



Inspectie Veiligheid en Justitie
Ministerie van Veiligheid en Justitie

2017 Work Programme

Version 1.0

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Introduction

Security and Justice is an extremely sensitive social and political domain. This calls for alertness from the organisations that fall under the Ministry of Security and Justice, as I explained last year in our Work Programme.

Our Inspectorate is expected to exercise even more alertness at times of incidents. The question of what exactly happened follows quite soon after any incident. The Inspectorate of Security and Justice's investigation of the incident is therefore of great social value. Moreover, it is my experience that incident investigation has a big impact on the learning ability and provides useful information on the system.

On the other hand, incident investigation also creates a dilemma. Incident investigations imply that we must postpone other planned investigations. Even so, society expects a regulator to investigate the risks in its monitoring field, when necessary, even when such risks get little or no attention from society or from the political arena.

This requires judicious choices.

The investigations in the 2017 Work Programme form a mix of current priorities and risks signalled by the Inspectorate. Incidents and current topics determine how the Inspectorate sets priorities for investigations in this Work Programme. Areas where the Inspectorate can achieve the highest impact take precedence.

J.G. Bos
Head of the Inspectorate of Security and Justice





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The strategy for 2017

Afbeelding 1.



The organisations in the security and justice domain ensure the rule of law in the Netherlands, so that people can co-exist freely, irrespective of their lifestyle or beliefs. The government is responsible for the safeguarding of legal rights and enforces public order and security. Where necessary, the government pervates deeply into the lives of citizens.



The importance of monitoring

The importance of monitoring is amplified when the government makes far-reaching decisions. In the security and justice domain, the Inspectorate of Security and Justice (VenJ) monitors the quality of the tasks carried out, with a view to the intended social effect. The Inspectorate provides information on the implementation, indicates whether the efforts have the desired effect, and points out where this is not always the case, and why. The Inspectorate thus encourages improvement within organisations and ensures that politics and management can adjust the course or implementation. Monitoring therefore plays a useful and necessary feedback role in the cycle of policy, implementation and monitoring.

Developments in monitoring

Grown and expanded

On 1 January 2017, the Inspectorate of Security and Justice celebrated five years of existence. The monitoring field grew during this short period, and the monitoring task expanded to include the entire security and justice domain.

Several developments in recent years have influenced how the State Inspectorates perform their monitoring tasks. One of these developments is the growing demand for transparency. This ties in well with how the Inspectorate already conducts its business. However, also think of specific developments in monitoring, like the plea of the Scientific Council for Government Policy, for reinforcement of the reflective and signalling function of monitoring. Or the 'Instructions concerning the State Inspectorates', in which the Prime Minister establishes rules to guarantee the state inspectorate's own space, amongst other things. Moreover, as part of the Ministry of Security and Justice, the Inspectorate must also deal with the programme 'The Ministry of Security and Justice is changing' ('VenJ Verandert'), which aims to improve the balance between policy, implementation and monitoring, amongst other things.

The Inspectorate commits more and more to risk-oriented inspections, incident investigations and fulfilment of the reflective function of monitoring.

In the previous period, the Inspectorate started to strengthen the reflective function of monitoring. This is reflected in the 2016 Police Training Report (Politieonderwijsverslag 2016), amongst other things. The Inspectorate also plays an important role in the investigation of incidents. When this is necessary, the Inspectorate uses the incident investigation results to make statements regarding the system or statements that are useful to the entire working field. Moreover, incident investigations provide additional information on risks in the field. The information provides input for the Inspectorate's risk-oriented monitoring, amongst other things. The Inspectorate conducts more in-depth research into the risks.

Multi-annual programme

The developments and the associated regulatory expectations emphasise the need to continue to professionalise as a regulatory authority. To be prepared for the future and to continue to be prepared, the Inspectorate is currently determining its strategy for the next four years. The Inspectorate is assessing its current position



and determining what else is required for it to properly fulfil its role in the next four years. The Inspectorate will incorporate these results in a multi-annual programme.



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The regulatory role in 2017

Afbeelding 2. Photo: Richard van Elferen



Flexible programming

In this Work Programme, the Inspectorate of Security and Justice indicates what it plans to do in 2017. Experience shows that incidents and current topics arise during the year, creating the need for the Inspectorate to investigate. When applicable, the Inspectorate will again determine the



priority for the investigations referred to in its Work Programme. The Inspectorate will temporise or postpone one or more planned investigations, as needed. The Inspectorate will provide justification for these decisions in its Annual Statement.

Monitoring domain

In principle, the Inspectorate's monitoring field includes the entire security and justice domain. For practical reasons, the Inspectorate groups the domain into six supervision areas for the Work Programme. However, practice has shown that investigations increasingly fall under more than one supervision area. In 2017, this is visible, for instance, from the investigations into how signals from the identification process in the asylum procedure are followed up and investigations into measures following the recommendations of the Public Prosecution Service criminal-law sentences investigation committee (Hoekstra Committee). More and more often, chains and / or networks, rather than individual organisations, are responsible for performance. An organisation may have a presence in several chains and domains.

The Inspectorate of Security and Justice's monitoring domain consists of six supervision areas:

- National Security
- Police
- Migration
- Sanctions
- Youth
- The Caribbean Netherlands



National Security

Afbeelding 3. Photo: Richard van Elferen



The government makes every effort to protect the Netherlands from threats that could disrupt society. These threats could involve 'classic' physical threats, like fires and natural disasters, or threats of a digital or social nature, like terrorism, IT failures and cyber crime.

Various government organisations are involved in the process of providing protection against threats and the approach to disasters and crises. Think of the safety regions (which include the fire departments), the provinces and civil service agencies like Rijkswaterstaat (Department of Waterways and Public Works). The government works increasingly with trade and industry in this context. An example would be crisis organisation at regional airports. It consists of many public, private, national and international parties.

Developments in the supervision area

The Inspectorate has noticed a broadening in the type of risk in the National Security domain: from physical threats to digital and social threats as well. The Inspectorate directs its supervision at the preparation for physical threats and digital



and social threats. The way in which organisations anticipate the risks and social developments is an item to be addressed. The Inspectorate continuously assigns more structure to the monitoring of National Security. An effort is made to develop periodic images of disaster response, fire departments and GHOR. The focus shifts more towards checking the actual quality and quality development. In 2017, the Inspectorate will also conduct an exploration of cyber security.

Afbeelding 4. *The Inspectorate directs its supervision at the preparation for physical threats and digital and social threats.*



Investigative themes

In 2017, the Inspectorate will focus on the following subjects:

- Monitoring of crisis management
- Action Programme A Comprehensive Approach to Jihadism
- Configuration of repressive fire services
- Configuration and performance of dispatch services
- Vulnerabilities and possibilities in civil aviation crisis organisation
- Fire department dives

Monitoring of crisis management

The Inspectorate conducted an investigation for the 2016 Disaster Management Status, on how the safety regions fulfil their responsibilities with respect to disaster response and crisis management. The cooperation between the safety regions and the cross-border cooperation formed a part of this investigation. The connection to the national crisis structure was not taken into account.

In 2017, the Inspectorate will investigate the connection between the safety regions and the national crisis organisation, in terms of the preparation for disasters and



incidents and the actual approach to such disasters and incidents. The investigation focuses particularly on the connection between the safety regions' crisis organisations and the Large-scale Special Operations Unit (Staf Grootchalig en Bijzonder Optreden, SGBO) and the National Police's National Special Operations Unit (National SGBO).

Action Programme A Comprehensive Approach to Jihadism

Not just in the Netherlands, but elsewhere in the world too, concerns are growing regarding the threat that violent Jihadism poses to the security and democratic state. In 2014, the National Coordinator for Security and Counterterrorism established the action programme 'A comprehensive approach to Jihadism' together with cooperating organisations. The programme includes various measures for prevention and repression. Many organisations are involved in the implementation of these measures.

At the end of 2016, the Inspectorate started its evaluation of the enforcement of the action programme, in practice. The Inspectorate investigates the extent to which the programme's measures have been implemented and applied. In its investigation, the Inspectorate incorporates good practices and lessons that could be learned.

Afbeelding 5. *The Inspectorate investigates the extent to which measures from the action programme 'A comprehensive approach to Jihadism' have been implemented and applied.*



Configuration of repressive fire services

In recent years, much has happened in the configuration of repressive fire services. Numerous social organisations have expressed their concerns. The closing of stations, the variable vehicle capacity utilisation and financial targets at the fire departments, amongst other things, have regularly resulted in the question of whether fire services are still guaranteed to a sufficient degree. The Inspectorate



therefore started an investigation into the configuration of repressive fire services in 2016.

With this investigation, the Inspectorate examines the extent to which the configuration of repressive fire services complies with applicable legislation, in all safety regions. The Inspectorate assesses the established time standards for fire department response times, the utilisation of variable vehicle capacity, the availability of staff, the registration and analysis of actual response times and the extent to which fire department personnel can safely perform their repressive duties.

Configuration and performance of dispatch services

Dispatch services fulfil an important role in the deployment of emergency services and responses to incidents. In 2015, the Inspectorate concluded that the continuity of dispatch services is a cause for concern. The 2016 Disaster Management Status indicated that the safety regions are worried about developments at the Landelijke Meldkamer Organisatie (National Dispatch Service) and about the quality of the dispatch services. In 2017, several dispatch centres will be merged.

In view of the crucial role played by dispatch services in the emergency assistance process of the police, fire departments and ambulance teams, the Inspectorate is investigating what has happened to the recommendations from the Inspectorate investigation into dispatch centres, conducted in 2015. Also, the extent to which the established items to be addressed were resolved in the new dispatch centres. It also provides the opportunity to obtain transparency on the good practices and items to be addressed at the new dispatch centres and to include these points in the next phase when all dispatch centres are merged.

Afbeelding 6. In 2015, the Inspectorate concluded that the continuity of dispatch services is a cause for concern. Photo: Communication Department, Ministry of Security and Justice





Vulnerabilities and possibilities in civil aviation crisis organisation

In 2015, the Inspectorate investigated civil aviation crisis organisation. Crisis organisation at regional airports consists of many public, private, national and international parties. The investigation revealed a lack of knowledge and / or recognition of the other parties' tasks, responsibilities, powers, interests and possibilities. This makes the cooperation between the various parties vulnerable. The Inspectorate investigates compliance with the recommendations from the investigation into 'The bundling of forces in times of crisis'.

Fire department dives

The Inspectorate concluded in 2015, in its investigation into the 'Koedijk Diving Accident', that the organisational fulfilment and working method were insufficient for fire department dives. The diving accident in Koedijk was not the first accident in which a fire department diver lost his life. This happened in the past in Terneuzen (2008), Urk (2007) and Utrecht (2001). The investigation revealed that insufficient lessons were learned from the previous incidents. The Netherlands' national fire department (Brandweer Nederland) has since developed a so-called self-scan for diving ('zelfscan duiken'). The Inspectorate creates an up-to-date image of the fire department dives, based on the results of the self-scan and previous recommendations.



Police

Afbeelding 7. Photo: Paul Tolenaar



The police make a considerable contribution to the enforcement and enhancement of security in the Netherlands. Under the authority of the mayors and the Public Prosecution Service, the police work with them and with other public and private organisations in the immigration-, security- and criminal systems, such as the probation services and safety regions.

Developments in the supervision area

On 1 January 2013, the 25 police regions and the National Police Services Agency (KLPD) merged to form the National Police. The associated restructuring will be formally completed in 2017. This does not imply that the organisational changes will be halted or will have been fully implemented by this date. Even afterwards, the changes that were implemented during the restructuring phase will continue to permeate the relationship between the police and its partners and the citizens.

At the start of 2017, the amendment to the 2012 Police Act entered into force, by which the Police Academy becomes embedded in the new police system. The goal, first and foremost, is to achieve a better interface between actual practice and training. In addition, the change aims to guarantee the quality of police training and



the knowledge- and investigation function in the new police system, whilst maintaining the Police Academy's independent position. In the 2016 Police Training Report, the Inspectorate sketched a few risks for the police organisation. For example, the consequences of the required recruitment from outside and the enormous replacement task due to the ageing population and the associated outflow of personnel. Moreover, an enormous quality boost and considerable effort is required in the next few years with respect to detection work.

Investigative themes

In 2017, the Inspectorate will focus on the following subjects:

- A look back and a glance ahead at the police
- Police training
- The external security plans for Dutch nuclear institutions
- Implementation and guarantee of the improvements following the Hoekstra Commission's recommendations
- Readily available knowledge of police officials

A look back and a glance ahead at the police

The completion of the restructuring phase at the police provides a natural opportunity to publish a concluding report on the formation of the National Police at the end of 2017. This builds on the Inspectorate's interim (half-yearly) reports in recent years, on the progress of the police restructuring. The Inspectorate is assessing the status of the restructuring. To what extent has the police achieved the main (reformulated) objectives? The perspective of the competent authority, society and cooperating organisations plays an important role in this. The Inspectorate herewith also wants to indicate which aspects will still require the effort from the police in the period following 2017.

Police training

The Inspectorate provides an overarching picture of the training at the Police Academy and the possible risks associated with the circumstances that influence police training. The monitoring in this context focuses not only on the quality of the training, but also on the relationship with actual practice: does the training meet the requirements of actual practice?

The Inspectorate completed the 2016 Police Training Report in 2016. The Inspectorate will report on police training again in 2020. In this context, the Inspectorate will focus on the following subjects in 2017:

1. Investigation into the Special Intervention Service (Dienst Speciale Interventies)
2. Investigation into the initial Driver Training
3. Scan of the community police officer programme
4. Scan of the Kennisinstructeur Identiteitsvaststelling (knowledge instructor for establishing the identity of persons)
5. Scan of the Real-Time Intelligence Centre employee

In addition, the Inspectorate monitors compliance with the recommendations from the 2016 Police Training Report. It looks at the resolutions, progress and measures implemented by the Police Academy. This not only concerns the training



programmes that were investigated in 2016, but also the overall quality of police training. The 'Basic Police Training (Basis politiemedewerker)', 'Specialist Police Training (Rechercheren in een meer omvattende zaak)' and 'Acting Public Prosecutor - foreign nationals (Hulpofficier van justitie – vreemdelingen)' are involved in this. The Inspectorate reports on this to the Police Academy.

The external security plans for Dutch nuclear institutions

At a time of increasing threats, regulatory authorities provide insight into whether vital agencies can cope with the threat at hand. The Netherlands has six nuclear institutions. When something happens at a nuclear institution, it can have major consequences for the environment.

The nuclear institution is responsible for its own on-site security. The government, on the other hand, is responsible for the external security. The police must draw up a plan for each nuclear institution, for the external security organisation. The plan focuses on possible threats that could interrupt the production at a nuclear institution or that could pose a threat to society. The plan describes the measures taken by the police in occurring situations, in connection with maintaining the public order, monitoring, security and response management, including (special) interventions. The Inspectorate started an investigation into the external security organisation plans in 2016.

Afbeelding 8. *The police must draw up a plan for each nuclear institution, for the external security organisation. The Inspectorate investigates the plans. Photo: Hans Molenaar*



Implementation and guarantee of the improvements following the Hoekstra Commission's recommendations

The Public Prosecution Service criminal-law sentences investigation committee (Hoekstra Committee) investigated the case of Bart van U in 2015. This investigation indicates the importance of properly functioning chains (of cooperation). The Public Prosecution Service drafted the 'Improvement Programme



for Societal Security (Verbeterprogramma Maatschappelijke Veiligheid)' pursuant to this investigation. This improvement programme includes measures to guarantee societal security in relation to confused individuals.

The Inspectorate of Security and Justice, together with the Attorney General to the Supreme Court and the Health Care Inspectorate, each with its own responsibility, monitor the improvement programme. In 2016, the Inspectorate investigated how the police, the Public Prosecution Service, the Central Fine Collection Agency and the Netherlands Forensic Institute implement several measures from the improvement programme and the state of cooperation and interconnectedness. In 2017, the focus of the second investigation is on the extent to which the measures have indeed been implemented and guaranteed. The Inspectorate will also conduct a more detailed investigation of the obstacles that were uncovered in the first investigation.

Readily available knowledge of police officials

In the autumn of 2014, the Inspectorate investigated the readily available knowledge of police officials in basic police work. That investigation revealed that there is still room for improvement in terms of basic skills. The guarantee of readily available knowledge in and by the organisation lacked. Pursuant to the investigation, the Inspectorate recommended ensuring an adequate (continued) education system and that the system should be guaranteed. In the autumn of 2017, the Inspectorate will start a follow-up investigation into readily available knowledge.



Migration

Afbeelding 9. Photo: Rob Acket



Several organisations in the Netherlands are charged with shaping and implementing the foreign nationals policy. To achieve this, they work together in chains and networks consisting of many organisations, including the Immigration and Naturalisation Service (IND), the Central Agency for the Reception of Asylum Seekers, the Repatriation and Departure Service, the police, the Royal Netherlands Marechaussee and the Custodial Institutions Agency.

Developments in the supervision area

Implementation of the foreign nationals policy was strongly influenced in the past period by major fluctuations in the scope and composition of the influx of asylum seekers. This leads to ongoing uncertainty for the chain and requires a considerable ability to adapt on the part of the involved organisations.

The Dutch foreign nationals policy is determined to an increasing extent by European agreements. In addition, European cooperation is constantly increasing in the implementation of the Entry / border control processes. With the Repatriation process, this also leads to European cooperation in terms of monitoring.



The Inspectorate uses the quality systems of the involved organisations, to an increasing extent. The information obtained via these systems provides insight into the performance and is used by the Inspectorate to instate risk-oriented monitoring for migration. Next year, the Inspectorate will start exploring the way in which the IND's quality systems may be able to contribute to the risk assessment tasks.

Investigative themes

When the Inspectorate's monitoring tasks started for the immigration chain, it was commissioned to obtain insight into the state of affairs and the possible risks in the immigration chain. This requires more than just monitoring current affairs; it also calls for the development of a broad picture of the immigration chain. The Inspectorate therefore has the following investigative themes lined up for 2017:

- Follow-up on signals from the identification process
- Quality of the recognised sponsor monitoring activities carried out by the Immigration and Naturalisation Service
- Monitoring of accompanied forced repatriation of foreign nationals
- Effectiveness of the return process
- Organisation, process and deployment of Mobile Security Monitoring
- Safety in the asylum seeker reception facilities
- Reception of unaccompanied foreign national minors

Follow-up on signals from the identification process

Before the application for asylum can be assessed, it is important to determine who the foreign national is. This is important to facilitate a properly executed asylum procedure and in view of the fight against migration-related crime, terrorism and Jihadism. In 2016, the Inspectorate investigated how the police and the Royal Netherlands Marechaussee (KMar) go about identifying and registering asylum seekers who enter the Netherlands. During that process, in the so-called identification process (ID-straten), the police and KMar also look for possible signals of migration-related crime, terrorism and / or Jihadism.

In this follow-up investigation, the Inspectorate looks at how the police and KMar go about picking up on these signals in the identification process. How is the actual follow-up of these signals arranged at the police, the KMar and the Immigration and Naturalisation Service, and what are the results thereof? Also, does this follow-up procedure contribute to the fight against migration-related crime, terrorism and / or Jihadism?

Quality of the recognised sponsor monitoring activities carried out by the Immigration and Naturalisation Service

In 2017, the Inspectorate will investigate how the Immigration and Naturalisation Service (IND) implements the so-called recognised sponsorship procedure. A recognised sponsor is an organisation that can bring employees or students to the Netherlands via an accelerated procedure that requires less documentary evidence. The IND - the admissions organisation in the immigration chain - is also responsible for the monitoring of the recognised sponsorship procedure. In 2017, the Inspectorate will investigate the way in which the IND fulfils this monitoring task and whether the monitoring has the intended effect.



Afbeelding 10. *The Inspectorate will investigate the recognised sponsor monitoring activities carried out by the IND*



Monitoring of accompanied forced repatriation of foreign nationals

When a foreign national must leave the Netherlands, but fails to do so, he or she can be forcefully deported (sometimes from the EU). The Inspectorate systematically monitors the implementation of this process.

In recent years, it was evident that the final stage of the return process - the actual departure from the Netherlands to the country of origin - generally took place without major problems. Therefore, in the past year, the Inspectorate has focused its monitoring tasks on the actual preparatory phase of the return. Nevertheless, the Inspectorate keeps the departure in mind as well. However – also considering the low risk level – less capacity is devoted to escorted deportation flights.

The Inspectorate will continue along these lines in 2017. The Inspectorate will also investigate the preparations for the departure of specific groups of detained foreign nationals. In time, the Inspectorate will thus be able to report on the entire return process, from the preparatory phase to actual repatriation.

Effectiveness of the return process

In the systematic monitoring process, the Inspectorate frequently encounters cancelled deportation flights. These cancellations jeopardise the credibility of the return process and that of the admissions policy. In 2017 the Inspectorate will investigate the possible obstacles in the return procedure which lead to the cancellation of deportations or - or earlier in the procedure - to failure to initiate the return procedures.



Organisation, process and deployment of Mobile Security Monitoring

The Royal Netherlands Marechaussee controls the Dutch borders through the deployment of Mobile Security Monitoring (MTV), amongst other things. Individuals who want to enter the Netherlands from another Schengen country are thus checked at the border, in an information-based manner. Mobile Security Monitoring is an important instrument in the fight against illegal immigration and cross-border crime. The introduction of the information-driven action at Mobile Security Monitoring was completed at the start of 2017. The planning for deployment of the Royal Netherlands Marechaussee for these tasks will then take place via a new centrally operated model. In 2017, the Inspectorate will investigate whether the new manner of implementation at Mobile Security Monitoring complies with the task at hand.

Safety in the asylum seeker reception facilities

The Dutch government is responsible for providing safe and liveable reception for asylum seekers during the asylum procedure. At the same time, considering the fluctuations in the flow of asylum seekers, it has become evident that the planning and realisation of reception capacity are complex. Situations in which reception capacity inclines and declines can follow in rapid succession; emergency facilities are sometimes required. The Inspectorate will therefore investigate the extent to which the Central Agency for the Reception of Asylum Seekers can provide safe reception for residents under the indicated circumstances. The investigation also devotes attention to the safety of employees of the Central Agency for the Reception of Asylum Seekers.

Afbeelding 11. Temporary residential units at the asylum complex in Ter Apel. Photo: Rob Acket



Reception of unaccompanied foreign national minors

The Inspectorate of Security and Justice, together with the Inspectorate for Youth Care and the Health Care Inspectorate, devote special attention to unaccompanied foreign national minors. It must be guaranteed that this vulnerable group is not



adversely affected. In 2017, the Inspectorate will therefore investigate the safety and quality of the reception of foreign national minors.

Sanctions

Afbeelding 12. Photo: Piet Gispen



Numerous organisations, such as the prisons, forensic psychiatric centres and the Probation Services play a role in the enforcement of sentences and orders. The Inspectorate monitors sanctions as part of the justice chain. This includes: the prison system, forensic care institutions, probation services, the Regional Institutions for Protected Living and the national services of the Custodial Institutions Agency.

Developments in the supervision area

Developments in detention capacity have had a major influence on the enforcement of sentences and orders in recent years. The diminished need for detention capacity and TBS spots (long-term forensic psychiatric care) resulted in the closure of custodial institutions and the reallocation of personnel and detainees. A similar development is visible in forensic care, which leads to the inclusion of other target groups.



In the coming years, the organisations involved in sanctions will be faced with a three-fold task: the challenge to meet sanction objectives, coping with fluctuations in the nature and scope of prisoners, and ensuring the best possible connection between sanctions in the social sphere and local management. Two developments are particularly important in this regard, in view of the Inspectorate's monitoring task:

- The consequences of the bill revising the enforcement of sentences. The bill assigns responsibility for the enforcement of sentences to the Minister of Security and Justice, and no longer with the Public Prosecution Service, as in the current situation.
- Elaboration of the Koers en Kansen programme of the Ministry of Security and Justice. The programme delves into the relationship between social developments and the associated influence on sanctions.

Afbeelding 13. *Developments in detention capacity have had a major influence on the enforcement of sentences and orders in recent years. Photo: Dienst Justitiële Inrichtingen*



Investigative themes

The Inspectorate is constantly alert to the tension between security and allowing for internal freedom and leave for prisoners in a penitentiary institution or forensic psychiatric centre. When these freedoms are granted, careful application of the punishment in principle and the necessary preparations for the return to society must be taken into account. The Inspectorate observes the associated tension in possible risks relating to the smuggling of contraband, integrity and incidents in resocialisation.

In 2017, the Inspectorate wants to involve the following themes in its monitoring:



- Capacity reduction in the prison system
- Measures on the smuggling of contraband into forensic psychiatric centres
- Forensic Psychiatric Clinic De Woenselse Poort
- Preparation for the Act revising the enforcement of sentences
- Quality of the Probation Service supervision
- Regime in prison terrorist wards
- Regime for arrested persons

Capacity reduction in the prison system

In recent years, the Inspectorate has screened practically all organisations involved in sanctions. This has resulted in a broad picture on the way that sanctions are enforced. In the coming period, the Inspectorate will commit more to risk-oriented monitoring. In recent years, the Inspectorate has ascertained that several risks are inherent to the ongoing capacity reduction trend in the prison system.

In 2017, the Inspectorate of Security and Justice will visit at least six institutions, where it will compare the state of affairs to the risks. The Inspectorate will then investigate the internal security, amongst other things. This involves aspects like deployability and proficiency of the internal support team and the internal emergency response organisation, the extent to which the fire safety policy is up-to-date, and the degree to which performing staff are prepared to cope with aggression and violence. Attention will also be paid to the screening of prisoners, reintegration and the qualitative and quantitative staffing levels.

Measures on the smuggling of contraband into forensic psychiatric centres

In 2015, the Inspectorate examined the risks related to the smuggling of contraband and what the forensic psychiatric centres are doing to prevent this. The Inspectorate will start a follow-up investigation into the improvement measures that were taken.

Forensic Psychiatric Clinic De Woenselse Poort

In 2016, the Inspectorate conducted an incident investigation into alleged malpractice in the clinic. This investigation resulted in the clinic drawing up an action plan to improve the safety and liveability. In 2017, the Inspectorate will investigate whether the improvement actions have been effectively implemented.

Preparation for the Act revising the enforcement of sentences

The Act revising the enforcement of sentences determines, amongst other things, that the responsibility for the enforcement of sentences will be transferred from the Public Prosecution Service to the Minister of Security and Justice. This implies, for instance, that the Central Fine Collection Agency will then register when a detainee may be released (on behalf of the Minister). The bill is currently with the Senate; it is scheduled to enter into force on 1 January 2018.

Organisations like the Central Fine Collection Agency and the Custodial Institutions Agency have been preparing, for some time, for the Act to enter into force. In 2017, the Inspectorate will also check if the quality of the current confinement process is still effectively guaranteed. In addition, it will review the preparations for the intended transfer of tasks from the DJI to the Central Fine Collection Agency. It will assess, amongst other things, if any risks are present that could jeopardise the scrupulous confinement- and discharge process in custodial institutions.



Afbeelding 14. *The Act revising the enforcement of sentences implies, for instance, that the Central Fine Collection Agency will then register when a detainee may be released (on behalf of the Minister).*

Photo: Custodial Institutions Agency



Quality of the Probation Service supervision

At the end of 2016, the Inspectorate started an investigation - that will run until 2017 - into the quality of the Probation Service supervision. Judges and the Public Prosecution Service may impose special conditions on suspects or convicted persons. These conditions aim to achieve behavioural change in the involved persons and to protect society and the victim in particular. The Probation Service checks that the suspects and convicted persons comply with the conditions and provide guidance during the probation period.

The Inspectorate investigation focuses on the quality of the Probation Service supervision and the cooperation required between the relevant organisations. The Inspectorate assesses how individuals are guided towards care, amongst other things, and how information is exchanged between the Probation Service and the care institutions.

Regime in prison terrorist wards

The Vught and De Schie penitentiary institutions have special wards for terrorists or suspects of terrorist crimes. Separate wards are advisable, to prevent possible radicalising effects on other detainees. In recent years, several parties have expressed doubts about the regime in terrorist wards. The State Secretary of Security and Justice has promised various measures to ensure more customisation in the regime, amongst other things. At the end of 2017, the Inspectorate will investigate the current state of affairs in the terrorist wards and the way that the measures are implemented.



Regime for arrested persons

In 2014, the prison system introduced a simple regime for arrested persons who have been sentenced to a maximum imprisonment period of eight weeks. This implies that the detainee has a limited day programme of 28 hours per week. The remaining hours are spent in his or her cell. Work is not offered in this period. The Custodial Institutions Agency implements this regime in a concentrated manner in a limited number of institutions. In 2017, the Inspectorate will investigate whether the regime for arrested persons in penitentiary institutions meets the applicable standards.

Afbeelding 15. *Photo: Custodial Institutions Agency*





Youth

Afbeelding 16. Photo: Hans Molenaar



The youth domain includes youth assistance, youth protection, and juvenile rehabilitation. The Inspectorate of Security and Justice's monitoring domain includes the correctional institutions for juvenile offenders, the Child Care and Protection Board, Halt (community service centre for young offenders) and the certified institutions for youth protection and juvenile rehabilitation. In addition, the police and Probation Service often play a role in the youth domain. For example, the police report more cases of concern to Veilig Thuis, regarding suspected domestic violence or child abuse, than any other organisation.

Developments in the supervision area

Since 1 January 2015, municipalities have been responsible for the assistance, support and protection provided to youths and families. The change in the system has resulted in a very dynamic youth domain. The parties in this domain must find each other again. The institutions that youths come into contact with via criminal law are all involved in this in their own way. The Inspectorate often focuses its investigations on chains and networks in which individual organisations operate.



Afbeelding 17. *The Inspectorate focuses on chains and networks in which individual organisations operate. Photo: Hans Molenaar*



Investigative themes

Supervision of the youth domain takes place integrally, to the greatest extent possible. This explains the intense cooperation with other regulatory authorities, like the Inspectorate for Youth Care and the Health Care Inspectorate. The mandatory reports of emergencies and violence are therefore assessed jointly.

The themes listed below are also included in the 2017 Annual Youth Work Programme (Jaarwerkprogramma Jeugd 2017) for the joint inspections:

- Quality of the juvenile rehabilitation supervision
- Quality of the Halt collaboration
- The Child Care and Protection Board's assessment task for the implementation of youth protection- and juvenile rehabilitation measures
- Aggravated problems in juvenile detention centres and juvenile rehabilitation
- Reception for the victims of pimp boyfriends ('lover boys')

Quality of the juvenile rehabilitation supervision

At the end of 2016, the Inspectorate started an investigation - that will run until 2017 - into the quality of the juvenile rehabilitation supervision. Since the



introduction of the Youth law, employees are used more broadly than before. They are deployed for youth protection and juvenile rehabilitation. There are signs suggesting that this generalisation of the tasks can lead to insufficient attention for the criminal law context of juvenile rehabilitation. For example, the duty to report to the Public Prosecution Service when a juvenile violates the imposed special conditions. The Inspectorate therefore focuses specifically on whether sufficient attention is paid to the criminal law context.

Quality of the Halt collaboration

Following the screening of Halt in the provinces of Limburg, Noord-Brabant and Zeeland, the Inspectorate of Security and Justice and the Inspectorate for Youth Care started a thematic investigation in 2016 - that will run until 2017 - into the way that Halt collaborates with chain partners. The screening process revealed that Halt generally performs its tasks properly, but that the way that Halt is assigned cases by the police, the Public Prosecution Service and / or the school attendance officers, and the cooperation with youth care providers following Halt's tasks, are items to be addressed.

Afbeelding 18. *The Inspectorates started an investigation into the way that Halt collaborates with chain partners. Photo: Hans Molenaar*



The Child Care and Protection Board's assessment task for the implementation of youth protection- and juvenile rehabilitation measures

The Child Care and Protection Board (Raad voor de Kinderbescherming, RvdK) has an assessment task for youth protection and youth rehabilitation. The youth



protection- and juvenile rehabilitation providers implement the youth protection- and juvenile rehabilitation measures. They must inform the Child Care and Protection Board of the implementation, by submitting reports. The Child Care and Protection Board assesses the reports and keeps an eye on the implementation of the measures. In 2017, the Inspectorate will investigate the quality of the way that the Child Care and Protection Board performs its assessment task. This Inspectorate for Youth Care is also involved in this investigation.

Aggravated problems in juvenile detention centres and juvenile rehabilitation

The average age of youth detainees is increasing. A possible explanation is the introduction of the adolescent criminal law, making it possible to judge young adults up to the age of 23 in the juvenile criminal law system. The problems associated with the older youths are much more serious than those involving younger detainees. It remains to be seen to what extent the juvenile detention centres can still guarantee a safe and educational living environment when these more serious problems are involved. There are signs of more aggression and violence in the juvenile detention centres, from juveniles towards personnel, and between fellow juvenile inmates.

Together with the Inspectorate for Youth Care, the Inspectorate of Security and Justice will investigate if this is also the case in juvenile rehabilitation. If this is the case, they will expand the investigation to include juvenile rehabilitation.

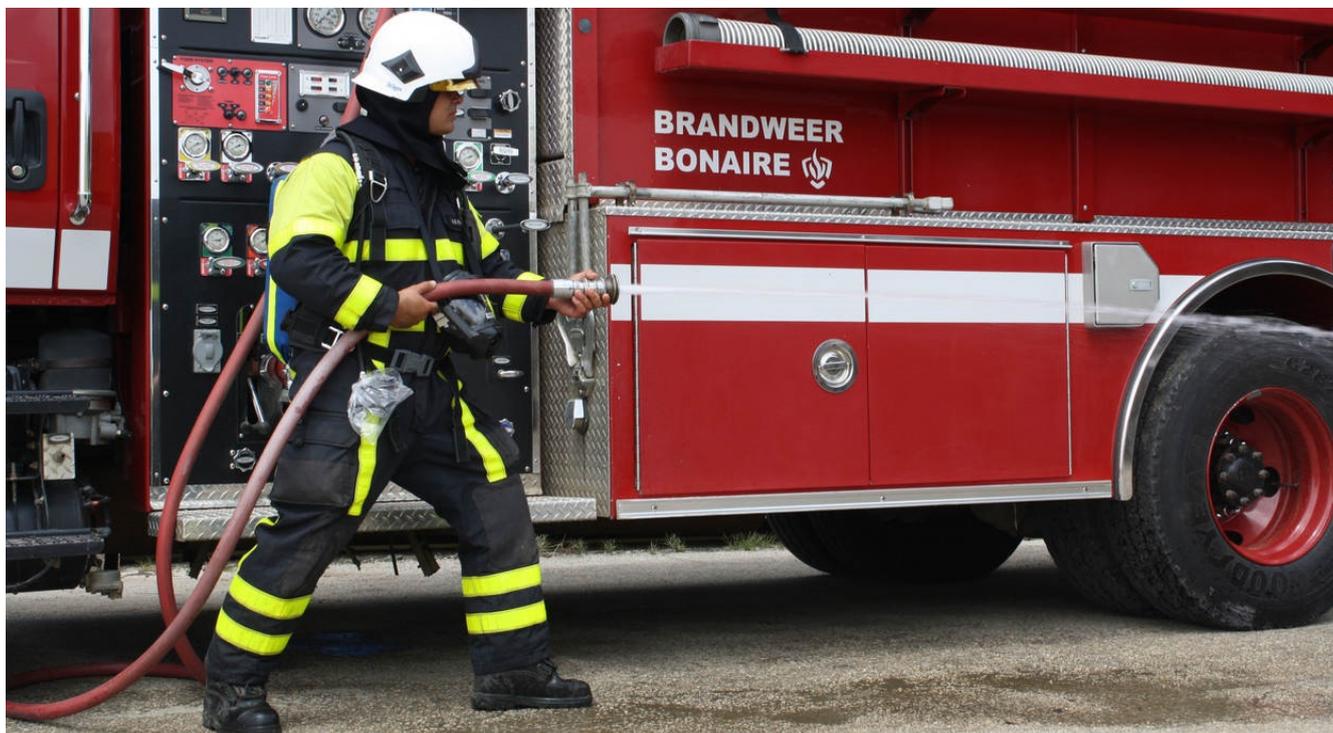
Reception for the victims of pimp boyfriends ('lover boys')

The focus of the Inspectorate for Youth Care's investigation into the prevention of sexually unacceptable and deviant behaviour (2015), was on dealing with the problems relating to pimp boyfriends, amongst other things. This revealed that most providers have had to work with a young person who was (possibly) a victim of a pimp boyfriend, or was at risk. It is important for providers to be alert to (signs of) problems relating to pimp boyfriends. The Inspectorate for Security and Justice, together with the Inspectorate for Youth Care, is investigating several youth care providers that provide specialised reception for victims of pimp boyfriends.



The Caribbean Netherlands

Afbeelding 19.



Disaster response and crisis management

Based on the BES Safety Law, the Inspectorate of Security and Justice is charged with monitoring the fire department, disaster response and crisis management in the Caribbean Netherlands (Bonaire, Saba and St. Eustatius). The Inspectorate oversees the task execution by the responsible administrative bodies and emergency services. In works with the Government Representative in this regard. The Government Representative is charged with assessing the plans and has the authority to give instructions to administrative bodies if they fall short in their task execution. The Inspectorate also works with other inspectorates, by bundling knowledge, coordinating investigations, and drawing up joint annual reports.

Afbeelding 20.





Once a year, the Inspectorate visits the islands and investigates one or more of the task execution elements. In 2017, the Inspectorate will investigate the quality of the fire services on the BES islands. The investigation will gravitate towards the configuration of repressive fire services. The Inspectorate will assess the actual state of affairs.

Supervision in the Aruba prison system

The Minister of Justice of Aruba has asked the Inspectorate to support Aruba in the monitoring of the improvements in the prison system. This was decided mid-2015 in the quadripartite judicial talks between the Ministers of Justice of the Netherlands, Curaçao, St. Maarten and Aruba. The motivation was a critical report on the prison systems in the Caribbean Netherlands, issued by the European Committee for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment (CPT).

The Inspectorate explored the intended plans in the spring of 2016. At the start of 2017, the Inspectorate will conduct a baseline measurement, to assess the implementation of improvements.

Supervision on the enforcement of legislation

According to the Kingdom Act on the Law Enforcement Council, the efforts and expertise of the Inspectorate of Security and Justice will be deployed for the Council's supervisory tasks in the Caribbean Netherlands. The Law Enforcement Council supervises the enforcement of legislation in Curaçao, St. Maarten and the Caribbean Netherlands. In 2017, the Council will conduct the following investigations in the Caribbean Netherlands.

- State of law enforcement
- Implementation of detention
- Cooperation between prosecution offices in first instance proceedings
- Operation of the dispatch services
- Baseline measurement for newly built Caribbean Netherlands Custodial Institution
- Special police officers

These investigations are described in more detail in the Law Enforcement Council's 2017 Annual Plan.



3

Internal organisation

Afbeelding 21.



Working method

The Inspectorate of Security and Justice recorded its working method in a Protocol and described it in detail on its website.

The Inspectorate operates based on its four core values:

- Professionalism
- Inspection alertness
- Interconnectedness
- Transparency



Professionalism

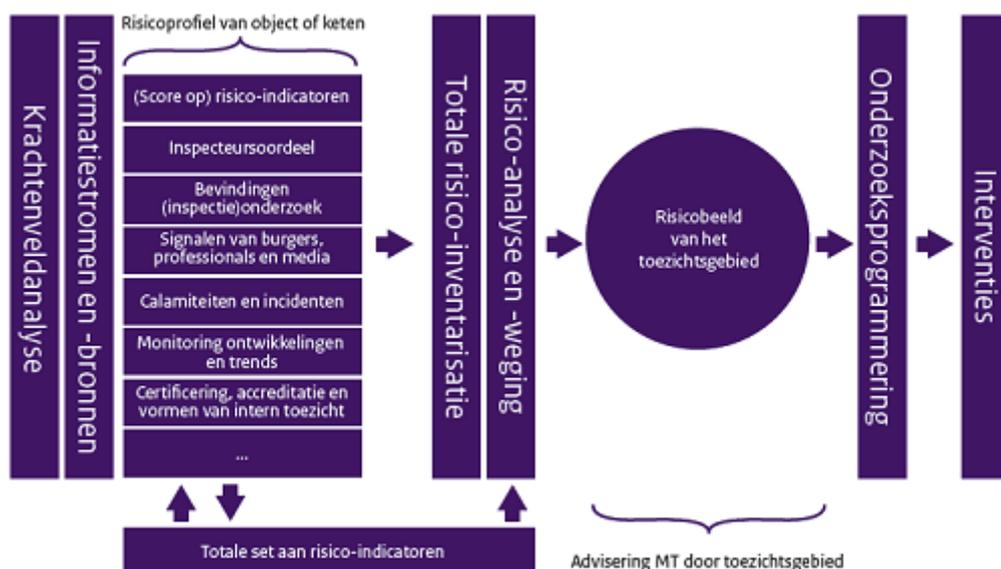
The employees of the Inspectorate must be equipped to carry out the supervisory tasks in a skilled, incorruptible and result-oriented way, in word and deed. This is why the Inspectorate invests in workmanship. This is achieved through mandatory training, like interview techniques and writing skills, and by offering training throughout the State Inspectorate, like the programmes for new inspectors.

Inspection alertness

The Inspectorate signals relevant developments and risks and puts them on the agenda in a timely fashion, linking them to social and / or (political) administrative interests. Inspectorate employees are therefore constantly alert to developments in their supervision area. The Inspectorate employs a model of risk-oriented supervision.

The Inspectorate also deploys its capacity selectively and in a targeted way, to achieve the maximum effect with its supervision. The Inspectorate also has different intervention methods, ranging from an administrative meeting to enforcement steps.

Afbeelding 22.



Interconnectedness

To enable effective supervision and monitoring, the Inspectorate builds and maintains an active relationship with the (chain of) cooperating organisations under its wing, and with the policy-makers, with respect for the roles of each party. It is important to inform each other in a timely fashion and to get the other parties involved in aspects like policy processes, legislative procedures and political developments.

The Inspectorate of Security and Justice also works with other regulatory authorities whenever possible, like other State Inspectorates (the Inspection Council and the Toezicht Sociaal Domein / Samenwerkend Toezicht Jeugd), but also international



regulatory authorities (based on its task as national preventive mechanism and contributor to an EU pool of regulators to be established for repatriation).

Transparency

The Inspectorate of Security and Justice is open about what it does and about how it does it. It actively and transparently informs its environment about its working method and about the results of its monitoring tasks. The Inspectorate's website offers an abundance of information, like reports and action plans for new investigations, but also information on how the Inspectorate has dealt with adversarial responses to reports.

Formation

The Inspectorate of Security and Justice conducts its current tasks with a total workforce of roughly 90 FTE. The largest part of the formation consists of inspectors, supported by a small group of staff members and by the Knowledge- and Quality Centre. These staff members are also deployed for investigations, as needed.

The Inspectorate has a permanent formation of roughly 70 FTE and a flexible shell of 7 to 10 FTE. This flexible shell is intended to keep knowledge in the Inspectorate up-to-date or to utilise specific expertise. In connection with the increased scope of the functions, temporary resources have also been made available for roughly 10 FTE (for the time being, until 2017). These employees were appointed at the Inspectorate level. The Inspectorate can thus deploy its personnel flexibly in the various supervision areas, depending on the priorities.

Right now, the Inspectorate is determining its strategy for the next four years. In 2017, it will translate the related consequences to the organisation.

In a strategic staff plan, the Inspectorate has set out which measures it will be taking to ensure that it and its employees will continue to be prepared for the task at hand, now and in the future. The spearheads are ongoing, sustainable employability, development and training aimed at keeping employees alert and on their toes, stimulating mobility and better utilisation of the flexible shell.

In 2017, the Inspectorate will evaluate the extent to which the objectives of the strategic staff plan have been met, and whether these objectives are still (sufficiently) up-to-date.

Budget

The Inspectorate for Security and Justice's budget for 2017 exceeds 8 million euro. This includes roughly 1 million for temporary resources. Most of the Inspectorate's budget is spent on personnel costs. The remaining costs are for external hires, ICT and other equipment.

From 2018, roughly 7.5 million euro will be available structurally, without additional financing. In the coming years, the expenditures will evolve as follows:

Tabel a. *The Inspectorate for Security and Justice's budget (x 1000 euro)*

2017	2018	2019	2020	2021
8,480	7,561	7,562	7,562	7,566



The Inspectorate of Security and Justice's mission

The Inspectorate of Security and Justice monitors the security and justice domain for society, the parties under its supervision, and the political arena and the parties with administrative responsibilities, to provide insight into the quality of the performance of tasks and compliance with the rules and norms, to signal risks and to encourage improvement within organisations. The Inspectorate of Security and Justice therefore contributes to a safe and just society.

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