



POST IMPLEMENTATION REVIEW

Northern Ireland Policing Board

PSNI – Fixed Penalty
Processing Centre

Final Report – April 2009

ADVISORY



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Glossary	
BVR	Best Value Review
CO	Conditional Offer
DRD	Department for Regional Development
FPNs	Fixed Penalty Notices
FPPC	Fixed Penalty Processing Centre
NIPB	Northern Ireland Policing Board
PIP	Performance Improvement Plan
PIR	Post Implementation Review
PSNI	Police Service of Northern Ireland

1 Executive Summary

1.1 Background and Introduction

The main purpose of the Fixed Penalty Processing Centre (FPPC) is for the processing of non-endorsable (fine but no penalty points), and endorsable fixed penalty (fine and penalty points) notices. The FPPC are also responsible for the processing of all safety camera detections and the processing of driving documents produced by motorists.

The fixed penalty procedure was established to provide a highly cost effective way of dealing with common road traffic offences without the need for automatic court proceedings. The procedure involves enforcement action under criminal law, and differs from those used by the Department for Regional Development (DRD) for local parking enforcement which is based on civil law.

The Best Value Review of the FPPC focused on service delivery and the processes and practices used within the FPPC. The main aim of the Best Value Review was to increase the efficiency of the processes. In particular, the review was aimed at continually challenging how and why procedures were carried out, the need to process fixed penalty tickets in-house and options for alternative provision.

1.2 Review Methodology

1.2.1 Objectives

The objectives of this Post Implementation Review (PIR) are:

- To identify the main drivers for the initial Best Value Review
- To identify and interview the key stakeholders in the review in order to assess progress
- To identify any other pertinent information and documentation which would be useful for this review.

1.2.2 Approach

Following the completion of the Best Value Review a Performance Improvement Plan was developed to allocate responsibility for the implementation of the recommendations. Through the use of the agreed Performance Improvement Plan from the Best Value Review this PIR will:

- Review the progress to date against each recommendation by interviewing key stakeholders and owners of the recommendations and examining and validating the evidence provided
- Measure the costs and benefits of the implementation where appropriate.

1.3 Progress on Recommendations

As a result of the work carried out in delivering the Best Value Review of the Fixed Penalty Processing Centre a total of 32 recommendations were made in order to deliver continuous improvement. 24 of these recommendations have been implemented/superseded during previous PIRs and the remaining eight recommendations have been considered as part of this PIR. The outstanding recommendations can be grouped into four specific areas: Information Technology, Recording of Information, Performance Management and Communication.

An extensive data collection and analysis process was carried out between December 2008 and February 2009. This included interviews with key stakeholders and the review of various documents. As a result of this it is concluded that, three (38%) of the recommendations have been superseded by other events and five (62%) were not fully implemented or insufficient evidence was received to confirm their implementation. These five recommendations will therefore be carried forward and reviewed in the next financial year. It is important to the success of this follow up review that the person responsible and the timescale for implementation are agreed in advance.

Category	Recommendation	Implemented	Superseded	Not fully Implemented
IT	1	-	-	1
Recording of Information	2, 9, 24, 28	-	2	2
Performance Management	15	-	-	1
Communication	26, 32	-	1	1
Total	8	-	3 (38%)	5 (62%)

1.4 Summary

1.4.1 Summary of benefits achieved

Through the actions which have been taken within the PSNI as a result of the recommendations from the Best Value Review of the FPPC, there has been improved equality of access to information. This has been achieved through the provision of a wide range of PSNI publications in alternative formats including large print and minority ethnic languages.

1.4.2 Cost of benefits obtained

Over the period of the implementation of the Performance Improvement Plan, the FPPC did not record any specific costs arising from the implementation of the recommendations of the Best Value Review, and as such it is difficult to determine the costs which have been associated with

implementation. Likewise, no specific information has been gathered on any cost savings which have been accrued to the PSNI as a result of the implementation of the recommendations.

1.4.3 Impact of Not Fully Implemented Recommendations

While five recommendations remain not fully implemented, it is noted that PSNI has progressed the introduction of handheld computers which will allow three of these recommendations to be implemented. Due to funding issues there is currently no agreed timeframe for the introduction of handheld computers.

The remaining two recommendations are procedural changes which have already been partially implemented.

It is also recognised that three recommendations have been assessed as superseded. PSNI have given consideration to these recommendations and have determined that two of the three recommendations should not be progressed as there will be no benefit to their implementation. The overall goal of the other superseded recommendation has been achieved through the use of an alternative mechanism.

1.4.4 Overall impact of Best Value Review

Overall, as a result of the Best Value Review of the FPPC equality of access to PSNI information has improved. PSNI should continue to consider the introduction of handheld computers when appropriate funding is available to potentially improve the efficiency of the FPPC.

1.5 Acknowledgement

We would like to thank the staff of the Police Service of Northern Ireland for their assistance in undertaking this review.

2 Background and Introduction

The FPPC is responsible for the processing of non-endorsable (no penalty points), and endorsable fixed penalty notices (fine and penalty points). The FPPC is also responsible for all safety camera detections and the processing of driving documents produced by motorists. The Best Value Review highlighted that during one year 16,000 detections were made by safety camera, with 107,000 detections for a variety of road traffic offences being made by fixed penalty notice.

The fixed penalty procedure was established to provide a highly cost effective way of dealing with common road traffic offences without the need for automatic court proceedings. The procedure involves enforcement action under criminal law, and is quite different from the procedures used by the Department for Regional Development (DRD) for local parking enforcement which is based on civil law.

The Best Value review of the FPPC focused on service delivery encompassing the processes and practices used within the FPPC. The main aim of the Best Value Review was to increase the efficiency of the processes. In particular, the review was aimed at continually challenging how and why procedures were carried out, the need to process fixed penalty tickets in house, and options for alternative provision.

3 Review Methodology

3.1 Objectives

The objectives of this Post Implementation Review (PIR) are:

- To identify the main drivers for the initial Best Value Review
- To identify and interview the key stakeholders in the review in order to assess progress
- To identify the evidence of implementation
- To identify any other pertinent information and documentation which would be useful for this review.

3.2 Approach

Following the completion of the Best Value Review a Performance Improvement Plan was developed to allocate responsibility for the implementation of the recommendations. Through the use of the agreed Performance Improvement Plan from the Best Value Review, this PIR will:

- Review the progress to date against each recommendation by interviewing key stakeholders and owners of the recommendations and examining and validating the evidence provided
- Measure the costs and benefits of the implementation where appropriate.

After analysing the information and consulting with stakeholders we will then highlight any clear improvements that have been achieved since the Best Value Review of the FPPC was carried out and whether any corrective action needs to be taken in order to realise the benefits identified. We will also assess whether the changes that have occurred have been controlled in a systematic manner to assure that the FPPC attains the full benefit of the recommendations.

4 Best Value Review of the Fixed Penalty Processing Centre

The Best Value Review of the Fixed Penalty Processing Centre (FPPC) was included in the Audit and Best Value Plan 2004/2005 and agreed by the Audit and Best Value Committee and the Northern Ireland Policing Board (NIPB).

The purpose of the Best Value Review was to consider the key processes in relation to Service Delivery within the FPPC and to make recommendations to secure continuous improvement. Tangible benefits must be achieved from the recommendations and Performance Improvement Plan. These benefits must also achieve value for money for the organisation with regard to a combination of economy, efficiency and effectiveness.

5 Progress on Performance Improvement Plan

- Recommendation not fully implemented, to be carried forward
- Recommendation superseded by other events
- Recommendation implement, evidence of improvement found

Recommendation Number	Recommendation Description	Management Response	Progress Evidence	Performance Status
1	The requirement for every operational officer to have access to a handheld computer which will issue FPN's (CO's), 55/8's (a PSNI form), and capturing data for automatic transfer to the FPPC to be included as a user requirement on the ongoing Mobile Data Project.	Accepted	PSNI Officials informed us that the technology to deliver this recommendation is not currently available within PSNI. Recent funding applications for national funding have not proved successful. PSNI continues to progress the implementation of Mobile Data technologies within available funding provision.	●
2	If no FPN or CO available, Police to record the motorist's details as if they were recording details to proceed by way of report and summons, and the motorist is informed they will receive a conditional offer of fixed penalty by post. The detecting officer then completes a template on return to station and e-mails details to FPPC. On receipt, the FPPC staff then post out a conditional offer.	Partially Accepted	PSNI Officials informed us that they do not regard the non-availability of FPNs to be a common problem and that they consider the introduction of this additional process would not be beneficial. PSNI Officials have therefore decided not to progress with the implementation of this recommendation.	●●

Recommendation Number	Recommendation Description	Management Response	Progress Evidence	Performance Status
9	PSNI to seek a change in legislation to allow Conditional Offers to be handed to motorists instead of FPN's. The motorist's details are inputted into a handheld computer and a conditional offer of fixed penalty is printed. On return to station the handheld computer is "docked and information is transferred to Central Ticket Office at Laganside and the FPPC. The motorist would then send their license and payment direct to Laganside. If no driving license or payment sent, then the court would proceed as current procedure for conditional offers and PSNI to complete prosecution file.	Accepted	<p>PSNI Officials informed us that Conditional Offers are currently only used by the FPPC under the Safety Camera Scheme.</p> <p>In addition the technology to deliver this recommendation is not currently available within PSNI. Recent funding applications have not proved successful.</p>	●
15	On implementation of recommendations 1, 2 and 9 the departmental personnel officer to carry out a staff loading and grading exercise within the FPPC to establish any increase in the workload of the conditional offer section and any reduction in work in the Endorsable FPN Section.	Accepted	See recommendations 1 and 9.	●
24	Employ civilians to carry out the deployment of mobile safety cameras, and return police officers to other road safety duties.	Accepted	<p>The introduction of civilian safety camera operators has been approved by ACC Operational Support Department and the Safety Camera Scheme Project Board. Road Policing Development has prepared a draft job description and person specification for this job.</p> <p>Insufficient evidence provided to demonstrate that this recommendation has been fully implemented.</p>	●

Recommendation Number	Recommendation Description	Management Response	Progress Evidence	Performance Status
26	All videotapes to be sent to the FPPC by internal mail. No officers to view tapes prior to FPPC unless for operational reasons.	Accepted	Insufficient evidence provided to demonstrate implementation.	●
28	A combined NIP and CO to be drafted and approved by the legal adviser, then used during a feasibility trial. To be posted in a conventional envelope.	Accepted	PSNI Officials informed us that following consultation with the Northern Ireland Court Service it has been agreed that this recommendation will not be progressed.	● ●
32	PSNI to update the communications strategy to provide guidance on what correspondence should contain the following: “As the Police Service of Northern Ireland is committed to providing equal access to information for everyone, Information will be made available, on request, in accessible formats, such as audio tape, large print, and in minority ethnic languages (for those not fluent in English)”.	Accepted	While the communications strategy has not been updated, PSNI provide a wide range of publications in alternative formats such as large print and minority ethnic languages. These include the Chief Constable’s Annual Report and advertising campaign materials. The PSNI website also contains links to documents in alternative formats.	● ●

- Recommendation not fully implemented, to be carried forward
- ● Recommendation superseded by other events
- ● ● Recommendation implement, evidence of improvement found

6 Summary

6.1 Summary of benefits achieved

Through the actions which have been taken within the PSNI as a result of the recommendations from the Best Value Review of the FPPC, there has been improved equality of access to information. This has been achieved through the provision of a wide range of PSNI publications in alternative formats including large print and minority ethnic languages.

6.2 Cost of benefits obtained

Over the period of the implementation of the Performance Improvement Plan, the FPPC did not record any specific costs arising from the implementation of the recommendations of the Best Value Review, and as such it is difficult to determine the costs which have been associated with implementation. Likewise, no specific information has been gathered on any cost savings which have been accrued to the organization as a result of the implementation of the recommendations.

6.3 Impact of Not Fully Implemented Recommendations

While five recommendations remain not fully implemented, it is noted that PSNI has progressed the introduction of handheld computers which will allow three of these recommendations to be implemented. Due to funding issues there is currently no agreed timeframe for the introduction of handheld computers.

The remaining two recommendations are procedural changes which have already been partially implemented.

It is also recognised that three recommendations have been assessed as superseded. PSNI have given consideration to these recommendations and have determined that two of the three recommendations should not be progressed as there will be no benefit to their implementation. The overall goal of the other superseded recommendation has been achieved through the use of an alternative mechanism.

6.4 Overall impact of Best Value Review

Overall, as a result of the Best Value Review of the FPPC equality of access to PSNI information has improved. PSNI should continue to consider the introduction of handheld computers when appropriate funding is available to potentially improve the efficiency of the FPPC.