



Inspectorate gives evidence on recent inspection reports to Committee for Justice

The findings of three Criminal Justice Inspection Northern Ireland (CJI) reports topped the agenda for members of the Committee for Justice when Acting Chief Inspector Brendan McGuigan and three members of CJI's inspection team were invited to present their findings to local MLAs on 25 October 2012.

This recent engagement with the Committee demonstrated the continued interest its members have in CJI's inspection programme and their desire to hear, at first hand, the views of the Inspectorate on the criminal justice system.

Committee Chairman Paul Givan MLA, extended a warm welcome to the Acting Chief Inspector and Inspectors Tom McGonigle, Bill Priestley and Rachel Lindsay who were also in attendance.

The first report before the Committee was lead by Tom McGonigle and looked at the management of life and indeterminate sentenced prisoners. Acting Chief Inspector Mr McGuigan provided a brief overview of the inspection findings and progress made to date by the Prison Service after which Committee members took the

opportunity to address topics such as the level of supervision provided by the Probation Board, issues surrounding the provision of Prison Service psychology services and the absence of a 'step-down' facility where long-term prisoners could be thoroughly tested prior to their release on licence.

The second report of the afternoon presented to the Committee was CJI's follow-up review of its original inspection report on Policing with the Community, which was led on behalf of the Inspectorate by Bill Priestley.

After a brief synopsis of the report's key findings, the Acting Chief Inspector and lead Inspector addressed a range of issues raised by members. Among the topics raised were the developments to date and ongoing need for improvement around the issue of the PSNI's

call management arrangements.

CJI's concerns around the need for neighbourhood officers to be protected from abstraction where possible to undertake other duties so that those working and building relationships within communities were able to deliver the most visible aspect of Policing with the Community were also discussed.

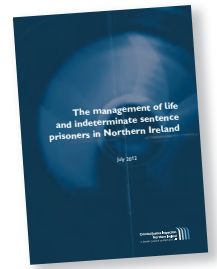
CJI's final presentation to the Committee for Justice examined the findings of its inspection on anti-social behaviour and the criminal justice system's approach to this important topic.

Addressing the Committee, Mr McGuigan said "This report highlights the importance of partnership working between the justice system and government departments. The key strategic recommendation is that the Department of Justice should continue to encourage organisations - within and outside the justice sector - with responsibility for community safety matters to collaborate, at a strategic level and a local level, to take forward the recommendation's implementation."

As part of the evidence session, lead Inspector Rachel Lindsay responded to questions raised by Committee members around the use of ASBOs and the need for early intervention to occur when dealing with young people to prevent anti-social behaviour escalating into more serious or criminal activity. ■



Management of lifers – improvements made but further action needed



CJI published its inspection report, *The management of life and indeterminate sentence prisoners in Northern Ireland*, in July 2012. This report examined how well life prisoners were being managed while in prison, their preparation for release and supervision by the Probation Board for Northern Ireland (PBNI) after release.

We found strengths in a number of important areas:

- The legislative basis for managing indeterminate sentenced prisoners in Northern Ireland was good and had been informed by serious pitfalls that arose in England and Wales over the past decade. The PBNI and Parole Commissioners had comprehensive rules and standards to guide the detail of their work.
- Life licensees were being carefully supervised in the community by the PBNI.
- The Parole Commissioners administration and operational level contact with criminal justice agencies was much improved, which was leading to better case management.
- The Northern Ireland Prison Service (NIPS) had developed their lifer management in several ways including:
 - arrangements for indeterminate sentence prisoners to progress and regress within the prison system were more systematic and transparent than when we last inspected; and
 - a dedicated lifer house at Maghaberry Prison was providing a better environment for many of the prisoners held there.

The inspection also identified areas for improvement. Firstly, it was clear that no effective action had been taken in respect of previous Prison Service internal reviews or inspection recommendations into the Prisoner Assessment Unit (PAU), and it was

suspended in April 2011 when serious concerns emerged about staff and prisoner conduct. The PAU role was very important as it provided a base for the pre-release scheme where life prisoners were gradually prepared for returning to the community.

Secondly, current methods of delivering psychology services within the NIPS were not greatly valued. There were not enough psychologists to undertake all the forensic assessments, and while offending behaviour programme delivery had improved, external substitution was required and was proving costly.

Finally, there was scope to further develop the regimes for life prisoners, for example for staff to actively engage with them at an earlier stage in sentence, to better identify and respond to the needs of potential lifers, and to transfer more lifers to Magilligan Prison.

This was an important inspection because public protection and confidence in the criminal justice system demand that life sentence prisoners are thoroughly assessed and tested before they are released from prison, and that their management in the community is

robust once a life license has been granted. Life prisoners have been convicted of the most serious crimes and protection of the public must be paramount when they reach the stage of returning to the community. They must also be afforded the opportunity of decent rehabilitation during their years in prison to maximise the likelihood of living safely in society.

The inspection made 14 recommendations: the three main recommendations were for the NIPS and others to urgently establish a new step-down facility for lifers; to re-configure the respective roles of the PBNI and NIPS psychology services; and to improve delivery of offending behaviour programmes in the prisons. If properly implemented these should significantly enhance the quality of risk management and prisoner resettlement, while also delivering financial savings.

Although there were areas in which operational practice could be improved, CJI's overall conclusion was that indeterminate sentence prisoners were being well-managed in Northern Ireland, both in prison and in the community. The improvements we recommend should be quite manageable in a small jurisdiction which has singular prison, probation and parole organisations. ■



Mourne house complex where some lifers are held.

New Chief Inspector appointed for CJI

On Friday 30 November the Minister of Justice, David Ford MLA, announced Brendan McGuigan's appointment as the new Chief Inspector of Criminal Justice in Northern Ireland.

Brendan joined CJI in June 2004 as Deputy Chief Inspector and Chief Executive, and after eight years working with the organisation he is delighted to take on the role of Chief Inspector.

“Since I joined CJI I have been fully committed to the role the Inspectorate can play in helping to improve the criminal justice system and the ways in which the various criminal justice organisations work and engage between one another for the benefit of all those who use the system, be it victim, witness or offender.

“I believe that since coming into existence, CJI has carried out valuable work and has made a real contribution in terms of helping to develop the justice system.”

The new Chief Inspector continued: “I am delighted to have been appointed as Chief Inspector. I see it as a role which presents many opportunities and I look forward to working closely with the various criminal justice agencies as well as the voluntary and community sector in the future development and delivery of the inspection programme.

I also look forward to engaging further with the Minister of Justice, the Committee for Justice, the Department, the Attorney General, the Lord Chief Justice, Northern Ireland's political parties and the Policing Board, together with other inspectorates, and oversight bodies associated with the criminal justice sector, all to help further the challenge of developing a more effective and efficient justice system,” concluded Mr McGuigan. ■



Commitment required on early youth interventions

In July 2012 CJI published its report of a thematic inspection on early youth interventions, which looked at the contribution of the criminal justice agencies in Northern Ireland to preventing children and young people from entering the criminal justice system.

The report highlighted that the benefits of early interventions have been well documented in terms of social, emotional, educational and financial outcomes. However, Inspectors encountered a number of issues including a limited overall strategy for justice agencies, a lack of co-ordination between executive departments, a cluttered landscape of provision leading to potential duplications and a lack of evaluation of outcomes.

Inspectors were not able to get a complete picture of the number, types and funding of early intervention programmes available in Northern Ireland. There were a myriad of providers, targeted participants, funding streams and delivery and evaluation

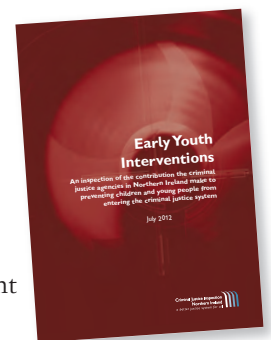
methodologies utilised in projects. The lack of co-ordination meant there was a risk of duplication of funding for projects and the lack of evaluation made it difficult to assess effectiveness and value for money.

Many of the problems that contribute to criminal behaviour are already formed long before the young person reaches the criminal justice system. The overriding view of stakeholders was that whilst agencies within the criminal justice system should have some input in terms of being able to refer young people or providing funding for projects, the justice sector should engage in a non-direct way in order to avoid stigmatisation or bringing young people into the system further.

The report recommended a clear commitment to the early interventions

approach from the Ministerial representatives on the Ministerial Sub-Committee for Children and Young People. The Sub-Committee is chaired by the two Junior Ministers from the Office of the First Minister and Deputy First Minister, who have responsibility for children and young people and all departmental Ministers are members.

Inspectors believe that without this commitment from Ministers and those responsible for health and social care, education and criminal justice to implementing an early intervention approach, Northern Ireland will not be able to effectively tackle the problems emerging for at risk children, young people and their families. ■

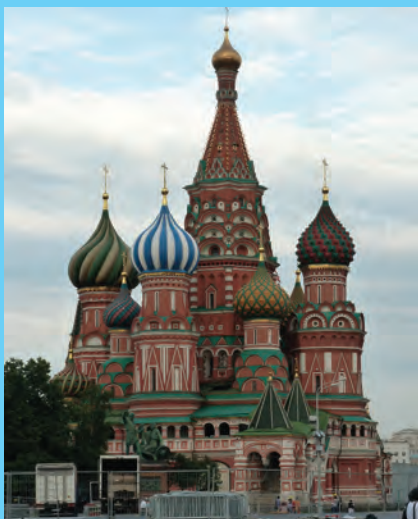


Inspector presents at Moscow seminars

In July, CJI Inspector Bill Priestley presented a series of seminars in Moscow, Russia on the monitoring and handling of complaints against the police. Bill was extended the invite to present in Moscow at the request of the Council of Europe as part of a programme of work undertaken by the Prisons and Police Reform Unit.

Delegates included senior police and justice officials, as well as leaders of several non-governmental organisations from the southern Russian republic of Chechnya. Other presenters outlined alternative systems of police oversight operating in The Netherlands and the international standards underpinning police complaint systems.

The two-day series of presentations aimed to outline two systems of police oversight from Western Europe that were delivered in compliance with the international standards for consideration by Chechen officials, developing a programme of police reforms as the Republic emerged from a long period of conflict and violence. ■



Policing with the Community review

In September CJI published a follow-up review into the findings of its report *Policing with the Community* (published April 2009), which had made several recommendations and suggestions to support the progress of embedding a community policing ethos throughout the Police Service of Northern Ireland (PSNI) and improving the visibility and accessibility of police officers.

Community input through partnership working had continued despite risks posed by elements aligned against the current policing arrangements. Further development and refinement of partnerships needed to continue to ensure that they remained relevant and effective in enabling the delivery of the Policing with the Community (PwC) Strategy.

Whilst the establishment of Policing and Community Safety Partnerships goes some way to providing a more cohesive approach to local policing and community safety strategies, the approach in Northern Ireland stops short of establishing the same type of obligatory partnerships as those established by the Crime and Disorder Act 1998 in England and Wales.

The follow-up report found that structures and resources had been better aligned to deliver the Strategy and the provision of 700 dedicated neighbourhood officers had made a positive contribution to improved service delivery. Inspectors could find no policy that protected the numbers of officers specifically deployed to neighbourhood police, and there appeared to be no corporate service-wide model for resource allocation which aligned with the Strategy. Sustaining resources into the future remained a significant risk, and if PwC is to continue as the core function of the PSNI, a way needs to be found to protect neighbourhood policing.

Recommendations to provide



PSNI officers out in the community. (picture supplied by PSNI)

more flexibility in the composition of the Police Service and the establishment of Policing and Community Safety Partnerships had been achieved, and the inclusion of accountability mechanisms within the Strategy had been a positive step.

The report concluded that there had been substantial progress in delivering PwC since the original report of April 2009. The revised Strategy had begun to impact on delivery of PwC through its overt linkage to the Chief Constable's vision and to the Policing Commitments. The overall picture had been one of improvement being delivered through the Strategy, its implementation plans, delivery guides and accountability mechanisms. The PSNI needed to continue to work hard to ensure full implementation of the Strategy by appropriate sustainable resourcing, inclusive consultation, further development of partnership working, and meaningful performance assessment. ■

Answering the Call - PSNI Contact Management report

The Police Service of Northern Ireland (PSNI) receive over 500,000 calls from the public every year and manage a total call volume of over 2,500,000 from all sources. Answering the Call, CJI's report into how the Police Service manage their first encounter with members of the public, was published on 27 June 2012.

The report was the culmination of an extended period of inspection fieldwork between February 2011 and January 2012. An eight-centre contact management arrangement had been replaced with a four-centre model in a relatively short time span. Internally, the move had been managed and communicated well and had placed service excellence integral to the development of the Contact Management Strategy. However, delay in implementing the new Individual Performance Review across the Service meant that whilst the customer service ethos had been embedded into the Strategy it lacked a strong accountability mechanism to link it explicitly to individual officers' actions.

The rate at which people had prematurely terminated their calls to

the police (abandoned calls) had dropped significantly under the new contact management arrangements from around 20% to 3.7%. This was a significant improvement in service delivery. In addition, the PSNI had performed reasonably well on answering 999 calls within target. Performance figures showed an overall achievement rate across the new contact centres of 88.8%.

The report made four strategic recommendations and four other suggestions to improve contact management. It was recommended that the new arrangements should be reviewed after a full year of operation with a view to assessing the viability of centralising contact management arrangements further. The benefits to the public of returning more police officers to



A PSNI contact management centre. (photo by kind permission of the PSNI)

front line duties are obvious and the report recommended the deployment of non-police members of staff as dispatchers to reduce numbers of serving officers within contact management centres. Extending the scope of customer relationship data to emergency calls together with implementation of standards and quality assurance frameworks was also recommended.

The report concluded that the good work done by the PSNI in ensuring the right people had been allocated to contact management centres, doing the right job, needed to be continuously reviewed and quality assurance should be maintained at the forefront of the actions of every member of staff in the contact centres. Only a continuous drive for quality has the potential to impact positively on user satisfaction in the long-term. ■

CJI welcomes lawyer onto its team

CJI is delighted to welcome a new member of staff to its inspection team.

David MacAnulty joined CJI as an Inspector on 5 November, providing valuable experience and expertise from the field of law.

David comes to CJI having previously been employed by the Public Prosecution Service for Northern Ireland (PPS) where he worked for approximately eight years specialising in court advocacy, having trained in advanced advocacy, and prosecuting primarily in the Magistrates' and Youth Courts

throughout Northern Ireland. Whilst with the PPS, David also represented the PPS at Crown and Appeal Courts.

Qualifying as a lawyer in Bedfordshire and obtaining professional qualification at the College of Law in Chester, David has built up impressive experience across the UK, including working in criminal defence in London for a number of years.

David is excited to be starting work with CJI. "I am looking forward to my new role and welcome the fresh challenges it will bring" he said. "It will be



interesting working from a different perspective within the justice system, and inspecting the broad range of organisations and issues that CJI, importantly, addresses."

David's planned work to date includes assisting inspections looking into the cost and impact of dealing with the past and volume of crime. ■

CJI publishes its 2011-12 Annual Report and Accounts

CJI has presented its Annual Report and Accounts for 2011-12 to the Northern Ireland Assembly following its approval by the Comptroller and Auditor General of the Northern Ireland Audit Office.

The report, which was laid before the Assembly in July, tracks the progress of the Inspectorate during the last financial year. It also incorporates a brief summary of the inspection reports and action

plan/follow-up reviews published by the organisation and its performance against its business plan targets and objectives for 2011-12.

Speaking following the publication of the report CJI's Acting Chief Inspector Brendan McGuigan said "I am delighted to have been able to submit this document to the Northern Ireland Assembly and to place on record the valuable work which has been carried out over the course of 2011-12.

"As CJI's Chief Executive and Accounting Officer I am very pleased to see that yet again, the Inspectorate has secured a clean certificate from the Comptroller and Auditor General who recorded that he had no observations to make on the financial statements supplied to him."

Copies of the report can be downloaded from CJI's website – www.cjini.org. ■

PPANI annual report launch

CJI's Acting Chief Inspector Brendan McGuigan was one of the speakers at the launch of Public Protection Arrangements Northern Ireland's (PPANI) annual report, held in Stormont's Long Gallery on 23 October 2012. Other speakers included the Chair of the Committee for Justice Paul Givan MLA, Minister of Justice David Ford MLA, Chair of PPANI Assistant Chief Constable George Hamilton, Chief Executive of NEXUS Pam Hunter and Head of Programmes and Interventions in the Probation Board, Geraldine O'Hare (pictured below).



Brendan expressed support for PPANI and referred to the time and effort invested by the Inspectorate to support the development of public protection arrangements in Northern Ireland. He referred to the vision and leadership shown by the principal organisations and the support given to the process by the Department, and in particular the role of the co-ordinator.

The commitment of resources and the courage and tenacity of the people involved in delivering public protection were highlighted, particularly the police officers, probation officers, social workers, parole commissioners, prison officers and psychologists, as well as those in the voluntary sector who also make a significant contribution

to what Brendan referred to as the protective fabric being wrapped round the public in Northern Ireland.

He acknowledged the stress and anxiety associated with the work but also the commitment and dedication of those engaged in the process.

Brendan also commented on the constant need for refinement and improvement, and that some within the partnership could do even more so that the arrangements can concentrate on the critical few.

CJI believes that PPANI is a success story and a testament to the effectiveness of partnership working when placed on a statutory basis. In the pursuit of excellence PPANI are leading the way. ■

Enforcement of fines

In July 2012 CJI published a follow-up report to its 2010 inspection of the enforcement of fines. The report acknowledged the complexity of the issues surrounding this area, but repeated a previous call for the implementation of a robust and effective enforcement process to be put in place to minimise the inappropriate and expensive use of police and prison resources in dealing with people who default on the terms of a court order.

Overall progress in reducing the number of people sent to prison solely for fine default has been slow, with new committals to prison for fine default rising to 2,179 in 2011 from 1,247 in 2009. This places tremendous pressures on the Prison Service at a time when it is undergoing a significant change programme.

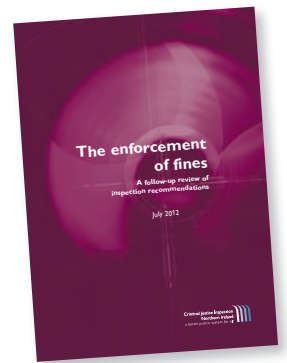
While we acknowledge work that has been undertaken by the justice

agencies, and in particular the Northern Ireland Courts and Tribunals Service (NICTS), the statistics relating to the number of warrants issued to police, the number of outstanding warrants and the number of fine defaulters being committed to prison remains significant.

The follow-up review found that the NICTS have made a significant reduction in the number of warrants

issued to the police. In addition, a Fine Enforcement Project Group has also been established to take forward fine enforcement in the criminal justice agencies.

The Department has a strategy with a view to introducing new collection powers and a revised enforcement regime in the forthcoming Faster, Fairer Justice Bill. Furthermore, the introduction of Supervised Activity Orders has the potential to make a positive impact as they are rolled-out across Northern Ireland. ■



CJI welcomes Chinese visitors

On 23 August CJI Inspectors Tom McGonigle and Dr Ian Cameron met a delegation of 12 Chinese visitors on a study trip to London and Northern Ireland.

The delegates were on a visit organised by the Great Britain China Centre and included senior criminal justice officials and academics from the Centre for Criminal Procedure and Reform at Renmin University of China in Beijing.

The purpose of their visit was to strengthen understanding of the role of civil organisations in the prevention of torture.

The Chinese officials were provided with an opportunity to hear at first hand about the role of independent oversight and inspection bodies, and to get a better understanding of how Northern Ireland complaints systems operate.

The delegation was also briefed on the work of CJI, its methodology used during inspections, and on the outcomes of recently completed

publications.

The Chinese officials were particularly interested in the cross-agency remit of CJI, liaison arrangements with inspected

agencies, the process for publication of reports and follow-up work to assess how recommendations have been implemented.

Those in attendance at CJI also met with other statutory UK oversight organisations and non-governmental organisations during their study trip. ■



CJI Inspectors Tom McGonigle and Dr Ian Cameron with Chinese delegation.

HMI Probation training held at CJI

CJI is currently undertaking an inspection of community supervision by Probation Board for Northern Ireland (PBNI) which aims to assess the quality of work the Board does with offenders, against criteria in relation to assessment, interventions and initial outcomes. In developing the methodology for this inspection, CJI consulted with Her Majesty's Inspectorate (HMI) of Probation who conduct similar inspections of Probation Trusts in England and Wales. CJI then worked with the PBNI to tailor this methodology for use in the Northern Ireland context.

As part of this, an inspection team undertook a review of 100 probation cases during the course of one week. This involved assessing the quality of practice undertaken with a representative sample of cases, through file reading and interviews with Probation Officers/Probation Service Officers about individual cases under their



L-R: Catherine Maguire (PBNI), Jimmy Moore (PBNI), Tom McGonigle (CJI), Derek Williamson (CJI), Joy Neary (HMI Probation), Kathryn O'Loughlin (PBNI), Gillian Montgomery (PBNI), Yvonne McGuckian (HMI Probation), Bill Priestley (CJI), Rachel Lindsay (CJI), Ian Cameron (CJI), and Deirdre Grant (PBNI).

supervision. The team comprised CJI Inspectors, Associate Inspectors from HMI Probation and Local Assessors from the Probation Board - Area Managers who have been selected for their skills in analysing information, interviewing, assessing the work of others and giving feedback.

In preparation for the inspection week, those involved from CJI and

the PBNI received training in the assessment process. Yvonne McGuckian and Joy Neary from HMI Probation delivered the training in CJI's offices over two days. The training was well received by all who attended and all staff were able to successfully put their learning into practice the following week during the case review. ■

Tackling anti-social behaviour

In October 2012 CJI published a report on a thematic inspection of anti-social behaviour which included a follow-up on recommendations made in its 2008 report on Anti-Social Behaviour Orders (ASBOs).

The recent report highlighted the importance of partnership working between the justice system and other Government departments. It identified that the Community Safety Strategy launched by the Minister of Justice, David Ford MLA in July, provided a framework for tackling anti-social behaviour between executive departments. The key strategic recommendation therefore was that the Department of Justice should continue to encourage organisations with responsibility for community safety matters, from within and outside the justice sector, to collaborate at a strategic and

local level to take forward its implementation.

The report also highlighted the significant role recently established Policing and Community Safety Partnerships have to play in dealing with anti-social behaviour.

The need for early intervention around anti-social behaviour was a re-occurring theme throughout the inspection, particularly when dealing with young people (see page 7). The report identified a number of examples of good practice in relation to community projects, police responses to anti-social behaviour and interventions with young people in



Brendan McGuigan recently presenting CJI's anti-social behaviour report findings to the Northern Ireland Policing Board.

order to divert them away from anti-social activities. This good practice should be shared across Northern Ireland.

Inspectors also found that ASBOs continued to be a source of debate and divided opinion - especially as around 40% of Orders are granted against young people aged under 18. Inspectors therefore made two recommendations to support young people in changing their behaviour. ■