

PROTECTING VULNERABLE PEOPLE

BEST VALUE REVIEW 2007/08



Final Report



Making Northern Ireland Safer For Everyone Through Professional, Progressive Policing

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ABBREVIATIONS

ACC	ASSISTANT CHIEF CONSTABLE
ACPO	ASSOCIATION OF CHIEF POLICE OFFICERS
ANPR	AUTOMATIC NUMBER PLATE RECOGNITION
ASORMC	AREA SEX OFFENDER RISK MANAGEMENT CONFERENCE
BVP	BEST VALUE PROCESS
C&C	COMMAND AND CONTROL
C2	CRIME UNIT 2
CARE	CHILD ABUSE AND RAPE ENQUIRY
CCF	CHIEF CONSTABLE'S FORUM
CID	CRIME INVESTIGATION DEPARTMENT
CJINI	CRIMINAL JUSTICE INSPECTORATE NORTHERN IRELAND
CSPs	COMMUNITY SAFETY PARTNERSHIPS
D/	DETECTIVE
DATs	DRUG AND ALCOHOL TEAMS
DCU	DISTRICT COMMAND UNIT
DIR	DIRECTOR
DP	DATA PROTECTION
DRM	DESIGNATED RISK MANAGER
DVO	DOMESTIC VIOLENCE OFFICER
FSNI	FORENSIC SCIENCE NORTHERN IRELAND
HMIC	HER MAJESTY'S INSPECTOR OF CONSTABULARY
HoPC	HEAD OF POLICE COLLEGE
HR	HUMAN RESOURCES
HSS	HEALTH AND SOCIAL SERVICES
ICS	INFORMATION COMMUNICATION SERVICES
IIB	INTERNAL INVESTIGATIONS BRANCH
INSP	INSPECTOR
IT	INFORMATION TECHNOLOGY
MARAC	MULTI AGENCY RISK ASSESSMENT CONFERENCE
MASRAM	MULTI AGENCY SEX OFFENDER RISK ASSESSMENT AND MANAGEMENT
NIM	NATIONAL INTELLIGENCE MODEL
NIPB	NORTHERN IRELAND POLICING BOARD
NISORMC	NORTHERN IRELAND SEX OFFENDER RISK MANAGEMENT CONFERENCE
NSPCC	NATIONAL SOCIETY FOR THE PREVENTION OF CRUELTY TO CHILDREN
OHW	OCCUPATIONAL HEALTH AND WELFARE
PCSO	POLICE COMMUNITY SUPPORT OFFICER
PD	POLICY DIRECTIVE
PIR	POST IMPLEMENTATION REVIEW
PPU	PUBLIC PROTECTION UNIT
PSNI	POLICE SERVICE OF NORTHERN IRELAND
PwC	POLICING WITH THE COMMUNITY
QA	QUALITY ASSURANCE
RTC	ROAD TRAFFIC COLLISION
S75	SECTION 75
SIO	SENIOR INVESTIGATING OFFICER
SOCA	SERIOUS AND ORGANISED CRIME AGENCY
SUPT	SUPERINTENDENT
TED	TRAINING, EDUCATION AND DEVELOPMENT
UK	UNITED KINGDOM
VFM	VALUE FOR MONEY

Section 1: REVIEW METHODOLOGY

1. Purpose of the Final Report

The purpose of this Final Report is to provide stakeholders with a clear view of the area reviewed and the issues uncovered during the research.

Additionally, the report outlines a series of improvement activities, which are geared towards improving the effectiveness and efficiency of how the PSNI protects vulnerable people.

The outcome of these improvements will help to shape the direction of how the PSNI protects vulnerable people in the future.

The Review Team has endeavoured to provide as much detail as necessary in this document, however should more information be required, this is available from the PSNI Inspection and Review Team upon request.

2. Introduction

An initial internal Best Value Review Theme scoping exercise was conducted in October 2006, to identify the theme for review during financial year 2007/08. An assessment was conducted on PSNI organisational metrics to highlight areas of relative under-performance. Additionally, a full review was conducted of external reports issued to the PSNI by Her Majesty's Inspector of Constabulary, to identify areas of concern.

In parallel, the Northern Ireland Policing Board also supplied a list of potential themes for consideration.

The following five themes were selected for consideration:

1. Protecting vulnerable people
2. Neighbourhood Policing
3. Serious and organised crime
4. Managing critical incidents
5. Investigating and preventing serious and fatal road traffic collisions

A prioritisation exercise was conducted on the potential themes and the output from this process was a shortlist of themes, which were forwarded to the PSNI Senior Command Team and the Policing Board for consideration (see appendix 1).

Following discussions at the joint Policing Board : PSNI Strategic Planning event, it was decided that the Review Team should proceed with a review of Protecting Vulnerable People.

The theme of Protecting Vulnerable People was formally approved by the Policing Board Resources and Improvement Committee in February 2007.

This satisfies Part V of the Police (Northern Ireland) Act 2000, which states:

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

3. Project Scope and Objectives

The scope agreed with the Northern Ireland Policing Board for the review included all of the areas covered within the Her Majesty's Inspector of Constabulary definition of “Vulnerable People” namely:

- Children
- Missing Persons
- Victims of Sexual Offences
- Victims of Domestic Abuse

In addition, it was agreed to include “Older People” within the scope of the review.

Following submission and acceptance of the project Terms of Reference (see appendix 2), the following project objectives were agreed with the project board:

- To make recommendations which are geared towards improving the effectiveness of how the PSNI protects vulnerable people
- To make recommendations which are geared towards improving the efficiency of how the PSNI protects vulnerable people

4. Research Approach

The research approach was divided into two main components namely:

- Research validity and
- Focussed research

4.1 Research Validity

A formal process was undertaken to ensure that the research to be conducted would be valid for the specific theme selected – ie to ensure that the Review Team formulated questions around valid sub-themes and topics. Validity was accomplished by using three complimentary processes:

4.1.1 Initial Consultation

An initial consultation was conducted by the Review Team covering:

- Internal stakeholders: Including the PSNI Senior Command Team, District Command Unit Commanders, Response Officers, Neighbourhood Officers, Domestic Violence Officers, Youth Diversion Officers, Child Abuse and Rape Enquiry Officers, CID Officers and Minority Liaison Officers.
- External stakeholders: Covering all groups included within Her Majesty’s Inspector of Constabulary’s definition of vulnerable people namely: Children, Victims of Domestic Violence, Victims of Sexual Offences and Missing Persons. In addition, the Review Team also included Older People at the request of the Northern Ireland Policing Board. A full list of those consulted is included in appendix 3.

4.1.2 Desktop Research

The Review Team conducted an extensive desktop research exercise to gain a wider understanding of the issues around protecting vulnerable people. A full list of the documents researched is included in appendix 4.

4.1.3 Her Majesty's Inspector of Constabulary

Her Majesty's Inspector of Constabulary had developed an extensive body of good practice based on inspections across the UK. Each inspection was conducted by using a good practice "checklist" to ascertain the relative performance of each Police Force.

An analysis of the issues raised from the initial consultation and the desktop research indicated a very strong correlation with the framework being used by Her Majesty's Inspector of Constabulary for inspection purposes. On discussion with a Chief Superintendent from Her Majesty's Inspector of Constabulary and with agreement from the Northern Ireland Policing Board, it was decided to utilise the framework designed by HMIC for the purposes of this review.

4.2 Focussed Research

The Review Team used the agreed Northern Ireland Policing Board / PSNI approach to Best Value, derived from the Home Office approach called "The 4Cs" which covers:

- Consultation
- Comparison
- Challenge
- Competition

4.2.1 Consultation

Following the research validity phase of the project, the Review Team identified key stakeholders for more detailed consultation in the area of protecting vulnerable people.

The key objectives of this consultation were to identify PSNI practices, which may be the cause of the issues discovered during the initial consultation, as well as to identify possible realistic options for improvement. A full list of those consulted during the focussed consultation is provided in appendix 4.

4.2.2 Comparison

Comparison was drawn with 24 Home Office forces via published baseline assessments and published reports and telephone interactions.

International comparison was achieved via published articles from the United States Department of Justice, Senior Citizens Register Australia, Child Protection Australia and the South African Police.

Documents used for international comparative purposes are also included within appendix 4.

4.2.3 Challenge

Following the research validity phase of the review, the planned approach was challenged with a Chief Superintendent from Her Majesty's Inspector of Constabulary to ensure that the process to be employed was acceptable.

This approach was then further challenged and accepted by the Northern Ireland Policing Board Resources and Improvement Committee.

The focussed research phase of the review was challenged on an ongoing basis by the Project Board including the Assistant Chief Constable for Criminal Justice, Chief Inspector Community Safety, Northern Ireland Policing Board Member and officials. Additionally, further focussed research challenge was conducted by the Northern Ireland Policing Board Resources and Improvement Committee during regular presentations by the Project Manager as well as regular written updates to a schedule as directed by the Policing Board.

At the point of Option generation, the options were circulated to the key stakeholders used during the focussed consultation for challenge and comment.

Finally, recommendations were circulated to the PSNI Chief Officers for challenge and comment prior to final decision, acceptance and implementation plan generation.

4.2.4 Competition

Where possible the Review Team have considered whether a particular service could be provided in a different and more competitive way.

Section 2: FINDINGS

POLICY FINDINGS

The PSNI currently have various Service Policies and Procedures covering individual aspects of the protection of Vulnerable People. Whilst it is acceptable to have multiple Policy Directives, it is desirable to have integration between the various disciplines within Vulnerable People procedures. This will provide improved alignment at operational level. The initiation of Public Protection Units will provide an ideal opportunity to better co-ordinate these activities under one Vulnerable People framework.

Recommendation 1:

PSNI will develop and implement an integrated Service Procedure outlining how it protects Vulnerable People. This document will cover all aspects of Vulnerable People as defined by HMIC, including: Missing Persons, Sexual Offences, Children and Domestic Abuse.

Benefits:

- Clarity around the processes to be used to protect Vulnerable People
- Greater integration between the various disciplines within the Vulnerable People framework

Risks:

- Resources and training of the proposed Public Protection Units
- Areas where core responsibility is blurred between more than one Chief Officer

PSNI currently have a basic written accountability framework attached to Missing Persons Service procedure 40/2003. However a more comprehensive framework with clear lines of supervision and accountability through to the ACPO lead would be of benefit. The role of the Senior Investigating Officer (SIO) should also be clear within the structure.

There is also no evidence of a clear formal accountability structure within either the current or new draft Domestic Abuse Policy Directives. From consultation sessions with Domestic Violence Officers, it would appear that the line of supervision for DVO's is unclear and there appears to be no corporate approach to DVO management. In some instances Domestic Violence Officers do not know who their direct line manager is, in other cases the closest link to the DVO is a Chief Inspector, which during consultation was considered too far removed. Furthermore, no evidence was found of a clear accountability structure/framework within current Child Protection Policy Directives (the exception being found in PD 06/05 but only in relation to incidents involving PSNI officers and staff). Within the MASRAM process, accountability is managed by the Area Sex Offender Risk Management Conference (ASORMC), and the Northern Ireland Sex Offender Risk Management Conference (NISOSMC) groups. Designated Risk Managers within the PSNI voiced concerns over the level of internal accountability. These Officers felt they were the last line of accountability within the PSNI and felt a lack of support and understanding from senior management.

Recommendation 2

PSNI will design and implement a clear accountability framework for the protection of Vulnerable People (this should include all HMIC defined categories for vulnerable people as well as older people). This framework will include all associated roles from operational officers up to and including ACPO Lead.

Benefits:

- Clear understanding of the lines of accountability and supervision.
- Operational officers will feel better supported to perform their role with greater assistance from senior management

Risks:

- None identified

Examination of crime statistics indicates that older people are actually less likely to be victims of crime than most other demographic age groups (see appendix 5). It is rather the fear of crime amongst older people, which is the greatest problem. This was borne out with comments from the Fold Housing Association who cited fear of crime as one of the main reasons why older people increasingly opt for sheltered accommodation. A consultation with Social Services also revealed that the safer older people feel in their community, the better their health and welfare is likely to be.

A key driver identified to reduce the fear of crime is that older people want a visible police presence with a local bobby on the beat. This higher visibility and a greater level of patrolling would help to address their fear of crime. Resources however were consistently identified as a constraint to this. During a reality check in four rural DCU's, the Team were told by Neighbourhood Officers that they are aware of who the older people are in the District, but that they don't have the resources to get round them all. The fear of crime needs to be addressed corporately, but not necessarily by a separate reassurance policy just for older people. It may be more appropriate to include a "fear of crime" focus within the organisational Community Safety Strategy.

Recommendation 3:

The PSNI will update its Policing with the Community Strategy to include greater emphasis on tackling the fear of crime on older people through positive reassurance.

Benefits:

- This would highlight further the fear of crime by older people
- Fear of crime will be woven into the Policing with the Community Strategy

Risks:

- None identified

Some work has been undertaken by individual Districts to identify multi-agency opportunities, for preventative work in the area of repeat missing person's reports from Care Homes. To date however, this work has been disjointed and could be improved by adopting a Service-wide approach. A pilot scheme involving joint working with partners conducted in 2006 has been completed and evaluated, with good results. It would be prudent now, for the Service to progress this work via a more formal corporate guidance on how the PSNI will interact with Child Residential Units.

<p>Recommendation 4:</p> <p>The PSNI will along with HSS partners, formulate "Guidance" in relation to Police involvement with Residential Units and the Safeguarding of children missing from home and foster care. This guidance should be based on the successful pilot conducted in 2006.</p>	
<p>Benefits:</p> <ul style="list-style-type: none"> ▪ It may reduce the amount of unauthorised absences from local authority care homes ▪ It will support a more effective collaboration between the HSS and the PSNI with respect to safeguarding children ▪ It will assist in the risk escalation process for missing children 	<p>Risks:</p> <ul style="list-style-type: none"> ▪ Possible interface / communication issues with the HSS

PROCESS FINDINGS

Although crimes against children are included in the 2007 – 2010 Policing Plan (p17) under ‘Tackling Crime’, this is not specific to ‘Child Abuse’. Rather it merely states ‘to reduce violent crime against children by 2%’ (This attracted adverse comment from both Barnardos and NSPCC representatives spoken to during the external consultation process).

There are currently no clear outcome based metrics for child abuse in Part 2 of the Policing Plan, however it may be prudent to use Part 3 as a mechanism to explore the development of such metrics for the future.

Recommendation 5:

PSNI will along with key partners, explore how specific Child Abuse parameters can be built into Part 3 of the Policing Plan.

Benefits:

- More defined, clear and unambiguous, direction & leadership given.
- Policing Plan will better reflect the PSNI response to Child protection issues.

Risks:

- It may prove very difficult to measure
- It may be impossible to fully deliver on this as it is heavily reliant on joint working with Social Services.

There appears to be a lack of communication between Domestic Violence Officers and CARE units. For example the Policy Directive requires front line officers & Domestic Violence Officers to inform Social Services where children involved, but there is no clear direction on informing CARE. There was further evidence (during the consultation process) that this extends across other aspects of child protection including missing persons and MASRAM as well. During the consultation process, there were indications that CARE units are under resourced. Difficulties may arise due to the intricate nature of cases and the resulting lengthy periods away from the office in court.

Replacements for staff lost through transfers etc do not appear to have been dealt with expeditiously. Furthermore Domestic Violence Officers in some Districts are currently routinely ‘abstracted’ to perform other duties.

There also appears to have been a lack of clarity with respect to roles and responsibilities within the various strands of Vulnerable People. By way of example, there is a Domestic Violence Officers Job Description in PD 02/04 but it needs to be updated to include the MARAC role and Risk assessment. Furthermore, a specific job description for CARE officers was requested but could not be produced. The standard approach is to use a generic application form for C2 recruitment. It is only after this that allocation to specific units is made – that includes CARE units. During the consultation process, it was indicated that job descriptions should be available for Public Protection Units when they are implemented. It would be prudent to ensure that the implementation plan for the rollout of Public Protection Units included: clear

roles and responsibilities, management arrangements, training and vetting requirements, information sharing processes and minimum staffing levels.

<p>Recommendation 6:</p> <p>PSNI will ensure that the implementation process for Public Protection Units includes roles (with clearly articulated job descriptions), management arrangements, co-location, training, vetting, adequate resources and information sharing. Officers involved in PPU's should not be routinely abstracted and used to perform other duties. These issues should be reflected in the new PPU Policy Directive.</p> <p><i>There should be a sound rational for staffing levels within PPU's that takes account for workload and resilience. A minimum standard for staffing including supervisory staff should be consistent service wide</i></p> <p>The proposed supervisory levels will consist of 1 D/Inspector, 1 D/Sergeant and 1 Sergeant.</p>	
<p>Benefits:</p> <ul style="list-style-type: none"> ▪ Improved lines of communication between the various disciplines ▪ Clear understanding of roles and responsibilities. ▪ Improved quality of service delivery. ▪ Promote corporate image to outside agencies. ▪ Corporate approach would drive consistency across the Service ▪ Adequate resources ▪ Reduced abstractions 	<p>Risks:</p> <ul style="list-style-type: none"> ▪ Resources reduced through vetting and selection ▪ Timescales for training ▪ Costs ▪ Estate issues with respect to co-location

During the consultation process, it was identified that there were no plans to have vetting for the officers in relevant roles within Public Protection Units. HMIC recommend that there are robust vetting procedures for all relevant staff with in Public Protection Units. This would ensure that only the correct and most suitable officers are allowed to work within this highly specialised role. PSNI should consider vetting all officers prior to their deployment within Public Protection Units.

Recommendation 7:

PSNI will implement robust vetting procedures for the selection of Police officers and staff in relevant roles within Public Protection Units. Appropriate periodic re-vetting, and management protocols in cases of allegations against police officers will also be included.

Benefits:

- Only officers deemed to be suitable via vetting will be allowed to work within the Public Protection Unit structure.
- Vetting officers may ensure suitability for role and increase public confidence.
- Reduces the risk of adverse external criticism for vetting issues

Risks:

- It may limit the “pool” of people available for appointment
- Costs and timescales for the vetting process

Most Domestic Violence Officers currently maintain their own Domestic Abuse spreadsheets. These spreadsheets are not accessible by Domestic Violence Officers in other Districts – which restricts the Service’ ability to monitor transient crimes. Information can be accessed locally by controllers, but it is cumbersome and is not considered ‘readily accessible’

Furthermore, this information is not secure ie whilst it is cumbersome to access, it can, in theory be accessed by any officer with some effort. This is problematic if an incident specifically involves an officer as a suspect. It may therefore be prudent to identify who needs access to what information within PPU’s, and to then install appropriate access controls to ensure information security.

Recommendation 8:

PSNI will ensure that appropriate Access Control Levels are developed and implemented for the work conducted by Public Protection Units.

Benefits:

- Standardised recording procedures
- Improve communication within and between Public Protection Units.
- Information security will be improved
- Improved control

Risks:

- Cost

At present within the PSNI, missing persons do not routinely fit within the NIM business process. An individual case may be raised if there are resource issues or intelligence gaps.

From a corporate perspective, if the PSNI routinely considered all Vulnerable People strands, including missing persons, in the NIM process they may be able to adopt a greater problem solving approach to this area.

<p>Recommendation 9:</p> <p>PSNI will routinely include all categories of vulnerable persons as a live agenda item within the NIM business process.</p>	
<p>Benefits:</p> <ul style="list-style-type: none"> ▪ Ensures a Service wide control strategy for Vulnerable Persons ▪ It raises Vulnerable Persons onto the agenda for Districts and appropriate Departments ▪ It integrates vulnerable persons issues into existing business processes. ▪ Should reduce the likelihood of abstractions for other duties 	<p>Risks:</p> <ul style="list-style-type: none"> ▪ None identified

The key to success for the Public Protection Unit's will be how the links between the related disciplines are developed and how these areas share information. Consultation has revealed that the PSNI are not planning a corporate structure for creating effective links between the disciplines, but rather the current plan is to allow the linkages to be managed by the Inspector within the Public Protection Unit's. The inherent danger in this approach is that it is entirely personality dependent. HMIC expects clear links between the various components of Public Protection Unit's to ensure effective operation. PSNI should provide corporate communication and information sharing guidelines to ensure effective links between the various disciplines. They should utilise the IT systems that are already in place and ensure that direct communication between disciplines takes place. This will not detract from the Inspector adding further to the communications process as required. It will rather provide a minimum standard to be obtained.

Recommendation 10:

The PSNI will ensure that clear communication and interface guidelines are provided to Public Protection Unit's to ensure that effective communication and information sharing is achieved by using the NIM business process.

Benefits:

- Public Protection Units will have a consistent approach to communication and information sharing.
- The risk of information being lost by the movement of key personnel will be reduced.

Risks:

- None identified

Officers working in the Public Protection Unit's will often have to deal with difficult situations. This is especially true for officers in CARE. Good practice in this area suggests that officers should be regularly debriefed to ensure welfare needs are addressed. There are currently no plans within the Public Protection Unit structure for this practice to be formalised however it is acknowledged that a Designated Employee Support Officer exists who reviews Care Units periodically. There is also some work underway to develop a psychometric approach for the future. It may be beneficial to formalise this program better to include mandatory referrals after difficult cases.

Recommendation 11:

PSNI will provide Public Protection Unit staff with the opportunity to be regularly debriefed by OHW to meet welfare or other needs. This should occur for all officers on a routine basis or when a difficult or stressful investigation is undertaken.

Benefits:

- Public Protection Unit staff will be assisted in dealing with difficult or stressful investigations.
- A corporate approach will ensure all officers are given the same levels of support.
- It may reduce the potential for an officer working in difficult investigations to suffer from 'burn out'
- It potentially improves absence rates if problems are identified and addressed early

Risks:

- Abstraction of officers to attend sessions
- Cost of service provision
- Capacity of Occupational Health and Welfare to provide the service

Presently the PSNI MASRAM Unit uses the Harris Hastings risk assessment tool to assess risks within given cases. This tool is a modern and improved approach to that used before. The tool is however based on data and trends (scenarios) from the United States of America. It would be preferable that this approach was modified to better reflect likely scenarios from Northern Ireland.

Recommendation 12:

PSNI will explore the possibility of developing a more UK specific risk model for the current Harris Hastings approach used, with ACPO.

Benefits:

- By developing an UK specific risk assessment tool - officers will be able to better define the risks within local settings
- Increased interface with other Forces
- Increased relevance within the model used.

Risks:

- Officers completing risk assessments will have to be trained in the new risk assessment tool.
- There will need to be agreement if the tool is to be multi-Force
- Timescales may extend

During the consultation process, it was highlighted that correct closing codes for Domestic Incidents are not always used on Command and Control. This has been identified as leading to errors in the recording statistics from NICHE. This issue is not limited exclusively to Vulnerable Persons incidents, but rather is a wider issue for all incidents across the Service. It may in part be due to the relative increase in the number of people inputting data.

Recommendation 13:

PSNI will allocate specific responsibility for the quality control of Vulnerable People incident recording from Command and Control and NICHE. Districts will audit their data collection and referral mechanisms to ensure statistics accurately reflect work being done.

Benefits:

- Eliminate incorrect recording of Vulnerable People incidents and therefore produce more accurate statistics than present.

Risks:

- Resource to conduct audits
- Training of audit staff

IT RELATED FINDINGS

During baseline and focused inspection activities, HMIC look for effective recording procedures to be in place, supported by IT systems, which allow for the active supervision and review of missing persons. The PSNI currently use a paper-based system and the storage of missing person reports varies from station to station. This is a problem, as it does not allow for effective analysis or review of missing person reports. Changing from a paper-based system to an IT system would allow for effective analysis and review of repeat missing persons. This may also then lead to a reduction in repeat incidents.

Recommendation 14:	
PSNI will scope the potential for extending Niche to include all Vulnerable Persons.	
Benefits: <ul style="list-style-type: none">▪ Niche compatible system▪ Improved recording, supervision, review and analysis of Vulnerable Persons information▪ Greater integration of information	Risks: <ul style="list-style-type: none">▪ Cost

The flagging of incidents on Command and Control (C&C) is disjointed and erratic. Apart from 'Shogun' (indication of a legally held firearm at the address) it is dependent on how the incident is closed by individual controllers. It is acknowledged that the Causeway System can feed court information straight to NICHE, however this information does not flow from NICHE to Command and Control. There is therefore, no flagging for Non Molestation/Occupation Orders, nor previous offender on Command and Control. This is problematic as Command and Control is the main tool used for dispatching officers to incidents.

Recommendation 15:

PSNI will explore how the NICHE system can flag operationally important information such as Non-Molestation Orders and Occupation Orders to ground level officers via Command and Control

Benefits:

- Essential information to frontline officers attending incidents.
- Officers will be better placed to respond effectively and improve quality of service to victims.
- Information would be available in 'real time'.
- Officer safety may be improved
- There will be less reliance on controllers to interrogate the systems

Risks:

- Cost may be a significant constraint.
- Over loading the Command and Control screen with information.

Initial work was undertaken to implement a CATS computer system to better manage Child Abuse cases. This approach has since been changed to a Niche centred approach. In addition, case files are added to the NICHE system, which ensures that information is available. There is however no system for the management of referral cases. An IT based solution would help to better manage referrals.

Recommendation 16:

PSNI will explore how Child Abuse referrals can be designed into the NICHE system.

Benefits:

- Improved management of referrals
- Integration with current systems

Risks:

- Cost

Currently within the PSNI there is no system to inform the relevant officer when incidents occur involving registered sex offenders and individuals managed under MASRAM. It is left to the discretion of the officer investigating the incident or officers involved in the management of offenders, to trawl the command and control system to see if any incidents have taken place. Officers carrying out checks via ICIS will be informed if the individual is a registered sex offender. It may be beneficial to have a system in place so that officers engaged in the management of sex offenders are informed if offenders are involved in any incident. This may help bridge an intelligence gap and assist with the supervision of sex offenders. This process may involve a link between Command and Control and ICIS or alternatively a

solution within NICHE. An extension of the current flagging system on ICIS with a direction to the Investigating Officer to complete the task of updating the relevant DRM may suffice.

Recommendation 17:	
PSNI will explore the possibility of implementing a system that allows officers involved in the management of sex offenders to be informed if an offender is involved in any incident. This may be achievable by enhancing the flagging system currently available via NICHE.	
Benefits:	Risks:
<ul style="list-style-type: none">▪ Officers involved in the management of offenders will be kept informed if a subject is involved in an incident.▪ There may be a better flow of intelligence between officers involved in the MASRAM process and front line officers.	<ul style="list-style-type: none">▪ A suitable system will have to be put in place to manage the information system.▪ MASRAM officers may receive a large amount of information.▪ A policy may have to be developed to ensure compliance with recommendation

TRAINING RELATED FINDINGS

Whilst it is acknowledged that training has been identified for PPU officers and staff, the consultation process highlighted some issues with the training of neighbourhood and response officers in the area of vulnerable people.

There appears to currently be minimal training for officers in the investigation of missing persons. Student officers receive a basic class during their time in the Police College. During the consultation process, front line officers believed they would benefit from training in missing person investigations.

This would include training in the risk assessment process, awareness of what specialist groups are available (both internal and external), tactical options and basic lines of enquiry.

The consultation process also indicated that domestic abuse subjects in training for front line officers is ad-hoc and dependent on management 'personalities' to take forward. There are pockets of good work in this area with Women's Aid. (e.g Ballymena), however there is no corporate approach. The Domestic Violence Policy Directive is generally not read by front line officers – it is rather seen as specific to Domestic Violence Officers.

Recommendation 18:

The PSNI will implement a planned approach to educating all relevant staff in public protection matters..

Benefits:

- Neighbourhood and Response officers will be more aware of how vulnerable people are managed

Risks:

- Cost of delivery
- Resistance by supervisors to release officers
- Officers failing to take responsibility for their own development

Presently at operational level within the PSNI local Inspectors perform the role of (designated risk manager) DRM. It was evident from speaking with these officers that they feel insufficiently trained to perform the role. The officers have attended a daylong seminar but did not deem this as adequate training to perform the role of DRM. They also felt unsupported by senior officers because they were unaware of the MASRAM process.

It is a similar situation for constables who perform the role of visiting officers. A number of officers have attended the daylong seminar but many are performing home visits with no training at all. Officers also felt that training in VISOR and ICIS would be beneficial. It is acknowledged that the PSNI has undertaken a training needs analysis to assess what training is required for operational officers involved in the MASRAM process. This training requirement is now included in the TED Strategy. There is however a lack of a clear assessment and evaluation process for this training.

Recommendation 19:

PSNI will design and implement a suitable training assessment and evaluation process to support the new MASRAM training program.

Benefits:

- Only officers who have and can demonstrate the requisite skills will be appointed into MASRAM roles
- Officers will be adequately trained to perform operational roles within MASRAM
- Officers will be confident in their legal powers relating to MASRAM visits

Risks:

- Officers may have to continue to perform the role untrained due to training and evaluation backlogs
- It may reduce the pool of qualified officers
- Cost
- It may dissuade some officers from applying for MASRAM roles

Section 3: POTENTIAL FOR SAVINGS

Vulnerable People Potential Savings/Benefits

ABC Statistics(05/06)	Cost of incidents	Annual cost of constable	Annual cost of sergeant	Annual cost of inspector
Missing Persons	4,406,981	44,748	54,423	70,222

Equates to

1% reduction	44,070	1 constable
2% reduction	88,140	2 constables
3% reduction	132,209	3 constables
4% reduction	176,279	4 constables
5% reduction	220,349	5 constables
10% reduction	440,698	10 constables

ABC Statistics (05/06)	Cost of incidents	Annual cost of constable	Annual cost of sergeant	Annual cost of inspector
Domestic Dispute	13,586,569	44,748	54,423	70,222

Equates to

1% reduction	135,866	3 constables
2% reduction	271,731	6 constables
3% reduction	407,597	9 constables
4% reduction	543,463	12 constables
5% reduction	679,328	15 constables
10% reduction	1,358,657	30 constables

ABC Statistics (05/06)	Cost of incidents	Annual cost of constable	Annual cost of sergeant	Annual cost of inspector
Sexual Offences	6,952,000	44,748	54,423	70,222

Equates to

1% reduction	69,520	1.5 constables
2% reduction	139,040	3 constables
3% reduction	208,560	4.5 constables
4% reduction	278,080	6 constables
5% reduction	347,600	7.5 constables
10% reduction	695,200	15 constables

Section 4: IMPLEMENTATION PLAN

Recommendation	Milestone	Date	Accountable Officer	Implementation Officer
1,2,9, 10, 11	Draft new Service Procedure	Feb 08	ACC Criminal Justice	Chief Inspector Community Safety
	Complete External consultation	June 08		
	CCF approval	Sept 08		
	Release	Oct 08		
3	Draft Strategy	Oct 09		Supt Policing with the Community
	Consultation	Dec 09		
	Approval	Jan 10		
	Delivery	Mar 10		
4	Draft Guidance	Jan 08		Insp Community Safety
	Consultation	Mar 08		
	Final Draft	April 08		
	Approval	June 08		
	Launch	July 08		
5	Explore child abuse definitions with partners	Mar 09		Chief Inspector Community Safety
	Consider draft parameters	May 09		
	Consider inclusion in Policing Plan	Oct 09		
6	Approval for PPU's	May 07		Supt Service Vetting
	Agreement on resources	Oct 07		
	Roll out plan created	Nov 07		
	Roll out commenced	Mar 08		
	Evaluation completed	Dec 08		
7	Vetting policy consultation	June 08	Chief Inspector Community Safety	
	S75 screening	June 08		
	Redraft of policy	July 08		
	CCF approval	Sept 08		
	Roll out	Dec 08		
8	Access control level defined	Feb 08	Supt Community Safety	
	Interface with Niche Team re: IT	Mar 08		
	Operational system	July 08		
12	Interface with ACPO	May 08	DCU Commanders	
	Feasibility	Oct 08		
	Decision / Development	Dec 09		
13	Allocate responsibility for QA	May 08	ACC Operational Support	
	Commence QA	July 08		
14, 15 16, 17	Define requirements	Dec 08	ACC Criminal Justice	
	Scope possibilities	Mar 09		
	Investigate security implications	May 09		
	Business case / costing	Aug 09		
	Decision	Oct 09		
18	Design Communications Plan	Jan 08	Dir HR	
	External communications via magazine	Mar 08		
	Commence lead team training	Mar 08		
	Callsign article	Mar 08		
	Conference for Senior Staff	May 08		
	Leaflet drop for officers	May 08		
	Press Blast	July 08		
	Lead team roll out complete	July 09		
19	Design evaluation process	Jan 09	HoPC	
	Pilot process	Jun 09		
	Roll out	Aug 09		

Appendix 1

Best Value Review 2007/2008 – Theme Selection



1. Introduction

Part V of the Police (Northern Ireland) Act 2000 states:

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

The agreed mechanism for these arrangements is the PSNI/NIPB “Best Value Process” (BVP).

The initial step in the BVP is Theme Selection. This step comprises three parts:

1. A PSNI evaluation of performance leading to a short-list of proposed themes
2. A NIPB short-list of proposed themes
3. A ranking process (via the Hertfordshire Matrix) of the consolidation of the afore-mentioned lists to decide the theme for review

The first part (ie evaluation of performance by PSNI) consists of two sub-divisions or sources:

1. Quantitative sources (performance against organisational metrics – from SATURN system)
2. Qualitative sources (weaknesses identified via the inspection process – from HMIC reports).

This report provides the output from step 1 of the BVP.

2. Quantitative data (Source: SATURN system based on figures for financial year 2005/06)

Areas of weakness:

Theme	Measure / target	Performance
Reassurance strategies	Increase % people that think police do a good job by +5%	(variation from target) -3%
	Increase % people that think police treat everyone equally by +5%	(variation from target) -6%
Violent crime	Reduce number of crimes	+5.8% (Urban +7.5%, Rural

		+4.2%)
Hate crime	Monitor number of racist crimes / incidents	+123 (04/05-05/06)
	Monitor number of homophobic crimes / incidents	+24 (04/05 – 05/06)
Volume crime	Increase number of detections of not wearing seatbelts	-2157 (04/05 – 05/06)
Resources	Process 85% of custody cases within 90 days	-5.2%

3. Qualitative data (Sources HMIC Baseline 2005/06, HMIC Review of Scientific Services)

Domain	Theme	Area highlighted
Citizen focus	Reassurance	Diversity compliance
		PwC / Community engagement
		Quality of Service
		IIB protocols
Reducing crime	Hate crime	Crime against the elderly
		Domestic violence
		Hate crime
		Licensing legislation
		Linking DATs with CSPs
Investigating crime	Hate crime	Increases in hate crime
	Violent / serious crime	Increases in serious crime
		Structure & management of CARE units
	Scientific Support	Support for volume crime & management resilience
Promoting safety	Reassurance	Lack of reassurance strategy
		PCSOs
		Single officer patrols
Providing assistance	Serious crime	Collision investigation units (serious & fatal RTCs)
		ANPR
Resource usage	Reassurance	Call management
		HR policy and practice
		Lack of HR strategy
		Training
		Budget flexibility

		No exit interviews
		DP issues
		Inconsistency of application of HR Policies
		No career pathways
		Lack of organisational learning framework (eg tribunals, accidents etc)
		Haphazard DCU training
		Lack of clarity around Business Manager role
		Fleet size and location of workshops
Leadership and direction	Inspection capability	Lack of internal capability for inspection
	Risk	Risk management process needs developed following improvements in planning process
	External recommendations	Lack of integrated process to manage and drive external recommendations
	Scanning	Lack of environmental scanning unit
Scientific support	General	Lack of volume crime champion
		Need for joint PSNI / FSNI planning
		Improved submissions unit needed
		Need forensic training package (VFM)
		Need to improve accommodation

From the two sub-divisions above (quantitative and qualitative) the following key areas were identified as key drivers for theme selection:

- Violent crime
- Volume crime
- Hate crime
- Reassurance strategy

4. Fundamental theme requirements:

For a theme to be valid for review it needs to satisfy three main criteria namely:

1. It must be outward facing (ie it must be public or customer orientated)
2. For it to be reviewed it needs to be relatively stable (ie it should not be in a state of major flux / change). This is because it is difficult to review a “moving target” – a particular concern given the typical duration of the strategic BVP ie one year.
3. There must not have been any recent major reviews/work conducted (or planned) – as it would need time to embed itself before it could be deemed stable.

5. Theme proposals and scoring:

Following the identification of areas of weakness, an exercise was conducted by the PSNI Senior Command Team to propose cross-cutting themes which would positively impact on said weaknesses.

In parallel, a consultation with HMIC also identified potential themes, which were added to the Senior Command Teams list.

The two lists above were amalgamated, and after duplicates were removed the following cross-cutting themes were proposed for scoring:

- Protecting vulnerable people
- Neighbourhood Policing
- Serious and Organised crime
- Managing critical incidents
- Investigating and preventing serious and fatal RTCs

6. Theme Scoring:

See table A

7. PSNI shortlist for consideration:

1. Protecting Vulnerable People

2. Neighbourhood Policing / Policing with the Community

8. Next steps:

The PSNI short-list must now be amalgamated with the NIPB short-list and subsequently scored against the Hertfordshire Matrix. This will rank the themes and auto-select the highest scoring theme for approval by the PSNI Senior Command Team and the NIPB as the theme to be reviewed during the 2007:2008 Review period.

For further information please contact:

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Table A: Theme Proposal Scoring:

Theme	Violent crime	Volume Crime	Hate Crime	Reassurance Strategy	TOTAL	Outward Facing?	Stable?	No current / Recent work?
Potential themes	<i>Score 1 for each category impacted by theme (half point if slight impact)</i>				<i>Sum for theme</i>	<i>Are fundamental principles satisfied? All three should be a YES!!!!!!!!</i>		
1. Protecting vulnerable people	1	1	1	1	4	Yes	Yes	Yes
2. Neighbourhood policing	1	1	1	1	4	Yes	No (PwC reforming)	No (PwC reforming)
3. Serious and organised crime	1	1	1	0.5	3.5	Yes	No (ref SOCA)	No (ref SOCA)
4. Managing critical incidents	1	0	1	0.5	2.5	Yes	Yes	No (recent Force Orders)
5. Investigating and preventing serious and fatal RTCs	1	0	0	1	2	Yes	Yes	No (BVR of Patrolling recommended Collision Investigation Units)

Appendix 2

Terms of Reference (Revision 3) – Approved by the NIPB

Best Value Review of the Protection of Vulnerable People

1. The purpose of the review is to introduce Best Value and Continuous Improvement into the area of Protecting Vulnerable People, in order to improve the effectiveness and efficiency of the service provided.
2. The Review will cover all of the groups defined as vulnerable under the definition provided by HMIC which includes:
 - a. Children
 - b. Older people
 - c. Domestic Abuse
 - d. Victims of sexual offences (ref: MASRAM, rape, sexual assault)
 - e. Missing persons
3. The Review will cover as a minimum the scope being covered by HMIC (see attachment 1) during their 07/08 Home Office Force Inspection Program, with increased depth being focussed on Children and Older People (as directed by ACC Operational Support and ACC Criminal Justice)
4. The Review will focus on WHAT the PSNI does to protect vulnerable people and HOW WELL the PSNI protects vulnerable people, with consideration for PSNI organisational structure implications ie WHO.
5. The Review will exclude the following:
 - a. Suspects (due to the NIPB Custody Suite program)
 - b. Hate Crime (due to the recent CJINI Hate Crime report)
6. The Review will be conducted using the NIPB / PSNI agreed Best Value Methodology supported by Home Office guidance, and will be managed to the Prince2 Project Management Methodology
7. ACC Operational Support is responsible for delivering the Best Value Review Program and will form a Project Board
8. The Project Board will comprise:
 - a. Project Executive (ACC Criminal Justice)
 - b. Project Oversight (NIPB Membersx1)
 - c. NIPB Project liaison (NIPB Dir Planning)
 - d. Senior Users (Supt Community Safety, DCU Commander)
 - e. Senior Supplier (Head of Corporate Development)
 - f. other (TBA)
9. Delivery of the Review will be accomplished through a Project Team which comprises:
 - a. Project Manager (Head of Inspection and Review)
 - b. Project Assurance (TBA)
 - c. Team Managers (Inspection and Review Staff x2)
10. The Project Team will conduct an initial consultation and desktop study to determine the key areas to be addressed for each group.
11. The Project Board will approve key areas for the project
12. The Project Manager shall prepare a Project Initiation Document (PID) for review by the Project Board and approval by the NIPB Resources and Improvement Committee in June 2007.

13. The Project Team will use the output from the Initial Consultation and Desktop Research to formulate questions for the detailed research
14. An appropriate challenge will be conducted in the review.
15. The Project Team will identify key stakeholders and consult widely using the validated questions to assess problem areas in service delivery
16. The Project Team will identify high performing organisations in the area of Protecting Vulnerable People and will conduct detailed Comparison to identify potential options for improvement.
17. The Project Team will, where possible seek to identify other more Competitive alternatives to service provision (eg via outsourcing)
18. The Project Team will develop key strategic Options for Improvement
19. The Project Team will Consult with key stakeholders to assess their views on the Options
20. The Project Manager will present the Options and the stakeholder views to the Project Board for direction on which Options are to be progressed to the PSNI Chief Officer Group as Recommendations to be considered for implementation.
21. The PSNI Chief Officer group will decide which recommendations are to be progressed to implementation
22. The PSNI Chief Officer Group will identify the Accountable and Implementation Officers for each recommendation to be progressed
23. The Project Manager will revise the Recommendations following the decision by the PSNI Chief Officer Group, and will prepare a draft final report for the Project Executive
24. The Project Team will liaise with Implementation Officers to develop high level Implementation Plans for those recommendations, which are to be progressed.
25. The Project Manager will supply the Implementation Plans to the Project Executive
26. The Project Executive will review the draft final report and implementation plans and submit to the NIPB Resources and Improvement Committee for ratification by 31st March 2008
27. The NIPB Resources and Improvement Committee will review and ratify the Final Report and Implementation Plans.
28. The NIPB Resources and Improvement Committee will formally issue a project closure communication to the Project Executive
29. Where appropriate, recommendations will be included in Departmental / regional plans and Risk Registers.
30. Recommendation implementation status will be monitored via the PSNI organisational accountability framework.
31. NIPB Resources and Improvement Committee will organise a Post Implementation Review (PIR) of recommendations at a suitable timeframe post implementation as agreed with the Project Executive (this will be informed by the timescales detailed in the Implementation Plans).

Appendix 3

Age Concern NI
Autism NI
Ballygomartin Presbyterian Church
Ballymena District Policing Partnership
Barnardos NI
Belfast Health and Social Care Trust
Castlereagh District Policing Partnership
Causeway Womens' Aid
Childline
Childrens Law Centre
Citizens Advice Bureau
Committee for Administration of Justice
Community Safety Unit
Compensation Agency
Craigavon District Policing Partnership
CRUSE (bereavement support)
Derry District Policing Partnership
Disability Action
Down District Policing Partnership
Equality Commission
Family Trauma Centre
Fold Housing Association
Help the Aged
Limavady District Policing Partnership
Lisburn District Policing Partnership
Moyle District Policing Partnership
National Asylum Support
National Missing Persons Helpline
National Society for the Prevention of Cruelty to Children
Newtownabbey District Policing Partnership
Newtownabbey Senior Citizen Forum
NI Human Rights Commission
NI Youth Forum
North Eastern Education and Library Board
Northern Health and Social Care Trust
Northern Ireland Commissioner for Children and Young People
Northern Ireland Housing Executive
One Stop Shop Servie for Asylum seekers
Orangefield Presbyterian Church
Police Ombudsman Office NI
Probation Board NI
Rainbow Project
Rape Crisis Centre
Royal National Institute for the Deaf
Rural Community Network
Salvation Army
South Eastern Health and Social Care Trust
Speech Matters
The Nexus Institute
Translink
Victim Support NI
Western Education and Library Board
Womens Aid
Womens Tec

Appendix 4

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Appendix 5

Notifiable Offences Recorded by Age of Victim (including % of offences where victim's age is unknown) 06/07 : Service									
PLEASE NOTE THAT THE CRIME TYPES PROVIDED IN THIS TABLE OVERLAP AND SHOULD NOT BE ADDED TOGETHER TO PRODUCE A TOTAL									
Financial year to date on Saturn is 01 Apr 2007 - 02 Dec 2007 : last updated 6.12.07									
	Under 18	18 - 64	65 +	Unknown	Age	Under 18 as % all ages	18-64 as % all ages	65% as % all ages	% where age is unknown
Serious Assaults	158	1060	6	1	1225	12.9%	86.5%	0.5%	0.1%
Minor Assaults	5010	18301	264	36	23611	21.2%	77.5%	1.1%	0.2%
Serious and Minor Assaults	5168	19361	270	37	24836	20.8%	78.0%	1.1%	0.1%
Offences Against the Person	5623	25736	365	122	31846	17.7%	80.8%	1.1%	0.4%
Personal Robbery	125	613	86	3	827	15.1%	74.1%	10.4%	0.4%
Violent Crime	6616	27525	479	603	35223	18.8%	78.1%	1.4%	1.7%
Domestic Burglary	35	5679	881	236	6831	0.5%	83.1%	12.9%	3.5%

The above figures have been put together to identify the number of offences occurring where the victim is aged 65+.

Serious assaults cover wounding, GBH, wounding with intent and GBH with intent offences. Minor assaults cover AOABH, common assault and aggravated assault offences.

Offences against the person includes all offences in this offence class.

Personal robbery covers only those robberies where the victim is an individual - robberies where the victim is a business have been excluded.

Violent crime covers the following offence classes: offences against the person, sexual offences and robbery (personal and business).

If figures are required for a crime type that is not provided in this table, please contact Central Statistics Unit.

In using or quoting any figures by age of victim it is important to take into account the percentage of offences where the age of the victim is unknown.

Source: PSNI Saturn system