly assists HM Inspectorate of Prisons to inspect educational and training provision in prisons. The CJI has invited the Education and Training Inspectorate to consider taking over that role in Northern Ireland, and they will be shadowing the Adult Learning Inspectorate when it inspects HMP Magilligan later this year.

Establishing priorities

The Prospectus recognised that it would not be possible for the CJI to inspect all of these agencies comprehensively and on a regular basis. The programme of work will necessarily be selective. It will focus primarily on the core agencies of the criminal justice system, namely:

- The Police Service of Northern Ireland
- The Public Prosecution Service for Northern Ireland
- The Probation Board for Northern Ireland
- The Northern Ireland Prison Service
- The Youth Justice Agency

though other agencies will not be neglected, and the aim will be to undertake *some* work in each agency in the course of this first planning period (i.e. by March 2006).



If and when the administration of the criminal courts is brought within its remit, the Northern Ireland Court Service will be added to that list. The CJI, with the help of its partner Inspectorates, will aim to undertake some inspection work in each of these main areas of the criminal justice system each year.

In addition to inspecting the individual services as required by statute the CJI is encouraged to undertake cross-

cutting thematic work designed to strengthen co-operation and joint working among the agencies of the criminal justice system. The criteria which it proposes to use in selecting topics for thematic review are as follows:

- Impact on crime / re-offending / public safety / protection of children
- Impact on public confidence in the fairness and effectiveness of the CJS
- Possible contribution to policy formation
- Amount of public money or other resources at stake

The consultation on the Prospectus confirmed the importance of prioritising work which would contribute to the protection of children and other vulnerable groups, such as the elderly. These Plans reflect that emphasis.

Policies

At the time of writing the CJI is still in the process of recruiting its staff. Once the team is assembled the CJI will (with participation of all staff) adopt policies on Equal Opportunities, Health and Safety, a Code of Ethics and other matters. Its policies will reflect the statement of values in the Prospectus, namely that it will:

- 1 Conduct inspections and report with honesty and impartiality, basing its findings upon evidence;
- 2 Be open about its practices and procedures, and about the expectations against which judgments are made;
- 3 Publish all its reports and make all

- its papers freely available, subject to the normal exceptions for security and personal information;
- 4 Encourage self-assessment, and make improvement the main purpose of all its inspections;
 - 5 Work in a non-adversarial, consultative and interactive way, collaborating wherever possible with other agencies and Inspectorates;
 - 6 Aim to minimise the demands it makes on those inspected;
 - 7 Treat both its own staff and those with whom it deals courteously, fairly and without discrimination, valuing diversity and promoting equality in accordance with s.75 of the Northern Ireland Act 1998;
 - 8 Monitor and evaluate its own performance from the perspective of value for money;
 - 9 Welcome and be responsive to any complaints or other feedback from the agencies inspected

Methodology of inspection

In some cases the CJI will be inspecting in its own name, using its own methodology. In others it will be operating with or through other Inspectorates, and the methodology will tend to be a composite of the existing 'legacy' methodology and the CJI's own methodology. The details will be worked out case by case with the Inspectorates concerned, and will be reflected in protocols agreed with them.

It is intended that inspections conducted in the name of the CJI will wherever possible examine the performance of agencies in relation to the 'common core' inspection framework, which comprises:

- Openness and accountability
- Partnership and co-operation with other agencies of the CJS
- Even-handedness, including respect for human rights and equality in all the dimensions prescribed by s.75 of the Northern Ireland Act, 1998
- Learning from feedback and managing change
- Results (including improvements in effectiveness and value for money) and outcomes in relation to Government objectives.

The broad scheme to which the methodology of CJI-sponsored inspections will be expected to converge (subject to necessary exceptions) is as follows:

- 1 Inviting the agency to self-assess against the inspection framework
- 2 Preliminary analysis of performance data supplied by the agency
- 3 Collecting views from partner agencies in the CJS and externally, where possible
- 4 Formulating hypotheses or tentative conclusions about the agency's strengths and weaknesses ('areas for improvement')
- 5 Testing those hypotheses out by observation and interview in the field
- 6 Conducting the whole process in dialogue with the management, so that there are no surprises at the end
- 7 Feeding back key findings and recommendations within a week of the conclusion of fieldwork
- 8 Inviting the agency to prepare an Action Plan
- 9 Publishing a factually agreed report which would include an agreed Action Plan (noting where

necessary any recommendations which had not been accepted)

- 10 Following up with systematic liaison visits and, where necessary, targeted re-inspections to ensure that recommendations have been acted upon.

It will take time to work out how this general approach can be combined with the methodologies of other Inspectorates to produce a simple and practical inspection framework and methodology for each agency. The aim is to achieve convergence in due course, but not necessarily in this first planning period. HMIC will be in a separate category because, as noted, it will be inspecting under its own statutory authority.

The basis of convergence will be the 'common core' matrix, on page 8. This maps the five elements of the common core against a business segmentation into five principal functions: strategy, customers, processes, finance and human resources. Inspections will normally focus on one or more of these functions or 'lines' on the matrix.

In terms of procedure the main differences will be:

- a. the call for self-assessment and statistical information before the inspection begins;
- b. the process of consulting the partner agencies and 'customers' of the agency to be inspected; and
- c. the requirement for agreed action plans to be published alongside the Inspectors' report.

Self-assessment is going to be a significant new feature for most

agencies, and the agencies recognise that there will be a need for training for those who will be undertaking it. The CJI will be arranging for training to be provided.

Further material about the methodologies to be adopted in respect of the various agencies and the related protocols with the partner Inspectorates will be placed on the CJI's website as they become available.

Communications

The CJI will be highlighting good and innovative practice in the criminal justice system (of which there is much in Northern Ireland) and bringing such practice to a wider audience both with the criminal justice field and beyond. It will place a high priority on keeping in contact with its principal stakeholders and extending the range of its contacts in the community. It will communicate by means of regular newsletters and will organise a second Stakeholder Conference in January 2005 to review progress to date and collect suggestions for the second Corporate Plan. It will also arrange a programme of visits to community groups, and will take every opportunity to speak and publish articles on its work.

The CJI has a temporary website at www.cjsni.gov.uk/chiefinspector.htm, but as soon as possible it will migrate to its own website under the address www.cjini.org and will adopt email addresses on the same domain.

The 'Common Core' Matrix

	Openess	Partnership	Equality	Learning	Results
	<i>Is it an open and accountable organisation?</i>	<i>Does it operate in a joined-up way with the CJS?</i>	<i>Is it a non-discriminatory organisation?</i>	<i>Does it seek feedback and manage change well?</i>	<i>Does it deliver performance and outcomes?</i>
Strategic planning, management and reporting	Plans and reports are made public. Political and media environment handled well	Planning is conducted in consultation with partners	Planning gives priority to the need to address equality issues	Constantly updates its plans and manages change effectively	Sets challenging targets and delivers results against them
Customer focus and the customer interface	Holds itself accountable to users of the Criminal Justice System	Works with other agencies to ensure that service to customers is seamless	Ensures that there is no discrimination in the service provided	Learns from customer feedback and responds to changing demands	Delivers good service to those passing through the CJS
Operations and processes	Reports meaningful statistics about its operational performance	Works with other agencies to optimise CJS combined efficiency	Collects data to support the promotion of equality and diversity	Benchmarks performance and responds to technical innovations	Continually improves efficiency of processes and quality of products
Finance and fixed assets utilisation	Presents proper accounts and actions audit reports	Is prepared to commit resources for the benefit of a CJS partner	Is prepared to devote resources to equality and diversity issues	Monitors financial trends and is ready to invest in new processes	Manages its budget and its assets to optimise value for money
Management of human resources	Staff and other HR practices are open and transparent	Staff are enabled to move between agencies of the CJS	Practices guarantee no discrimination in recruitment or promotion	There are regular surveys of staff attitudes and values	Manages its human resources economically and effectively

Programme of Work

Tackling each element of the remit

The table below sets out the present view of how each element of the remit will be addressed, by whom and roughly when. Period 0 represents the six months from April 04 to September 04, Period 1 from October 04 to March 05. Period 2 from April 05 to September 05 and Period 3 from October 05 to March 06. The timings indicated for the later items in particular should be regarded as provisional.

Agency	Inspectorate	Period			
		0	1	2	3
Police Service of Northern Ireland	HMIC	x	x	x	x
Public Prosecution Service*	CPSI		x		x
Probation Board for Northern Ireland	SSI, HMI Probation		x		
Northern Ireland Prison Service	HMI Prisons		x		
Youth Justice Agency	SSI	x	x		
Forensic Science Northern Ireland	CJI		x		
State Pathologist's Department	CJI		x		
Health & Social Services Boards and Trusts	SSI				
Compensation Agency	CJI			x	
Northern Ireland Child Support Agency	BFI			x	
Department of Enterprise, Trade & Inv't	CJI			x	
Department of the Environment	CJI			x	
Health and Safety Executive	CJI			x	
Northern Ireland Tourist Board	CJI			x	
Police Ombudsman for Northern Ireland	CJI			x	
Northern Ireland Social Security Agency	BFI			x	
Royal Mail Group plc	HMIC				x
Belfast International Airport	HMIC				x
Port of Larne	HMIC				x
Belfast Harbour Commissioners	HMIC				x

* The CJI's statutory remit relates to the Public Prosecution Service of Northern Ireland, not to the existing Office of the Director of Public Prosecutions. The PPSNI will not come into existence until, probably, 2006. Before then, however, the CJI with the assistance of HM Crown Prosecution Service Inspectorate will by agreement undertake some work in the Office of the DPP relevant to the setting up of the Public Prosecution Service.

Thematic reviews

In addition there will be a programme of cross-cutting thematic inspections or reviews, as follows:

The assessment and management of dangerous offenders	- September 04 – December 04
The treatment of victims and witnesses	- January 05 – April 05
Delay in adult criminal cases	- May 05 – September 05
Performance management and target-setting	- October 05 – January 06
Diversionary schemes for young people	- October 05 – January 06

The expected involvement of partner Inspectorates in these thematics is indicated (very roughly and provisionally) in the following table, where:

- A means 5 Inspector days or less over the life of the thematic
- B means 6 to 15 working days and
- C means more than 15 working days.

	SSI (NI)	HMIC	CPSI	MCSI	HMI Pris	HMI Prob
Offender risk	C	A	-	A	A	B
Victims and witnesses	A	A	B	A	-	B
Delay	A	A	C	C	-	A
Performance Management	B	A	A	A	A	A
Diversionary Schemes	C	A	A	-	-	A

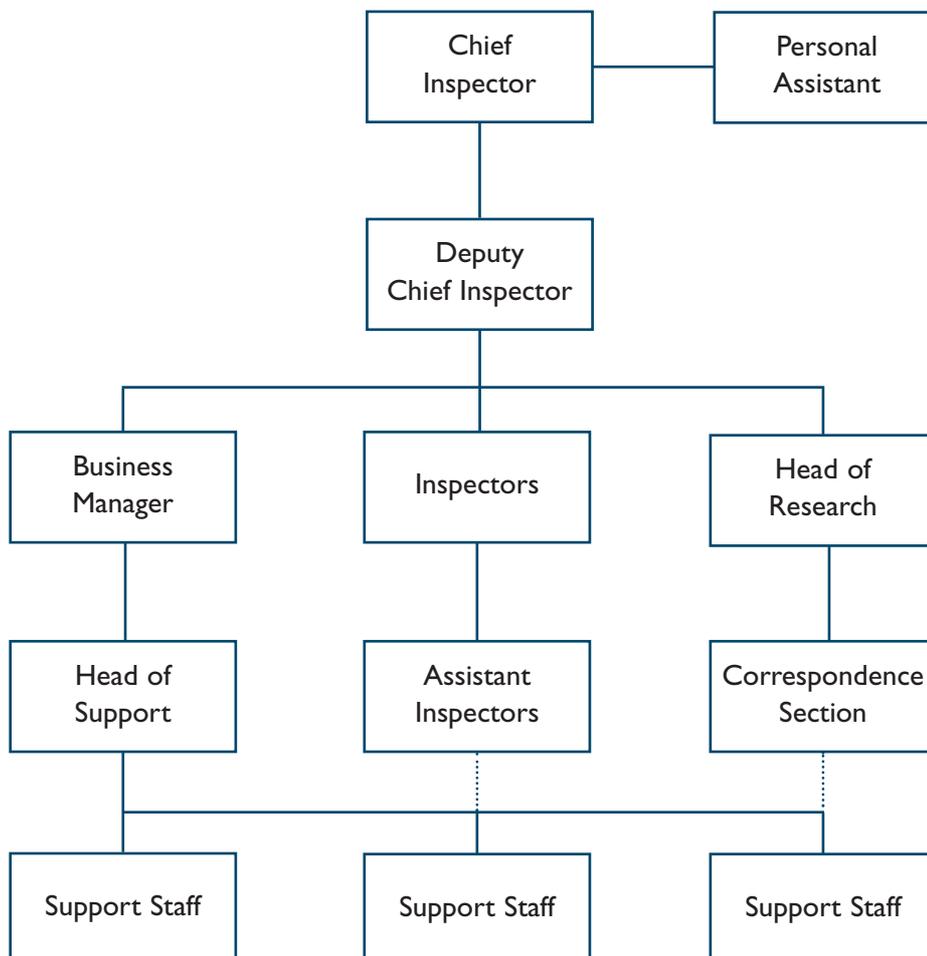
Subjects yet to be scheduled

The Criminal Justice Review which led to the setting up of the Inspectorate recommended that it should inspect community restorative justice schemes. The CJI will wish to examine the progress of restorative justice both in the statutory and in the voluntary sector. It will also want at some stage to examine the development of Community Safety Partnerships, and their relationship to District Policing Partnerships. It will want to observe the success of the policy of separation in the prison system and the regimes provided for women and for immigration detainees. In addition to the announced programme there will be unannounced visits to certain establishments. There may also be urgent inspections or reviews commissioned by the Secretary of State. There will be a continual process of reconciling the structured programme of inspections with the agenda of current issues.

Staffing and Organisation

Staffing and organisation

The proposed staffing of the CJI is shown in the organisation chart below. At the time of preparing this plan only the Chief Inspector and the Head of Research and Communications had been appointed. Other appointments will be made in the first three months of 2004-05, with the aim that the Inspectorate should be fully staffed up and trained by 1 October 2004. Senior posts, Inspectors and Assistant Inspectors will be recruited externally by open competition. They will be staff of the Chief Inspector, not civil servants. Supporting staff are likely to be civil servants on secondment. Externally recruited staff will be employed on terms and conditions based on those of the Northern Ireland Civil Service, with some small modifications.



Business Plan for 2004-05

Finance

The CJI will receive an annual grant in aid from the Northern Ireland Office, out of which it will defray all its costs. The Deputy Chief Inspector will be the Accounting Officer for that grant.

In 2004-05 the grant in aid will not be payable until 1 October 2004. Expenses incurred up till that date will be met out of the Vote of the Northern Ireland Office as part of the cost of the project of setting up the Inspectorate. However for management accounting purposes it is right to present both sets of expenditure together.

CJI Budget 2004-05

	April to Sept	Oct to March	Year Total
Salaries, including ERNIC and pensions			
Other staff-related costs (e.g. T&S, training)			
External staff (inspectors and consultants)			
Other administrative costs (IT, publications)			
Accommodation, furnishing and equipment			
Total			

A significant part of the CJI's budget in future years will be devoted to repayment of costs incurred by the other Inspectorates which inspect as agents for the CJI in Northern Ireland. However, it may take a little time to establish the necessary repayment arrangements with all Inspectorates, and the likely level of repayments in 2004-05 is uncertain.

Objectives and targets for 2004-05

The CJJ's objectives and targets for 2004-5 are as follows:

1. To complete the setting up of the Inspectorate, with staff, property and IT in place, staff trained and IT systems operative by end-September 2004.
2. To establish protocols for co-operation with all partner Inspectorates by end-September 2004 (subject to their being in a position to make such agreements).
3. To conduct the following inspections and reviews by end-March 2005 (those asterisked may not be reported until the following financial year):

Police Service of NI:	Inspections of Call-handling and Forensics (HMIC)
Public Prosecution Service:	Evaluation of the South Belfast and Omagh pilots (CPSI)
Prison Service:	Full announced inspection of Magilligan (HMI Prisons)
Probation Board:	Inspection of governance following Deloitte's review*
Youth Justice Agency:	Review of provision for girls in custody (SSI) Inspection of Juvenile Justice Centre (SSI)
Forensic Science NI:	Inspection*
State Pathology Dept.:	Inspection of new management framework
Cross-cutting thematic:	Dangerous offenders (all Inspectorates) Sex offender risk management (SSI) Treatment of victims and witnesses (HMIC, CPSI, MCSI)*

To establish extensive contact with the community through a programme of meetings and through electronic communications and publications, with a second Stakeholder Conference to be arranged in January 2005.

To make plans for the inspection of those agencies due to be inspected in 2005-06, and to develop appropriate methodologies for the inspection of those agencies that have not previously been subject to inspection, as required.

The CJJ will monitor its progress against these objectives and its expenditure monthly, and will collect data which illustrate the costs and the identifiable benefits of its activities.

a better justice system for all

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