



POST IMPLEMENTATION REVIEW

Northern Ireland Policing Board

PSNI – Police Patrol
Function

Final Report – April 2009

ADVISORY



Notice: About this report

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Glossary	
AA	Administrative Assistant
ACC	Assistant Chief Constable
ACPO	Association of Chief Police Officers of England, Wales and Northern Ireland
BVR	Best Value Review
C&C	Command and Control
CIU	Collision Investigation Unit
CJD	Criminal Justice Department
CJU	Criminal Justice Unit
CLDP	Core Leadership Development Programme
CLO	Court Liaison Officer
CPO	Central Process Office
DCU	District Command Unit
DHSSPS	Department of Health, Social Services and Public Safety
DOE	Department of the Environment
DRD	Department of Regional Development
FASNI	Forensic Support Agency Northern Ireland
FPPC	Fixed Penalty Processing Centre
GPS	Global Positioning Satellite
HITAD	Human Resources, Information, Tasking, Allocation, Debriefing
HMIC	Her Majesty's Inspectorate Constabulary
HOPC	Head of Police College
HR	Human Resources
ICIS	Integrated Crime Information System
ICS	Information and Communication Systems
IS	Information Systems

IT	Information Technology
NI	Northern Ireland
NICtS	Northern Ireland Court Service
NIM	National Intelligence Model
NIO	Northern Ireland Office
NIPS	Northern Ireland Prison Service
PDU	Professional Development Unit
PIP	Performance Improvement Plan
PIR	Post Implementation Review
PND	Penalty Notice for Disorder
PPS	Public Prosecution Service
PSNI	Police Service of Northern Ireland
PwC	Policing With the Community
RPA	Review of Public Administration
RPU	Road Policing Unit
RTC	Road Traffic Collision
SARA	Security Auditor's Research Assistant
SLA	Service Level Agreement
SOP	Single Officer Patrol
SOTP	Student Officer Training Programme

1 Executive Summary

1.1 Background and Introduction

The Best Value Review of the Police Patrol Function was included in the Police Service of Northern Ireland (PSNI) Policing Plan 2005-2007 and the PSNI Best Value Review (BVR) Programme 2005-2006.

The Objectives of the Best Value Review of the police patrol function were:

- To make recommendations that may lead to increased public satisfaction in relation to patrolling
- To make recommendations that may lead to increasing the percentage of officers on patrol
- To make recommendations that may lead to increasing the percentage of time officers spend on patrol
- To make recommendations that may lead to improving service delivery or performance.

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 of the Police Patrol Function a Performance Improvement Plan (PIP) 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.
- Consider the costs and benefits of the implementation where appropriate.

1.3 Progress on Recommendations

In order to improve PSNI’s Patrolling, a total of 141 recommendations were made as a result of the Best Value Review of the Police Patrol Function. 64 of these recommendations have been addressed by previous PIRs and 77 will be addressed during this PIR. The recommendations can be grouped into four specific areas: Early Recommendations, Tasking, Strategy, and Visibility.

An extensive data collection and analysis process was carried out between December 2008 and February 2009. This included interviews with key stakeholders and a review of various documents. As a result of this it is concluded that 31 (40%) of the recommendations were implemented, 26 (34%) were superseded by changes in circumstances or adopting alternative working mechanisms and 20 (26%) were not fully implemented. These 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 people responsible and the timescales for implementation are agreed in advance.

Category	Recommendation	Implemented	Superseded	Not fully Implemented
Early Recommendations	3, 7	1	-	1
Tasking	11, 12, 14, 21, 23, 25, 26, 27, 28, 31, 34, 35, 36	10		3
Strategy	37, 38, 39, 45, 46, 47, 48, 51, 52, 53, 54, 57, 58, 61, 62, 67, 68, 69, 70, 131, 132	7	8	6
Visibility	71, 73, 76, 78, 79, 80, 83, 84, 85, 86, 87, 88, 89, 96, 97, 101, 102, 103, 105, 106, 108, 109, 110, 111, 113, 114, 115, 116, 117, 118, 119, 120, 121, 122, 123, 124, 125, 126, 140, 141, 142	13	18	10
Total	77	31(40%)	26 (34%)	20 (26%)

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 recommendations from the Best Value Review of the Police Patrol Function, benefits have been accrued. Specific examples of these benefits include:

Early Recommendations

- Spot checks in relation to the content of online briefings and e-mails have noted that there have been no recent breaches of the language used which could be considered discriminatory.

Tasking

- The overall training that Officers are required to take and the content of some individual training programmes have been reviewed and altered to ensure that Officers are suitably trained to fulfil their individual roles.
- PDUs have been put in place in each DCU. This has ensured that each DCU has a training manager and a range of tutors and trainers in place. Additional staff have also been recruited to deliver firearms training.

Strategy

- Vehicle budgets have now been devolved to DCU Commanders and Transport Services have restricted the range of vehicles which DCUs can introduce as part of their fleet. A Framework Document for the Governance of PSNI was agreed in January 2009 to provide instructions to each DCU regarding the management of public money.
- Single Officer Patrolling has been introduced as the default position for all patrols, however local decisions are taken to ensure the safety of all Officers. A range of IT systems are used locally to determine if Single Officer Patrols are appropriate.
- Service Level Agreements between DCUs and Road Policing Units have been put in place in relation to fatal Road Traffic Collisions. These agreements clarify the respective roles of the two Units.
- Twelve Heads of Business Services have been introduced and a written job description has been developed to clarify the role. Each Head of Business must be a qualified accountant and hold full membership of a professional body.

Visibility

- Various initiatives have been progressed to try to release Police Officers for frontline services. This includes the use of electronic case and file preparation which can then be transferred to other criminal justice agencies, the introduction of Court Liaison Officers to reduce the time Officers spend attending court and undertaking a range of consultation to transfer responsibilities to other agencies.
- PSNI has participated in a range of interagency groups to progress various initiatives such as the Coroners Working Group, the Death Certification Working Group, the Alternatives to

Prosecution Group, the Delay Action Team and the Fine Default Implementation Working Group.

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 PSNI's front line Patrol function and release resources for front line policing. As 27% of the outstanding recommendations have not yet been implemented and 34% have been superseded by alternative approaches or changes in circumstances, the full benefit of the BVR of Patrolling has yet to be attained. The evidence which we have gathered through the course of our review would suggest that where the recommendation has been implemented, benefits have however been obtained.

While the savings of implementing recommendation 51 was not quantifiable, it was noted that between 2007 and 2008 there had been a 90% reduction in the number of abnormal loads escorted by PSNI.

Recommendation 73 noted that the introduction of digital pens will cost £3,593,432 over the five year rollout period.

1.4.3 Impact of Not Fully Implemented Recommendations

While a number of recommendations remain not fully implemented (20), it is noted that significant progress has been made since the previous PIR. It is also recognised that although the status of some recommendations has been noted as "not fully implemented" within this review, eighteen of these recommendations have been progressed and are due to become implemented in the future.

It is also noted that three of the outstanding recommendations are dependent on available funding for IT solutions and four recommendations are reliant on the introduction of Penalty Notices for Disorder (PNDs) in Northern Ireland. PSNI is currently addressing the introduction of PNDs through participating in the Alternatives to Prosecution Working Group.

By not implementing the outstanding recommendations PSNI has forgone some of the potential benefits and has addressed some potential risks. PSNI should therefore progress the implementation of the final outstanding recommendations and ensure that the benefits obtained from implementing the outstanding recommendations are managed in an effective way.

1.4.4 Overall impact of Best Value Review

The implementation of the recommendations provided in the Best Value Review have produced a range of benefits in terms of the efficiency, economy, effectiveness and overall value for money provided by Patrolling.

While a number of the recommendations are yet to be implemented by the PSNI, the impact of those which have been implemented is evident, across the tasking, strategy, and visibility of the PSNI.

From the information which we have received during the course of undertaking this Post Implementation Review it has been evident that the benefits which have been accrued to the PSNI have been as a direct result of the implementation of the recommendations, and that the implementation of the recommendations has been appropriately managed by the PSNI

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

2.1 Purpose

The purpose of the Best Value Review of the Police Patrol Function 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 Patrolling.

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; and
- 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 of the Police Patrol Function 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:

Using the agreed Performance Improvement Plan from the Best Value Review, we 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
- Consider 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 Police Patrol Function 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 Patrolling within the PSNI attains the full benefit of the recommendations.

4 Best Value Review of the Police Patrol Function

The Best Value Review of the Police Patrol Function was included in the Police Service of Northern Ireland (PSNI) Policing Plan 2005-2007 and the PSNI Best Value Review programme 2005-2006.

The objectives of the Best Value Review of the Police Patrol Function were:

- To make recommendations that may lead to increased public satisfaction in relation to patrol
- To make recommendations that may lead to increasing the percentage of officers on patrol
- To make recommendations that may lead to increasing the percentage of time officers spend on patrol
- To make recommendations that may lead to improving service delivery or performance.

5 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 the Police Patrol Function 2005-2006

Recommendation Number	Recommendation Description	Management Response	Progress Evidence	Performance Status
3	PSNI to revise the Implementation Plans for the Policing with the Community (PwC) Strategy and the Working in Partnership Policy to ensure that PwC is the core philosophy and means of service delivery.	Accepted	PSNI Officials informed us that the Policing with the Community Strategy is currently being completely refreshed. This is due to be completed in April 2009.	●
7	Spot checks on the contents of online briefings and e-mails to be made by the Diversity Unit and any breaches to be reported DCU Commander / Branch Head.	Accepted	PSNI Officials informed us that the Diversity Unit have been granted access online briefings and emails to undertake spot-checks on the contents. There have been no recent breaches of language that could be considered discriminatory.	●●●
11	Head of police college to ensure regular reviews and updates as necessary of Student Officer Training Programme (SOTP) to address needs.	Accepted	<p>The Student Officer Training Programme has been reviewed and feedback was obtained from students. The new Programme has obtained accreditation from the University of Ulster and was launched in November 2008.</p> <p>PSNI Officials informed us that a formal review of the new Programme is due to be undertaken in April 2009.</p>	●●●

Recommendation Number	Recommendation Description	Management Response	Progress Evidence	Performance Status
12	Following changes in DCU's following Review of Public Administration (RPA), each DCU to set up Professional Development Units (PDUs) that incorporate tutors and trainers.	Accepted	PSNI Officials informed us that PDUs have been put in place in each DCU and as they are staffed using existing resources the cost of implementation has been negligible. These Units incorporate a range of tutors and trainers.	● ● ●
14	Establish a training manager (at least sergeant level) for each Professional Development Unit (PDU)	Accepted	PSNI Officials informed us that each PDU has an established training manager who is a sergeant or has appropriate experience to undertake the role.	● ● ●
21	Additional staff for firearms training to be appointed as soon as possible.	Accepted	An additional two sergeants and four civilian instructors have been recruited to deliver firearms training. PSNI Officials informed us that a vacancy bulletin for additional Constable Trainers was released in December 2008/ January 2009.	● ● ●
23	The Head Of Police College (HOPC) to identify the demand for Neighbourhood Police Officers course (formally beat officers course) and provide sufficient training (including those issues identified during Best Value Review consultation)	Accepted	PSNI Officials informed us that they are currently consulting externally in relation to the content of the Neighbourhood Police Officers training course. It is anticipated that the content of this course will be finalised in March 2009.	●
25	The Head Of Police College (HOPC) to undertake research looking at alternative provision for Policing with the Community training to minimise opportunity costs.	Accepted	Research looking at alternative provisions for Policing with the Community training has been completed and a draft business case is currently open for discussion. PSNI Officials informed us that training is currently being planned and developed using the information gained from the research.	● ● ●

Recommendation Number	Recommendation Description	Management Response	Progress Evidence	Performance Status
26	The Head Of Police College (HOPC) to ensure continued long-term advertising of Core Leadership Development Programme (CLDP).	Accepted	PSNI officials informed us that the CLDP Programme is currently offered as part of the First Line Supervisors Programme, but is not yet part of Second Line Manager's development. There are plans to launch the Staff Programme (including CLDP) in April 2009 and the Sergeant's Training Programme in March 2009.	● ● ●
27	The Head Of Police College (HOPC) to work with Human Resources (HR) to have completion of Core Leadership Development Programme (CLDP) (or parts) considered as part of the Annual Performance Review (APR) (review currently under way by HR).	Accepted	The Sergeants Promotion Service Procedure notes that new Sergeants are required to complete a range of CLDP modules as part of the mandatory training during their initial 12 month probation period. PSNI Officials informed us that the introduction of CLDP for Inspectors is due to begin in 2010.	● ● ●
28	The Head Of Police College (HOPC) to work with Human Resources (HR) to have completion of Core Leadership Development Programme (CLDP) (or parts) considered to replace part 3 of the promotion process (under review currently by HMIC).	Accepted	Part 3 of the Sergeants Promotion Service Procedure promotion process now requires Sergeants to complete four CLDP modules during their initial 12 month probation period.	● ● ●
31	The ACC Criminal Justice Department to implement Recommendation 10 set out in the 2004 DCU Best Value Review of DCUs (Minimum Standards for investigation).	Accepted	PSNI Officials informed us that the consultation period for the implementation of this recommendation was recently extended to the end of January 2009. Work on the implementation of this recommendation is ongoing.	●
34	To conduct a Training Needs Analysis for National Intelligence Model (NIM) and then provide role specific training for all staff.	Accepted	NIM training is now incorporated into the new Student Officers Programme as part of the Problem Solving day. Topics include the SARA problem solving model, the Analyst Centre and role of analysts.	● ● ●

Recommendation Number	Recommendation Description	Management Response	Progress Evidence	Performance Status
35	Publish a Communication Strategy that will market and explain in an easily understood format how National Intelligence Model (NIM) relates to all Police and Support staff. Staff should be able to access information that relates specifically to their role and rank/grade.	Accepted	The PSNI Policy Directive on the National Intelligence Model was reissued in September 2008. It provides information for all staff detailing their role in relation to NIM. NIM is also now included in the training provided by the Police College.	●●●
36	Adopt the HITAD generic briefing / de-briefing model throughout the PSNI.	Accepted	No evidence was provided to demonstrate how this recommendation has been progressed.	●
37	PSNI provides for full devolvement of vehicle budgets to DCU Commanders along with a menu of available vehicles with associated purchase and running costs.	Accepted	Vehicle budgets have now been devolved to DCU Commanders. This includes the costs of fuel, accidents, repairs and transport spares. Transport Services have provided DCUs with an agreed range of fleet vehicles.	●●●
38	Transport services to increase the range of vehicle options e.g. bicycles, scooters, mopeds, segways, vans etc. The intention is to ensure efficient use of devolved vehicle budgets whilst providing flexibility and choice to service providers. Linked to recommendation 37.	Accepted	As part of the reduction of the overall PSNI fleet, Transport Services agreed that its 2007/08 strategic objectives should include reducing the number of high performance vehicles within the fleet and focussing on vehicles which achieve savings through fuel economy and reduced maintenance costs. PSNI Officials informed us that Transport Services now provided a more limited range of vehicles which meet the operational needs of service users.	●●
39	DCU Commanders to pursue sponsorship agreements for vehicles with businesses and the community. General Order 24/94 (Sponsorship Activities).	Accepted	PSNI Officials have informed us that DCUs have not progressed this recommendation to introduce sponsorship agreements for vehicles. It was noted that they expect a corporate approach for sponsorship agreements to be introduced in the near future.	●

Recommendation Number	Recommendation Description	Management Response	Progress Evidence	Performance Status
45	PSNI to negotiate corporate use of public transport system for uniformed officers on duty. To be subject of local risk assessment and corporate guidance and integrated in local patrol strategy for each DCU.	Accepted	PSNI Officials informed us that that there has been limited support for the wide spread implementation of the recommendation. Issues raised include the current security situation, limitations in the timing and availability of public transport across Northern Ireland and a lack of common consensus on the use of public transport between PSNI and the public transport provider.	●●
46	Issue direction that single officer patrol will be the default setting for all patrols 24/7 unless for operational reasons or risk assessment directs otherwise.	Accepted	PSNI's Service Procedure on Single Officer Patrolling requires single officer patrols to be the default position for patrols unless a local decision has been taken that this is not appropriate.	●●●
47	Devise corporate instructions for single officer patrolling in conjunction with the IT Call Management Project.	Accepted	SP 16/2008 has been issued as corporate instructions for single officer patrolling. The dependencies on IT systems were threefold, all now met: 1 Availability of information for risk assessment 2 Identification of single officer patrols 3 Availability of GPS via Barracuda. It was assessed that completion in two districts only met the requirement at the time	●●●
48	Introduce an electronic system to enable local management teams and supervisors to make informed decisions regarding single officer patrolling. (Software is available that assists those preparing risk assessment through integrating with Command and Control, that updates, in real time information, on attacks on police or any recent incidents that would have to be considered before deploying single officer patrols).	Accepted	PSNI Officials informed us that controllers review a range of electronic systems including NICHE, ISIS and Command and Control prior to allowing single officer patrols.	●●●

Recommendation Number	Recommendation Description	Management Response	Progress Evidence	Performance Status
51	PSNI to take steps to pass the responsibility for escorting of abnormal loads to Department of Regional Development (DRD) Roads Service.	Accepted	<p>PSNI Officials informed us that following consultation with DRD it was noted that the implementation of this recommendation would require a change in legislation. It was therefore agreed that PSNI would continue to take responsibility for escorting abnormal loads.</p> <p>To reduce the number of escorts required PSNI have introduced a pilot scheme to allow hauliers to self escort abnormal loads under certain circumstances. Of 10,185 notifications received in 2008, only 10 were escorted by PSNI. This represents a 90% reduction in escorts in comparison since 2007.</p>	●●
52	Until responsibility passed to Department of Regional Development (DRD) the abnormal load constable's post to be civilianised.	Accepted	PSNI Officials informed us that the Officer undertaking this role now also undertakes a number of other policing functions. The role has evolved to encompass duties such as autocrime, delivering training and legislative aspects of the work and pro-active enforcement against non-compliant hauliers. PSNI do not consider that it is appropriate to civilianise this post.	●●
53	Until responsibility passed to Department of Regional Development (DRD) Police to impose a charge on hauliers for the escorting of abnormal loads.	Accepted	PSNI Officials informed us that after taking legal advice, they were advised that PSNI cannot introduce a charge for escorting abnormal loads.	●●

Recommendation Number	Recommendation Description	Management Response	Progress Evidence	Performance Status
54	Delivery of all road safety education to transfer to DOE Road Safety.	Accepted	<p>PSNI Officials have agreed that the responsibility for road safety education for children and young people should not be delivered solely by DOE Road Safety. The current Memo of Understanding between PSNI and DOE notes that PSNI has responsibility for educating upper and lower sixth pupils which DOE has the responsibility for educating all other children.</p> <p>PSNI Officials informed us that they are currently working with DOE to revise this position to enable PSNI to deliver more road safety education in schools.</p>	●●
57	To establish a Collision Investigation Unit in each region or DCU (if move made for fewer DCUs).	Accepted	PSNI Officials informed us that the Road Policing Unit has recently been incorporated within the Operational Support Department. A Collision Investigation Unit (CIU) is due to be put in place by April 2010.	●
58	To extend Community Speed Watch to NI.	Accepted	PSNI Officials informed us that national guidance on Community Speed Watch is currently being reviewed. Following the completion of this review, PSNI will consider how to progress this initiative.	●

Recommendation Number	Recommendation Description	Management Response	Progress Evidence	Performance Status
61	Road Policing Safety Camera enforcement. Reduce the amount of latitude given to speeding motorists e.g. only allow 10% plus two miles per hour e.g. 35 mph in a 30 limit etc.	Accepted	PSNI Officials informed us that the Northern Ireland Safety Camera Scheme Project Board monitors the capacity of the Fixed Penalty Processing Centre to enable it to comply with ACPO guidelines regarding speed thresholds. The Criminal Justice Inspectorate Report on Road Policy (June 2008) recommends the implementation of the ACPO advised speed thresholds. PSNI Officials informed us that a phased reduction in the thresholds applied to speeding motorists is due to commence in early/mid 2009.	●
62	Undertake a full review of Road Policing Unit resource requirements after Review of Public Administration complete.	Accepted	PSNI Officials informed us that the Road Policing Unit has recently been incorporated within the Operational Support Department and it is intended that a Collision Investigation Unit (CIU) will be put in place by April 2010. A full review of the resource requirements for road policing will be undertaken at this time.	●
67	Introduce Service Level Agreements (SLAs) between DCUs and Road Policing Units (RPU's).	Accepted	Service Level Agreements have been put in place between Road Policing and each DCU in relation to fatal Road Traffic Collisions.	●●●
68	Saturn to be updated with more timely Road Policing statistics.	Accepted	PSNI Officials informed us that they are still working to improve the timely updating of Road Policing statistics.	●
69	Road Policing Units may be devolved to DCU's (After RPA) with a strengthened central road policing branch based on the Road Policing Development Branch. This will be considered as part of the work being undertaken as a result of the RPA.	Accepted	PSNI Officials informed us that the Road Policing Unit has recently been incorporated into the Operational Support Department.	●●

Recommendation Number	Recommendation Description	Management Response	Progress Evidence	Performance Status
70	Road Policing Traffic management officers to be 'civilianised' gradually.	Accepted	PSNI Officials considered the civilianisation of Road Policing Traffic Management Officers and concluded that they do not consider it appropriate to civilianise this post. Factors that impacted this decision include the requirement for the individual to have policing experience and the necessity for particular aspects of the role (such as Road Safety Audits) to be conducted by a Police Officer.	●●
71	Issue mobile data terminals to patrol officers to update Command and Control (C&C) logs at the scene. This should be a priority area within the IS strategy with targets for implementation set.	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.	●
73	Issue mobile data terminals to patrol officers so forms can be completed without the need to return to police stations. This should be made a priority area within the IS strategy with targets for implementation set.	Accepted	PSNI Officials informed us that in the absence of mobile data terminals, a digital pen solution for form completion has been developed. Initial deployment of these digital pens is due in April 2009. The approved cost is £3.9 million over five years.	●●
76	Issue mobile data terminals to patrol officers so e-mails can be read and sent, away from a police station. This should be a priority area within the IS strategy with targets for implementation set.	Accepted	<p>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.</p> <p>In practice PSNI Officials informed us if the technology for mobile data terminals is obtained, email is unlikely to be a lead feature in the initial roll out as it is not considered to be high priority.</p>	●

Recommendation Number	Recommendation Description	Management Response	Progress Evidence	Performance Status
78	If recommendation 77 shows high volume of paperwork (not requiring a Sergeant) that cannot be reduced, DCU Commanders to appoint an Administrative Assistant (AA) (and relief) to deal with all other administrative paperwork. DCU Commanders to agree the hours required for this duty (with flexibility for peaks and troughs in paperwork volume) and the AA to come from within existing DCU support staff (except where the post in the sergeants office is full-time, this staff member should continue to work on other administrative duties).	Accepted	The majority of administrative work is now conducted electronically using the NICHE software package. This recommendation is therefore no longer applicable.	●●
79	Change policy so that police officers will attend but not investigate non-suspicious deaths routinely.	Accepted	A Working Practice Agreement between the Coroners Service and the PSNI Occurrence and Case Management Team requires PSNI Officers to report sudden deaths and attend the post mortem examination. PSNI Officers are not required to undertake any investigation until the post mortem examination determines that the preliminary cause of death is not natural.	●●●

Recommendation Number	Recommendation Description	Management Response	Progress Evidence	Performance Status
80	ACC Operational Support to undertake discussions with the interagency group - consisting of representatives from the Coroners Service, Department of Health Social Services and Public Safety (DHSSPS), State Pathology, Belfast City Council, NIO Forensic Scientific Branch and Forensic Support Agency NI (FASNI) to progress and to cover the following areas; Specific recommendations from the Shipman enquiry, when police or Coroners Officers should attend, Protocols to enable paramedics and nurse practitioners to pronounce "life extinct" at sudden deaths, Protocols to enable paramedics and nurse practitioners to supply information (concerning the death) for the deceased's relatives to provide to the deceased's GP (this is intended to facilitate the issue of a Death certificate), Reducing the information required by pathologists prior to a post mortem, Enabling doctors, nurses, etc to provide information by phone without requiring a written statement (follow-up reports may be required in writing were an inquest is directed).	Accepted	PSNI Officials informed us that they participate in the Coroners Working Group and the Death Certification Working Group to discuss these issues.	● ● ●
83	ACC Operational Support to lobby to have legislation covering the issue of Penalty Notices for Disorder (PNDs) introduced to Northern Ireland.	Accepted	PSNI has been involved in the Alternatives to Prosecution Group which has considered the use of PNDs in Northern Ireland. As per the recommendation, PSNI has lobbied for the introduction of this legislation but this will not be put in place until all the members of the Alternatives to Prosecution Group have agreed to the introduction of PNDs and the legislation to achieve this has been developed and put in place.	● ● ●

Recommendation Number	Recommendation Description	Management Response	Progress Evidence	Performance Status
84	Review the issues raised by the use of Penalty Notices for Disorder (PNDs) in England and Wales and address concerns such as issuing PNDs to one person repeatedly, recording issue of PNDs, content of PND forms etc.	Accepted	<p>PSNI has been involved in the Alternatives to Prosecution Group which has considered the use of PNDs in Northern Ireland.</p> <p>A discussion paper on the Alternatives to Prosecution was published by the NIO in March 2008 and noted a range of issues in relation to the introduction of PNDs and how these issues could be addressed.</p>	●●●
85	Identify the staffing implications (especially for Fixed Penalty Processing Centre- FPPC) if Penalty Notices for Disorder (PNDs) are introduced (including an increase in money warrants for unpaid PNDs).	Accepted	<p>PSNI Officials have been involved in discussion regarding the introduction of PNDs in Northern Ireland.</p> <p>PSNI cannot progress this recommendation until legislation for the issue of PNDs has been agreed and put in place.</p>	●
86	Consider outsourcing of the processing of Penalty Notices for Disorder (PNDs).	Accepted	<p>PSNI Officials have been involved in discussion regarding the introduction of PNDs in Northern Ireland.</p> <p>PSNI cannot progress this recommendation until legislation for the issue of PNDs has been agreed and put in place.</p>	●
87	Ensure the issue of Penalty Notices for Disorder (PNDs) is compatible with the PSNI IT system.	Accepted	<p>PSNI Officials have been involved in discussion regarding the introduction of PNDs in Northern Ireland.</p> <p>PSNI cannot progress this recommendation until legislation for the issue of PNDs has been agreed and put in place.</p>	●

Recommendation Number	Recommendation Description	Management Response	Progress Evidence	Performance Status
88	In relation to PNDs, identify and implement training requirements.	Accepted	<p>PSNI Officials have been involved in discussion regarding the introduction of PNDs in Northern Ireland.</p> <p>PSNI cannot progress this recommendation until legislation for the issue of PNDs has been agreed and put in place.</p>	●
89	Implement an IT system for electronic case preparation and recording all details associated with file preparation.	Accepted	<p>Electronic case and file preparation is now conducted using software programmes called NICHE, HORIZON and Causeway. NICHE allows officers to enter all the details of each case and statements and additional information can be scanned and added to the electronic file. This is then accessed by other criminal justice agencies using Causeway.</p>	● ● ●
96	Introduce a Court Standby System similar to that used by Lothian and Borders police. (A Court Liaison Officer (CLO) works at the court and is contacted by officers attending that day. The CLO ascertains whether the officer is needed and contacts them to attend within a set time period. While awaiting this call the officer remains on duty in their station or on patrol.	Accepted	<p>PSNI Officials informed us that Court Liaison Officers have been appointed in all appropriate locations. The CLOs role is to deliver an efficient and effective Occurrence Management and Case Management function within their District.</p>	● ● ●
97	Support the Court Service initiatives to reduce the number of late guilty pleas and adjournments.	Accepted	<p>PSNI Officials informed us that the introduction of a fixed fee for Legal Aid in 2009 is expected to assist with late guilty pleas and adjournments.</p> <p>PSNI Officials also noted that they participate in the 'Delay Action Team' of the Criminal Justice Board which considers this issue.</p>	● ● ●

Recommendation Number	Recommendation Description	Management Response	Progress Evidence	Performance Status
101	Seek to transfer the responsibility for executing warrants (excluding arrest warrants) to the Court Service.	Accepted	PSNI participate in the Fine Default Implementation Working Group and have sought to transfer the responsibility for executing money warrants to the Northern Ireland Office. A recent NIO publication entitled 'Fine Default in Northern Ireland: A Consultation' highlighted the work being undertaken by the Group to reduce the number of warrants issued and noted that the Northern Ireland Court Service is currently piloting a more proactive fine enforcement process.	● ● ●
102	Seek a change in legislation to enable contract staff to escort prisoners arrested on money warrants.	Accepted	<p>PSNI Officials have undertaken discussions with the Northern Ireland Prison Service (NIPS) to progress this issue. A NIPS feasibility study was carried out in April 2006 and it was assessed that escorting prisoners arrested on money warrants could be transferred to NIPS.</p> <p>In May 2007 NIPS indicated that they could not undertake any further escort duties until early 2008 due to internal restructuring. NIPS confirmed that this position has not changed since January 2008 and noted that this position would not change for at least another 12 months.</p> <p>As per the recommendation PSNI has sought a change in legislation, but cannot progress this further without the support of NIPS.</p>	● ● ●
103	If recommendation 102 is completed re-negotiate the outsourcing contract for prisoner escorts. This can only happen if legislation is changed.	Accepted	See recommendation 102	● ●

Recommendation Number	Recommendation Description	Management Response	Progress Evidence	Performance Status
105	Seek to transfer all responsibility for serving summonses from PSNI to the Public Prosecution Service (PPS).	Accepted	PSNI participate in the Summonses Steering Group and have been discussing the possibility of extending the arrangements for postal service delivery to all PPS summonses.	●●●
106	Central Process Office to inform Lay Magistrates of correct method for signing summonses.	Accepted	PSNI Officials have informed us that the Public Prosecution Service now has responsibility for the signing of summonses.	●●
108	Improve communication between Central Process Office (CPO) and DCUs about inability to serve summonses, summonses served just prior to court dates etc. This may be achieved by providing access to Integrated Crime Information System (ICIS) for Criminal Justice Units (CJUs) to complete some fields e.g. date summons served.	Accepted	PSNI Officials informed us that the introduction of the Causeway integration milestone DSM1 in May 2009 will assist communication in relation to summonses.	●
109	Extend the use of sending summonses for Magistrates Courts by Post.	Accepted	PSNI Officials informed us that a Working Group representing PPS, NICTS and PSNI are currently completing a programme of work in relation to the extension of current postal arrangements.	●
110	Extend the use of multiple summonses to reduce paperwork.	Accepted	PSNI Officials informed us that the PPS now have responsibility for issuing summonses.	●●
111	Review of Central Process Office (CPO) staffing levels to ensure they are sufficient to re-date summonses within a reasonable time (This should be in parallel with any change due to RPA and transfer of work to Public Prosecution Service (PPS)).	Accepted	PSNI Officials informed us that the Central Process Office role has now been transferred to the PPS.	●●

Recommendation Number	Recommendation Description	Management Response	Progress Evidence	Performance Status
113	Support the Court Service initiatives to reduce the number of late guilty pleas and adjournments.	Accepted	PSNI Officials informed us that the introduction of a fixed fee for Legal Aid in 2009 is expected to assist with late guilty pleas and adjournments. PSNI Officials also noted that they participate in the 'Delay Action Team' of the Criminal Justice Board which considers this issue.	●●●
114	Review the responsibility of Investigating Officers in ensuring witnesses are in court and not intimidated.	Accepted	PSNI Officials have informed us that this role is now undertaken by PPS and the NICtS.	●●
115	Have the prosecutor (generally the Public Prosecution Service (PPS)) select the most appropriate method for having witnesses attend court from a list of options to include; personal service, registered post first class post etc.	Accepted	PSNI Officials have informed us that this role is undertaken by the PPS and is therefore outside their remit.	●●
116	Make more use of Court Service Regional Court Servers (for personal service only summonses) if they have workload reduced by a move to serve more summonses by post.	Accepted	PSNI Officials informed us that this issue is currently being considered by the Summons Working Group.	●
117	Establish a policy with Magistrates of how they deal with non attendance of witnesses if service is by first class post only e.g. issue of bench warrants.	Accepted	PSNI Officials informed us that the non attendance of witnesses is the responsibility of the NICtS and is therefore outside their remit.	●●
118	Seek to transfer all responsibility for non-arrest warrants (including processing, execution and transfer to prison) from the PSNI to the Court Service.	Accepted	PSNI Officials informed us that this issue is currently being considered by the Multi Disciplinary Fine Default Implementation Working Group.	●
119	Appoint Court Liaison Officers for each DCU. (These officers can perform the roles of "connecting officers" to attend court and connect suspects to offences).	Accepted	PSNI Officials informed us that Court Liaison Officers (CLOs) have been appointed in all appropriate locations. The CLOs role is to deliver an efficient and effective Occurrence Management and Case Management function within their District.	●●●

Recommendation Number	Recommendation Description	Management Response	Progress Evidence	Performance Status
120	Introduce a spreadsheet format for warrants that can be used by all DCUs until a centralised Information Technology (IT) system becomes available. One is available from South Belfast DCU and in use by several DCUs already. This will require Criminal Justice Unit (CJU) support staff to update these spreadsheets.	Accepted	A spreadsheet format for warrants has been introduced pending Causeway integration milestone DSM1 in May 2009.	●●●
121	Enable Integrated Crime Information System (ICIS) to alert for money warrants until a centralised Information Technology (IT) system becomes available.	Accepted	Causeway integration milestone DSM1 in May 2009 will allow money warrant alerts to be entered electronically and PSNI will then be informed through the NICHE programme.	●●
122	Introduce a central Information Technology (IT) system similar to the Warrants Enforcement Bureau (WEB) system used in Sussex police to identify current addresses for offenders. This may be resolved through the NICHE project.	Accepted	Causeway integration milestone DSM1 in May 2009 will facilitate the identification of current addresses for offenders.	●●
123	Criminal Justice Department (CJD) to request that the Public Prosecution Service (PPS) have charges for breach of Bail seen as part of the original file.	Accepted	PSNI Officials informed us that this issue has been discussed with the PPS but that the PPS do not consider this to be practical.	●●
124	Criminal Justice Department (CJD) to request the Court Service to enable the production of prisoners arrested on warrant in mid/late afternoon.	Accepted	PSNI Officials informed us that NICTS has advised that they will try to accommodate the police where possible but that the official cut off time is 12 noon.	●●
125	Criminal Justice Department (CJD) to request that the Court Service have bail conditions (including changes) forwarded to DCUs similar to warrants. This may be achieved through Court Liaison Officers.	Accepted	Causeway integration milestone DSM1 in May 2009 will allow NICTS to update bail conditions and automatically advise PSNI that this has occurred.	●●
126	Criminal Justice Department (CJD) to request the court Service to introduce the use of Electronic Warrants (the original warrant will remain with the Court Service) in conjunction with the NICHE project.	Accepted	Causeway integration milestone DSM1 in May 2009 will facilitate the exchange of electronic warrants.	●●

Recommendation Number	Recommendation Description	Management Response	Progress Evidence	Performance Status
131	Clarify role of business managers as a result of the current review being undertaken by a consultancy firm, and any required changes made.	Accepted	The PSNI have appointed twelve Grade 7 Heads of Business Services. Those appointed must be fully qualified accountants and hold full membership of a professional body. The role of the Head of Business Services has been clarified through a written job description.	● ● ●
132	Undertake a review to address all areas of difficulty indicated including movement of money between budgets by DCU Commanders and Business Managers in local devolvement. Approach ACPO to have change made in current legislation/regulations if required.	Accepted	A Framework Document for the Governance of PSNI was agreed in January 2009. This incorporates the amended budget virement rules and provides instructions on the management of public money.	● ● ●
140	Research is conducted on the viability of introducing GPS to assist with address identification and location of police patrols.	Accepted	PSNI Officials informed us that research has been conducted in two DCUs in relation to the use of GPS. Given prevailing circumstance it was assessed that the technology would not be extended, at this time. Any extension would require significant funding and other resources.	● ●
141	Research is conducted on the viability of introducing GPS that can provide historic data regarding patrol patterns.	Accepted	While the technology to deliver this recommendation is available, PSNI Officials informed us that there is no current business requirement to introduce this service.	● ●

Recommendation Number	Recommendation Description	Management Response	Progress Evidence	Performance Status
142	Research is conducted on the viability of introducing GPS which can act as a tool to assist patrolling. This could be based on system used by tourism companies that act as a guide to highlight locations of local interest. Speed camera detection devices that are pre-programmed with the location of fixed camera sites use the same technology. This could be adapted for use in policing e.g. to highlight crime or RTC hotspots as officers patrol. If device capable of transmitting secure information then info on suspects as well as photos could be sent to GPS receiver as patrols pass certain locations. An example could be where a patrol passes an alleyway the device could highlight that drugs have been sold in the area and show a photo of suspects.	Accepted	PSNI Officials informed us that research has been conducted in two DCUs in relation to the use of GPS. This demonstrated that there was limited use of this technology and the project is therefore not being extended.	●●

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

6 Summary

6.1 Summary of benefits obtained

Through the actions which the PSNI has taken as a result of the implementation of the recommendations from the Best Value Review of the Police Patrol Function, benefits have been accrued. Specific examples of these benefits include:

Early Recommendations

- Spot checks in relation to the content of online briefings and e-mails have noted that there have been no recent breaches of the language used which could be considered discriminatory.

Tasking

- The Student Officer Training Programme content is now regularly reviewed to ensure that it provides the students with suitable training to enable them to fulfil their role. NIM training has now been incorporated in the Programme.
- PDUs have been put in place in each DCU. This has ensured that each DCU has a training manager and a range of tutors and trainers in place. Additional staff have also been recruited to deliver firearms training.
- Research has been undertaken in relation to alternative provision for Policing with the Community. Training is currently being developed in line with the outcomes of the research.
- The Head of the Police College has progressed the promotion of the Core Leadership Development Programme and the requirement to complete the Programme has been incorporated into the Promotion Service Procedure role for some posts.
- NIM training has now been incorporated in the Student Officer Training Programme and the PSNI Policy Directive on NIM provides information to all staff in relation to their responsibilities with respect of NIM.

Strategy

- Vehicle budgets have now been devolved to DCU Commanders and Transport Services have restricted the range of vehicles which DCUs can introduce as part of their fleet. A Framework Document for the Governance of PSNI was agreed in January 2009 to provide instructions to each DCU regarding the management of public money.
- Single Officer Patrolling has been introduced as the default position for all patrols, however local decisions are taken to ensure the safety of all Officers. A range of IT systems are used locally to determine if Single Officer Patrols are appropriate.

- Service Level Agreements between DCUs and Road Policing Units have been put in place in relation to fatal Road Traffic Collisions. These agreements clarify the respective roles of the two Units.
- Twelve Heads of Business Services have been introduced and a written job description has been developed to clarify the role. Each Head of Business must be a qualified accountant and hold full membership of a professional body.

Visibility

- Various initiatives have been progressed to try to release Police Officers for frontline services. This includes:
 - The introduction of a Working Practice Agreement between the Coroners Service and PSNI noting that PSNI Officers are not required to undertake any investigation until a post mortem examination determines that the preliminary cause of death is not natural
 - The use of electronic case and file preparation which can then be transferred to other criminal justice agencies
 - The introduction of Court Liaison Officers to reduce the time Officers spend attending court
 - Negotiation with the Northern Ireland Prison Service to try to enable contract staff to escort prisoners arrested on money warrants
 - Participating in the Summonses Steering Group to try to transfer responsibility for serving summonses from PSNI to the Public Prosecution Services.
- PSNI has participated in a range of interagency groups to progress various initiatives such as:
 - The Coroners Working Group and the Death Certification Working Group to progress various protocols in relation to sudden deaths
 - The Alternatives to Prosecution Group to progress the implementation of Penalty Notices for Disorder in Northern Ireland
 - The Delay Action Team to try to reduce the number of late guilty pleas and adjournments
 - The Fine Default Implementation Working Group to try to transfer the responsibility for executing money warrants to the Northern Ireland Office.
- Pending the introduction of a centralised IT solution, a warrant spreadsheet has been introduced.

6.2 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 PSNI's front line Patrol function and release resources for front line policing. As 27% of the outstanding recommendations have not yet been implemented and 34% have been superseded by alternative approaches or changes in circumstances, the full benefit of the BVR of Patrolling has yet to be attained. The evidence which we have gathered through the course of our review would suggest that where the recommendation has been implemented, benefits have however been obtained.

While the savings of implementing recommendation 51 was not quantifiable, it was noted that between 2007 and 2008 there had been a 90% reduction in the number of abnormal loads escorted by PSNI.

Recommendation 73 noted that the introduction of digital pens will cost £3,593,432 over the five year rollout period.

6.3 Impact of Not Fully Implemented Recommendations

While a number of recommendations remain not fully implemented (21), it is noted that significant progress has been made since the previous PIR. It is also recognised that although the status of some recommendations has been noted as "not fully implemented" within this review, eighteen of these recommendations have been progressed and are due to become implemented in the future.

It is also noted that three of the outstanding recommendations are dependent on available funding for IT solutions and four recommendations are reliant on the introduction of Penalty Notices for Disorder (PNDs) in Northern Ireland. PSNI is currently addressing the introduction of PNDs through participating in the Alternatives to Prosecution Working Group.

By not implementing the outstanding recommendations PSNI has forgone some of the potential benefits and has addressed some potential risks. PSNI should therefore progress the implementation of the final outstanding recommendations and ensure that the benefits obtained from implementing the outstanding recommendations are managed in an effective way.

6.4 Overall impact of Best Value Review

The implementation of the recommendations provided in the Best Value Review have produced a range of benefits in terms of the efficiency, economy, effectiveness and overall value for money provided by Patrolling.

While a number of the recommendations are yet to be implemented by the PSNI, the impact of those which have been implemented is evident, across the tasking, strategy, and visibility of the PSNI.



From the information which we have received during the course of undertaking this Post Implementation Review it has been evident that the benefits which have been accrued to the PSNI have been as a direct result of the implementation of the recommendations, and that the implementation of the recommendations has been appropriately managed by the PSNI.