



POST IMPLEMENTATION REVIEW

Northern Ireland
Policing Board

PSNI - Partnerships

Final Report – April 2009

ADVISORY

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Glossary	
ACC	Assistant Chief Constable
CCF	Chief Constable's Forum
DACT	Drug and Alcohol Coordination team
DCU	District Command Unit
DPP	District Policing Partnership
DRD	Department for Regional Development
NI	Northern Ireland
NIO	Northern Ireland Office
NIM	National Intelligence Model
NIPB	Northern Ireland Policing Board
PD	Policy Directive
PIP	Performance Improvement Plan
PIR	Post Implementation Review
PSNI	Police Service of Northern Ireland

1 Executive Summary

1.1 Background and Introduction

The Best Value Review (BVR) of Partnerships was carried out in 2006/07. The purpose of the BVR was to consider initiatives to improve the effectiveness and efficiency of the PSNI's involvement in partnerships and to make recommendations to secure continuous improvement.

The objectives of the Best Value Review included:

- Making recommendations that may lead to more effective PSNI involvement in current partnerships
- Making recommendations that may lead to more efficient PSNI involvement in current partnerships
- Making recommendations on the design of a generic partnership model which can be used to improve the effectiveness and efficiency of future PSNI partnerships.

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 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 BVR of Partnerships a total of 25 recommendations were made in order to deliver continuous improvement. 15 of these recommendations have been implemented/superseded during previous PIRs and the remaining 10 recommendations have been considered as part of this PIR. The outstanding recommendations can be grouped into 3 specific areas; Operational Activities, Training and Information Sharing.

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 7 (70%) of the outstanding recommendations have been implemented and 3 (30%) have been superseded by other events.

Category	Recommendation	Implemented	Superseded	Not fully Implemented
Operational Activities	1, 2, 3, 5, 6, Action 1, Action 2	6	1	-
Training	8, 11	-	2	-
Information Sharing	13	1	-	-
Total	10	7(70%)	3(30%)	0(0%)

1.4 Summary

1.4.1 Summary of benefits obtained

Through the actions which the PSNI has taken as a result of the implementation of the outstanding recommendations, benefits have been accrued. Specific examples of these benefits include:

Operational Activities

- The new Policy Directive on Partnerships was agreed in June 2008 and addresses a number of the outstanding recommendations from the Best Value Review of Partnerships. The Directive provides operational guidance for the development of partnerships and recommends mechanisms to ensure that all partnerships are appropriate and useful.
- It is noted that despite being agreed in June 2008, the new Policy Directive was only implemented on 12 February 2009. The full benefits of the implementation have therefore still to be achieved and PSNI should monitor the implementation of the Directive to ensure the maximum benefits are achieved.

- PSNI Officers and support staff are beginning to receive role profiles which identify that their personal role in developing partnerships. This formally advises individual officers that they are required to use partnerships to deliver their role more effectively.

Training

- Since the time of the Best Value Review of Partnerships, education on drugs and alcohol misuse is now provided through the Crime Prevention Portfolio of the Community Safety Branch. This has helped to centralise the promotion of this issue however PSNI Officials noted that Drugs Training in Northern Ireland also now falls within the remit of Drugs and Alcohol Steering Group of the Northern Ireland Drugs Strategy. PSNI have therefore adopted an influencing role in this Group rather than being solely responsible for the direction of Drugs training.
- The Best Value Review of Partnerships proposed that an electronic Partnership Database should be produced. The new Policy Directive requires a Superintendent from Community Safety in each District to maintain this list rather than having a central function. This delegates the authority to a local level and provides a recognised mechanism for ensuring that local partnerships are monitored at a local level. As the Policy Directive has only recently been introduced, this has not been implemented at all DCUs. PSNI should ensure that this is fully implemented and that a central monitoring system is put in place to ensure that each DCU adheres to this requirement.

Information Sharing

- To facilitate information sharing, NIPB, PSNI and DPPs have undertaken a range of joint training and nine events are scheduled to occur between April 2009 and March 2010. These events allow DPP Members to meet with NIPB/PSNI in both formal and informal settings facilitating the exchange of knowledge.

1.4.2 Cost of benefits obtained

The majority of the recommendations have been implemented by changing information provision and working methods, which have no cost implications. The main focus of the review was to improve partnership working. The evidence which we have gathered through the course of our review would suggest that this has been the case.

The implementation of the recommendations provided in the Best Value Review of Partnerships have produced a range of benefits in terms of the efficiency, economy, effectiveness and overall value for money provided by partnerships. The impact of the implemented recommendations is evident and improved information sharing, training and operational activities have been noted as a result of the new Policy Directive. As the new Policy Directive has only recently been implemented the full benefits of the Directive have still to be achieved and PSNI should monitor the implementation of the Directive to ensure the maximum benefits are achieved.

1.4.3 Overall Impact of Best Value Review

Overall as a result of the Best Value Review of Partnerships, there are a number of areas within which clear evidence of improvements and increased efficiencies can be seen. These include:

- The new Partnership Policy Directive has enabled the PSNI to set targets and action plans for partnerships, to evaluate the outcomes of these partnerships and to provide practical guidance for the effective use of partnerships
- Sharing of information between the DPPs, NIPB and PSNI
- Formalising the role of PSNI Officers and staff in relation to developing partnerships.

From the information which we have obtained as a result of our review, it is clear that the benefits obtained have arisen as a direct result of the implementation of the recommendations of the Best Value Review of Partnerships. If PSNI monitor the full implementation of the new Policy Directive additional benefits should accrue.

1.5 Acknowledgement

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

2 Background

The theme of Partnerships was formally agreed with the Northern Ireland Policing Board in February 2006 via the Finance and General Purposes Committee (F&GP). This satisfies Part V of the Police (Northern Ireland) Act 2000 that states:

“The Board shall make arrangements to secure continuous improvement in the way it functions, and those of the chief constable, are exercised, having regards to a combination of economy, efficiency and effectiveness”.

Following the submission and acceptance of the project Terms of Reference by the Policing Board, the following project objectives were agreed with the project board:

- To make recommendations that may lead to more effective PSNI involvement in current partnerships
- To make recommendations that may lead to more efficient PSNI involvement in current partnerships
- To make recommendations on the design of a generic partnership model which can be used to improve the effectiveness and efficiency of future PSNI partnerships.

The purpose of the Best Value Review of Partnerships was to provide stakeholders with a clear view of the area reviewed and the issues uncovered during research. Additionally, the report outlined a series of improvement initiatives to improve the effectiveness and efficiency of PSNI involvement in partnerships. The outcome of these improvements will ultimately determine the direction for Police involvement in partnership working the future.

3 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 review 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 ensure that the PSNI attains the full benefit of the recommendations.

4 Progress on Performance Improvement Plan

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

Best Value Review of Partnerships 2006/2007

Recommendation Number	Recommendation Description	Management Response	Progress Evidence	Performance Status
Action 1	Succession planning should be included in the partnership strategy (at least for representatives in strategic partnerships).	Accepted	<p>The new Policy Directive on Partnership Working (PD 01/09) was approved on 16 June 2008. The Directive notes that all partnerships need to be structured using the mnemonic SCOPE – Sustainability, Clarity, Ownership, Purpose and Effectiveness. It proposes that sustainability and succession planning should be considered when establishing all partnerships as there will inevitably be changes in personnel and notes that this is particularly important at the Strategic level.</p> <p>The Directive also provides a Partnership Agreement Guide which notes the need for every partnership to have agreed membership including rules regarding selection, delegation and termination and an exit strategy which includes succession planning if representatives change.</p>	●●●

Recommendation Number	Recommendation Description	Management Response	Progress Evidence	Performance Status
Action 2	The PSNI to include co-location, secondments and joint training as possible Trust Building mechanisms for strategic partnerships in the Partnership Strategy and Policy (subject to risk assessment).	Accepted	<p>The new Policy Directive on Partnership Working (PD 01/09) notes that 'joint training should be encouraged with partners as should knowledge sharing'.</p> <p>There is no specific reference to co-location or secondments but the policy notes the importance of proper risk management and risk assessments in relation to all aspects of partnership working.</p> <p>As the Chief Constable's Forum (CCF) has approved the content of the new policy, this recommendation is deemed to have been discharged.</p>	●●●
1	<p>Deputy Chief Constable to remain as the strategic lead for Working in Partnership but PSNI to appoint a Senior Officer (C/Superintendent or equivalent) to provide the operational lead and single point of contact for Partnership Strategy and Policy implementation. This should include systems for:</p> <ul style="list-style-type: none"> - Engaging in the Community Planning process; - Partnership Risk management (in line with current policy); - Partnership Performance management; and - Partnership Financial management - Training. 	Accepted	<p>The new Policy Directive on Partnership Working (PD 01/09) notes that the ACC Criminal Justice is the PSNI strategic lead for working in partnership and that the Chief Superintendent is the operational lead and single point of contact for partnership strategy and policy implementation. The Directive also states that the Superintendent Community Safety in each District has lead responsibility for partnerships in their area.</p> <p>The Directive provides guidance on partnership risk management, performance management and financial management. PSNI Officials informed us that the introduction of systems for engaging in the Community Planning Process awaits the anticipated introduction of the relevant legislation in 2009.</p>	●●



Recommendation Number	Recommendation Description	Management Response	Progress Evidence	Performance Status
2	Where appropriate partnership working should form part of the role profiles for PSNI officers and support staff and be included in their Annual Performance Review/Staff Appraisal.	Accepted	<p>PSNI Officials informed us that role profiles are continuing to be developed for the organisation and are placed on Skills for Justice Integrated Competency Framework as and when signed off.</p> <p>If appropriate for the rank and role, community and customer focus is one of the core responsibilities of an operational police officer. This includes partnership working as a core element.</p> <p>By way of example the role profile for a Community Sergeant requires the individual to 'manage partnership arrangements with the community and other agencies'.</p>	●●●

Recommendation Number	Recommendation Description	Management Response	Progress Evidence	Performance Status
3	<p>The PSNI to provide a clear vision for partnership working and support this with concise versions of the following:</p> <ul style="list-style-type: none"> - Partnership Strategy (integral to the Policing with the Community Strategy); -Partnership Policy; -Definition of partnership; -Partnership models; and - Alternatives to partnership. 	Accepted	<p>The aim of the new Policy Directive on Partnership Working (PD 01/09) is to 'improve and enhance the effectiveness and efficiency of current partnerships and provide direction, guidance and instruction for the creation of future partnerships'.</p> <p>The Policy defines a partnership as 'a process in which representatives of two or more organisations, agencies or groups work together to achieve common aims, objectives and goals in a spirit of co-operation and collaboration and in such a way that they achieve a sharing of skills, resources and joint planning to arrive at more effective outcomes than by working independently.' The Policy also provides guidance on how to establish a partnership and provides a range of alternatives to partnerships.</p> <p>PSNI Officials informed us that the Policing with the Community Strategy is due to be updated in 2009.</p> <p>The Policy Directive on Partnership Working encompasses the strategic and operational issues in relation to partnerships. While separate documents have not been prepared, the overall aim of this recommendation has been achieved.</p>	<p style="text-align: center;">●●●</p>

Recommendation Number	Recommendation Description	Management Response	Progress Evidence	Performance Status
5	The PSNI to establish and introduce a performance management and service delivery system for all partnerships. This should include: 1. Setting targets/performance indicators, review mechanisms and associated action plans; 2. Evaluation that is outcomes/impact based; and 3. The use of "jargon-free" NIM as the basis for the system (it is acknowledged that some information used in NIM will not be suitable for disclosing to partners).	Accepted	The new Policy Directive on Partnership Working (PD 01/09) suggests that a NIM approach could be adopted when creating a partnership and provides a range of checklists for establishing a partnership: - An evaluation checklist to determine whether a partnership is appropriate - An evaluation checklist in relation to creating a partnership e.g. clear purpose, clear roles - A checklist to ensure that objectives are SMART (specific, measurable, achievable, realistic and timely). The Directive also provides pro formas to use when evaluating progress in relation to the partnership process, operational systems and partnership value.	●●●
6	The PSNI to "future proof" the strategy, policy, structures and processes for all PSNI partnership working to ensure they are compatible with the proposed Community Planning Legislation for NI, planned for 2009.	Accepted	The new Policy Directive on Partnership Working (PD 01/09) requires the Assistant Chief Constable Criminal Justice to review the contents of the Policy on an annual basis hence providing a mechanism for 'future proofing' PSNI's partnership working.	●●●
8	The provision of all training in the misuse of Alcohol and Drugs should be promoted by one branch e.g. Community Safety. The following issues should be included: - Training in the misuse of Alcohol and Drugs should be included in DACT objectives, linked to Tier 1 services. There should be a formal evaluation of all such training using outcomes/impact assessments. Consider including an Alcohol and Drugs misuse "Road-show" as part of the training program.	Accepted	The role of PSNI Drugs Education Officer was previously attached to Community Safety and sat within the Crime Prevention Portfolio. The post holder has now retired and their role has been subsumed by Schools and Community Investigations Officers. PSNI Officials informed us that responsibility for Drugs training in Northern Ireland is not purely the responsibility of PSNI. These issues are discussed through the Drugs and Alcohol Steering Group of the Northern Ireland Drugs Strategy hence PSNI can only contribute to the consideration of training, Road-Shows etc. rather than take the lead.	●●

Please see note on inside cover page with reference to circulation of this report.

Recommendation Number	Recommendation Description	Management Response	Progress Evidence	Performance Status
11	The PSNI to establish and maintain an electronic Partnership Database. This should provide a strategic level schematic diagram and list all partnerships by; - Type e.g. Road Safety, - Level e.g. Local Managerial, DCU/Dept.	Accepted	The new Policy Directive on Partnership Working (PD 01/09) requires the Superintendent Community Safety in each District to maintain a local database of all partnerships in their area. The Superintendent also has overall accountability and is responsible for the implementation of the Policy in order to monitor and evaluate performance.	●●
13	The Northern Ireland Policing Board and the PSNI to engage in relation to joint training programs for DCU Commanders and DPPs. The Policing Board to take lead responsibility.	Accepted	<p>NIPB and PSNI facilitate a range of training for DPPs including interaction between District staff and DPPs. These include:</p> <ul style="list-style-type: none"> - The DPP Training Programme includes a range of events/briefings for DPPs. NIPB invites PSNI to attend these events. - A two day problem solving programme for PSNI and DPPs entitled 'Hydra Minerva' is delivered in each area - Training on the local policing plan programme and monitoring police performance is delivered. <p>Between April 2009 and March 2010 nine events are available for DPP Members and Managers to attend.</p>	●●●

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

5 Summary

5.1 Summary of benefits obtained

Through the actions which the PSNI has taken as a result of the implementation of the outstanding recommendations, benefits have been accrued. Specific examples of these benefits include:

Operational Activities

- The new Policy Directive on Partnerships was agreed in June 2008 and addresses a number of the outstanding recommendations from the Best Value Review of Partnerships. The Directive provides operational guidance for the development of partnerships and recommends mechanisms to ensure that all partnerships are appropriate and useful. Specifically the Policy Directive discusses:
 - The vision of partnership working including a definition of partnerships, proposed partnership models and proposed alternatives to partnerships
 - Succession planning to ensure continuity in partnership arrangements
 - Proposes joint training between PSNI and the partnerships to facilitate knowledge sharing
 - Clarifies which PSNI Officials have responsibility for the strategic and operational delivery of partnerships
 - Provides formal guidance on risk management, performance management and financial management in relation to partnerships
 - A formal review process to ensure that the Directive can be updated to respond to changes in the external environment.
- It is noted that despite being agreed in June 2008, the new Policy Directive was only implemented on 12 February 2009. The full benefits of the implementation have therefore still to be achieved and PSNI should monitor the implementation of the Directive to ensure the maximum benefits are achieved.
- PSNI Officers and support staff are beginning to receive role profiles which identify their personal role in developing partnerships. This formally advises individual officers that they are required to use partnerships to deliver their role more effectively.

Training

- Since the time of the Best Value Review, education on drugs and alcohol misuse is now provided through the Crime Prevention Portfolio of the Community Safety Branch. This

has helped to centralise the promotion of this issue however PSNI Officials noted that Drugs Training in Northern Ireland also now falls within the remit of Drugs and Alcohol Steering Group of the Northern Ireland Drugs Strategy. PSNI have therefore adopted an influencing role in this Group rather than being solely responsible for the direction of Drugs training.

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Information Sharing

- To facilitate information sharing, NIPB, PSNI and DPPs have undertaken a range of joint training and nine events are scheduled to occur between April 2009 and March 2010. These events allow DPP Members to meet with NIPB/PSNI in both formal and informal settings facilitating the exchange of knowledge.

5.2 Cost of benefits obtained

The majority of the recommendations have been implemented by changing information provision and working methods, which have no cost implications. The main focus of the review was to improve partnership working. The evidence which we have gathered through the course of our review would suggest that this has been the case.

The implementation of the recommendations provided in the Best Value Review of Partnerships have produced a range of benefits in terms of the efficiency, economy, effectiveness and overall value for money provided by partnerships. The impact of the implemented recommendations is evident and improved information sharing, training and operational activities have been noted as a result of the new Policy Directive. As the new Policy Directive has only recently been implemented the full benefits of the Directive have still to be achieved and PSNI should monitor the implementation of the Directive to ensure the maximum benefits are achieved.

5.3 Overall Impact of Best Value Review

Overall as a result of the Best Value Review of Partnerships, there are a number of areas within which clear evidence of improvements and increased efficiencies can be seen. These include:

- The new Partnership Policy Directive has enabled the PSNI to set targets and action plans for partnerships, to evaluate the outcomes of these partnerships and to provide practical guidance for the effective use of partnerships
- Sharing of information between the DPPs, NIPB and PSNI

- Formalising the role of PSNI Officers and staff in relation to developing partnerships.

From the information which we have obtained as a result of our review, it is clear that the benefits obtained have arisen as a direct result of the implementation of the recommendations of the Best Value Review of Partnerships. If PSNI monitor the full implementation of the new Policy Directive additional benefits should accrue.