



## New Chief Inspector looks to the future

*Dr Michael Maguire took over as Chief Inspector of Criminal Justice in Northern Ireland on 1st September 2008. Speaking to The Spec for the first time, Michael explains how he intends to take CJI forward in the coming months.*

“It is an honour to be appointed as the new Chief Inspector of Criminal Justice in Northern Ireland. Firstly, I would like to pay tribute to my predecessor Kit Chivers for the sterling work he did in establishing the Inspectorate, and in developing its reputation across the criminal justice system. He will be a hard act to follow and his leadership is shown in the professionalism, enthusiasm and motivation of staff within the Inspectorate.

“My immediate task will be thinking about the agenda of the Inspectorate. It is early days and I propose to spend my time over the next few months listening to what colleagues have to say about the Inspectorate and the challenges facing the criminal justice system in the coming years.

“In thinking about the future, I have been aided by the valuable *Light Touch Review* commissioned



**Criminal Justice Minister Paul Goggins MP meets CJI's new Chief Inspector Dr Michael Maguire.**

by the NIO which was undertaken by John Hunter (former Permanent Secretary with the Department of Finance and Personnel).

“His review of the Inspectorate was based on extensive consultation with criminal justice agencies and staff within the organisation. John found “*a widespread recognition of both the importance and the value of an independent inspectorate*” and that it was a “*vitaly important means of inspiring confidence in the criminal justice system*”.

“The review set out a range of areas for consideration including the relationship between the Inspectorate and the organisations that are subject to Inspection.

“While the right to undertake an inspection is enshrined by law, I am conscious, that the inspection process should not be seen as unduly burdensome. And in providing an independent and impartial view, it is also important to add value to the effective and efficient management of those organisations under consideration. I look forward to consulting with

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colleagues in setting out the responsibilities of all those involved in the inspection process.”

The Chief Inspector continued: “Another area for consideration is the relationship between CJJ and the NIO. The Hunter Review identifies the need for a *“more explicit framework of strategic priorities for the criminal justice system”* which would guide CJJ in its selection of inspection topics and help inform the NIO’s policies.

“I welcome this recommendation as in my experience, the development of a meaningful agenda depends both on an operational agenda and a strategic perspective on the direction of travel. Again, I look forward to working with colleagues in the NIO, and the Criminal Justice Board, in developing this agenda.”

Dr Maguire added that the appointment of a new Chief Inspector also presented an opportunity to reflect on the successes of the past in order to keep what has been good practice and develop those areas that require further consideration.

“This is particularly important given the possibility of a devolved Department of Justice. Like my predecessor, I welcome such a change should it occur – not least as it will impact on local accountability.

“Local accountability will reinforce the need for an impartial, objective and authoritative voice on the operation of the criminal justice system and I am confident the Inspectorate is well equipped to meet this challenge,” concluded the Chief Inspector. ■

# Governance arrangements within Youth Justice Agency examined by CJJ



**CJJ continued its review of the corporate governance arrangements within all agencies of the criminal justice system when it looked at the Youth Justice Agency (YJA) in the spring of 2008.**

The inspection which examined the principles, organisational structure and policies in place within the YJA, was led on behalf of CJJ by John Shanks.

“When CJJ started to look at the YJA earlier this year we found the organisation had matured significantly since it was launched in April 2003,” said John.

“Inspectors found there was a sound organisational structure in place which ensured the effective management of the YJA’s operations. The inspection also revealed the Agency’s Board provided a good corporate foundation on which further organisational growth could be developed,” he said.

During the inspection CJJ found an organisational commitment to risk management was demonstrated at all levels within the YJA.

“We were pleased to find that risk management was an issue that both the YJA Board and its Audit Committee kept under scrutiny. The risk management process is challenged at several levels and is cascaded to front line operational staff.



**YJA Chief Executive Bill Lockhart.**

“The Youth Justice Agency is well placed to deliver its statutory responsibilities and we hope the 11 recommendations made in the report will serve to further strengthen the sound structures and management processes that are in place,” added John.

The inspection report which was published in June 2008, incorporated an Action Plan submitted by the Youth Justice Agency detailing the work it intended to undertake to address the Inspectorate’s recommendations.

“CJJ was delighted to be able to publish the YJA Action Plan alongside the inspection report and we look forward to seeing the work detailed in the plan come to fruition in the future,” said John.

Copies of the YJA Corporate Governance Report and the associated Action Plan can be viewed on or downloaded from the CJJ website – [www.cjini.org](http://www.cjini.org). ■

# CJI publishes report of inspection of Approved Premises

Having been requested by the Secretary of State in September 2006 to assume responsibility for the inspection of 'probation and bail hostels,' CJI undertook its first inspection of Northern Ireland's six approved premises (APs, which are more commonly known as 'hostels') in September 2007, and published its report in July 2008.

Northern Ireland is unique in that all its APs are provided by voluntary organisations. Their main role is to help manage the risks posed by serious offenders and the focus of this inspection was on how well they fulfil that role.

The inspection confirmed that the six APs provide an important public safety service by accommodating and enhancing the supervision of up to 76 offenders. The structures within which they operate and engage with statutory partners are largely effective. It is particularly noteworthy that each AP has developed good operational links with their local police service.

The APs recognise that public protection is their core business, and they have made adjustments in response to the changing requirements of criminal justice agencies in recent years. The

demands of accommodating high risk offenders have generated considerable pressure for AP staff, and some cope better than others. Although the quality of risk management varied, Inspectors saw much good practice in managing extremely difficult people.

The report also noted that current AP locations do not afford an even geographical spread across Northern Ireland. This problem will take time to resolve, but is being addressed.

The inspection report makes a total of 19 recommendations. CJI's key recommendation is that each AP should agree with the statutory authorities, what their specific offender management role will be henceforth, and how they should be funded.

If implemented, these recommendations should ensure that future development of APs will move forward in a more planned fashion than before; and take account of increasing public expectations such as managing violent offenders and providing for the needs of female offenders.



A particularly important decision is required about establishing a new facility for high risk offenders. If this proceeds, then careful consideration is required about whether it should be run by the voluntary sector or run directly by the probation service.

At a broader level, the inspection report suggests that it will be important for criminal justice agencies and the Housing Executive to encourage the wider spectrum of hostel providers to consider homeless offenders who are not high risk and therefore do not require the specialist resource provided by APs. ■



Photograph courtesy of The Irish News

## Farewell Kit

Colleagues from throughout the criminal justice system and beyond joined the Minister for Criminal Justice, the Rt. Hon. Paul Goggins MP to pay tribute to CJI's outgoing Chief Inspector Kit Chivers at a reception held on 26 July.

The event, which took place at CJI's Great Victoria Street offices, provided an informal opportunity for Kit to chat with representatives of the various agencies and organisations he had worked with during the last five years.

During a short speech to mark the occasion, the Minister extended his sincere thanks to Kit for the thoughtful and intelligent leadership he had shown while establishing Criminal Justice Inspection.

He also highlighted the spirit of improvement through co-operation that Kit had endeavoured to foster with the various inspected agencies during his time as Chief Inspector.

Speaking after the reception Kit said: "It was a marvellous occasion and I was delighted to see so many of my friends and colleagues there. It was a fitting way to round off what has been a memorable five years. It has been a privilege and I have enjoyed every minute of it." ■

# Favourable first report for Royal Mail Group investigators

A report of CJI's first inspection of Royal Mail Group's investigative function was published in July before the summer Parliamentary recess commenced.



higher percentage were dealt with by way of caution," said the CJI Inspector.

The inspection report also recommended that the current process used by RMG investigators to submit case files to the Public Prosecution Service for a prosecutorial decision could be streamlined.

"Currently, files compiled by RMG investigators are submitted to the PSNI for forwarding to the PPS for a decision. This overly complex system increases the risks of delay and opportunities for case files to be mislaid. It also hinders the flow of information between the PPS and RMG investigators regarding prosecutorial decisions and the reasons behind their decisions," added CJI's Deputy Chief Inspector Brendan McGuigan.

CJI has therefore recommended that the RMG establish a direct method of presenting case files to the PPS for a prosecution decision in order to improve the existing process and enhance communication.

"We have also suggested Royal Mail Group and the PSNI review their current arrangements and produce a memorandum of understanding to ensure the flow of information between the two organisations is embedded into organisational practice and not jeopardised by changes in personnel or structures," concluded the Deputy Chief Inspector. ■

The inspection led by Bill Priestley looked at how Royal Mail Group (RMG) investigated crime against its four business units – Royal Mail Letters; Post Office Limited; Parcel Force; and General Logistics Services.

As part of the inspection process Inspectors examined the policies and processes in place and the standard of case files being compiled by RMG investigators.

"We found the Northern Ireland-based investigations team to be an effective and efficient small unit. Inspectors found evidence that case files were of good quality, that investigations were being carried out to a professional standard by skilled investigators and that extensive quality assurance systems were in place," said Bill.

"We were also delighted to be able to report that case files prepared by investigators in Northern Ireland compared favourably with files from other areas of the United Kingdom served by RMG," he added.

CJI however identified anomalies in case outcomes that existed between Northern Ireland and other parts of the UK.

"There were fewer custodial outcomes in Northern Ireland cases and whilst direct comparison is difficult because of the low case numbers in Northern Ireland, a

# Roads Policing

**CJI and HMIC addressed the all-important issue of Roads Policing when the Inspectorates published their first joint report on the topic.**

One of the key recommendations following the inspection was that a single Assistant Chief Constable should have responsibility for all aspects of Roads Policing, including the integration of policy and operations.

A key challenge for the PSNI together with the DoE and DVA is to improve road safety. The report revealed that when direct comparisons are made, there are more people killed or seriously injured on Northern Ireland's roads than in England, Scotland and Wales. Road users in border areas in Northern Ireland and the Republic of Ireland are at greatest risk.



In the report published in June Inspectors called for more robust enforcement action to tackle speeding and impaired driving as they found the fear of being caught and prosecuted needs to be elevated, especially among high-risk groups.

The inspection found that arrangements for investigating fatal and serious Road Traffic Collisions were weak and needed to be addressed urgently through the establishment of a specialist crash and collision unit. Inspectors suggested that a small cadre of Senior Investigating Officers should be established as an immediate interim measure.

The inspection report also promoted the concept that traffic and crime functions should be further developed through improved access to external advice and best practice, especially in new technologies such as Automatic Number Plate Recognition (ANPR) systems.

In an effort to bring an all-Ireland perspective to the roads policing issue, CJI and HMIC teamed up with the Garda Síochána Inspectorate.

“Many of the problems encountered in Northern Ireland are shared by the Republic. That’s why it’s important the PSNI continues to develop its existing links with its Garda Síochána colleagues. These links are championed by the respective roads/traffic units and help address issues such as the higher rate of road deaths in border



areas,” said Brendan McGuigan.

Responsibility for the management of traffic flow has developed in recent years with the involvement of other Law Enforcement Agencies and the private sector. Inspectors recommended the PSNI should renew its traffic management policies and implement better co-ordination arrangements in co-operation with partner organisations.



The PSNI and the DoE (DVA) have welcomed the report and have prepared Action Plans to address each of the recommendations. Progress against these plans will form a key component when CJI carries out its follow-up inspection. ■

# Hydebank Wood YOC criticised in latest inspection report

An inspection of Hydebank Wood Young Offender Centre published in July found the facility struggling to deal with managing the needs of a variety of remanded and sentenced young men and juveniles.

Hydebank Wood YOC was visited by Inspectors from CJI and HMIP in November 2007 at the same time an inspection of Ash House – Northern Ireland’s women’s prison – was carried out.

“While some progress was made since the YOC was previously inspected in 2005, Inspectors found that overall Hydebank Wood was not performing effectively,” said Kit Chivers and Anne Owers, Chief Inspector with HM Inspectorate of Prisons in England and Wales.

Inspectors found there was insufficient separation of juveniles and young adults when they were being transferred to the YOC in escort vans. Young people were also found to be handcuffed while travelling without individual risk assessments being carried out.

The reception facility was found to be poor with brusque initial procedures in place that were particularly inappropriate for juveniles.

The inspection team were also concerned to discover a number of incidents of apparent bullying within the YOC that had never been fully investigated.



**Hydebank Wood YOC.**

Relocation was found to be the primary response to bullying behaviour and staff were found not to have undergone training in respect of how to address bullying behaviour.

“This matter was brought to the attention of the Governor of Hydebank Wood and Inspectors understand that it will be addressed as a matter of urgency,” said the Chief Inspectors.

During the inspection education and training places were found to be under-utilised despite waiting lists existing for most courses. Inspectors were also concerned that there was no strategic approach to delivering education and training and that activities were not well co-ordinated.

Speaking after the report was published Kit Chivers said both Ms Owers and he were disappointed by the lack of

progress at Hydebank Wood in the two and a half years since it was last inspected.

“There can be few custodial settings with so many competing risks and vulnerabilities in one small site. That is why it should remain a goal for the NIPS to house juveniles and women in separate, dedicated establishments so their particular needs can be addressed, rather than accommodating both groups on a shared site,” Kit said.

“It is imperative that in the meantime, the Governor of Hydebank Wood YOC receives the necessary support from the Prison Service to address the shortcomings identified in the inspection report,” he concluded.

Following the publication of the report, Kit was invited to discuss the findings of the inspection with Junior Minister Gerry Kelly. ■

# CJI re-visits CRJI restorative justice schemes

As part of its inspection programme for 2008-09, CJI carried out a second independent inspection of community-based restorative justice schemes operated by Community Restorative Justice Ireland (CRJI).

During this inspection, CJI Inspectors examined the progress made by CRJI in addressing the recommendations contained in the Inspectorate's 2007 inspection report.

"When we published our latest report in June we were able to confirm that improvements had been made to how the CRJI schemes were operating," said Kit Chivers.

"In 2007, Inspectors judged the CRJI schemes had some way to go before meeting the requirements of the Government Protocol, but when CJI returned to re-inspect the schemes at the end of March 2008, Inspectors found steady progress had been made and that the schemes had attempted to engage more widely with the community," he said.

Relations between the schemes and the PSNI were also found to have improved with the police confirming that from their point of view, the

schemes are behaving correctly and are in general, referring appropriate cases on to them.

CJI endorsed the fact the schemes had put in place an internal complaints procedure which can be used to refer grievances on to one of two external independent persons. However, Inspectors stressed this process should be supplemented by the establishment of an independent complaints body, reporting directly to the Secretary of State.

As a result of the inspection, CJI recommended that eight CBRJ schemes operated by CRJI in Belfast and Derry and their two head offices should be considered for accreditation, subject to the findings of the Government's Suitability Panel which would look at the suitability of nominated staff and volunteers.

"It is CJI's intention to continue to inspect these schemes on a regular basis to ensure that the Government Protocol is properly adhered to. Should Inspectors find anything improper in the operation of the schemes at any stage, CJI will not hesitate to say so," said Kit. ■



Kit Chivers discusses CJI's Inspection reports with CRJI Director Jim Auld.

## Ministerial approval

*In July, the Minister for Criminal Justice, Paul Goggins MP announced that the Government had decided to accredit the eight CRJI schemes and two head offices inspected by CJI.*

*Speaking following the announcement, the Minister said he had carefully examined all the relevant information on these schemes and shared the view expressed by the Chief Inspector of Criminal Justice that there is no cause for concern in the way the CRJI schemes now operate.*

*"I believe that community-based restorative justice schemes can have a full role to play in helping to resolve the sort of low level crime that causes tensions and difficulties in many local communities," he said. ■*

# Martina's fundraising success

Over the last few months CJI's Business Support Officer Martina White has been working hard fundraising for her up coming trip to South Africa with the Niall Mellon Township Challenge.

One of her most recent events was a charity pub quiz held at The Roost bar in Belfast which was attended by over 110 people.

"The Niall Mellon Pub Quiz was a really memorable night that raised over £1300 for the charity and

brought me a step closer to reaching my target of €5000," said Martina.

"As part of the fundraising activities on the night we had a raffle and auctioned a signed Ulster Rugby top which was sold to the highest bidder – CJI's very own Bill Priestley!

"I would like to take this opportunity to thank my colleagues at CJI and everyone who attended the quiz on the night for all their help so far. Everyone's support is greatly appreciated with their donations going



Martina White hands over the signed Ulster Rugby top to Bill Priestley following the charity auction.

to a very worthwhile cause." ■

# New women's prison still needed for Northern Ireland

The latest joint inspection of Ash House, Northern Ireland's women's prison by CJI and HMIP has revealed that staff have made commendable efforts to mitigate the inappropriate current location of the facility within the grounds of the young offender centre at Hydebank Wood.

However despite this, the inspection report indicated that until a separate, dedicated women's facility is established, the needs of female prisoners are unlikely to ever be properly met.

"This report has identified a number of improvements since our last unannounced inspection was carried out in 2004, however, the inadequacies of the current arrangements remain all too apparent," said Kit Chivers and Anne Owers, HM Chief Inspector of Prisons in England and Wales.

The diet provided for female prisoners was found to be geared towards the needs of young male prisoners, and despite the best efforts of the Northern Ireland Prison Service, Inspectors found it was simply not practical to properly deliver aspects of the system such as healthcare, transport, visits and work on a single site accommodating both male and female prisoners.

"We therefore have once again urged the Prison Service to establish a separate facility to meet the specific needs of women prisoners as quickly as possible," stated the Chief Inspectors.

During their visit to Ash House in autumn 2007, Inspectors found there were too few learning and skills opportunities for female prisoners and that education provision was not geared to the needs of the women held in the self-contained unit.



Ash House.

Inspectors were pleased to find that relationships between staff and female prisoners in Ash House had improved since their previous visit, and have suggested this progress could be further enhanced by a personal officer scheme.

As resettlement work had a relatively low priority within Ash House with most of the work undertaken by partner agencies rather than by prison officers, HMIP and CJI have recommended a resettlement team, similar to those which exist at Maghaberry and Magilligan Prisons, should be set up.

The inspection report recognised that improvements had been made in the way care was provided to vulnerable prisoners who were at risk of self harm. They did however, urge the NIPS to develop a specific self harm and suicide policy for women.

In conclusion Ms Owers and Mr Chivers said: "Inspectors welcome the commitment given by the Northern Ireland Prison Service to incorporate the recommendations of this inspection report into the current programme of work taking forward the gender specific issues of Ash House." ■

## Conference hears environmental crime has no respect for borders

In July this year Assistant Inspector Ian Craig was invited to give a presentation to the British Society of Criminology on the findings of CJI's Inspection on Enforcement within the Department of the Environment.

Instead of providing delegates with a theoretical approach or holistic view of the findings of the report, Ian chose to focus on the problem of environmental (green) criminology.

"With waste now a world concern and animals threatened with extinction, green criminology is beginning to take precedence," said Ian.

"I also felt that as Northern Ireland is the only part of the United Kingdom bordering another country, it was important to highlight the issue of illegal cross-border dumping of waste," he continued.

The session included a lively debate into the terminology and future of green criminology. It concluded with appreciation that this area of interest may become the new vogue within criminology.

The conference was held at Huddersfield University in Yorkshire. ■