



**Northern Ireland Policing Board**

**Post Implementation Review**  
**Application of NIM within Road**  
**Policing**  
**Final Report**  
**July 2007**

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Advisory  
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# **1 Executive Summary**

## **1.1 Background and Introduction**

The aim of the Road Policing Strategy is to “ensure District and Road Policing Command Units and relevant Departments have the operational capacity and focus to:

- Reduce the incidence, severity and cost to the community of road collisions
- Improve road user behaviour
- Reduce road user related crime
- Provide a safer environment for all road users
- Ensure vehicles using the roads are safer”.

The Road Policing Strategy indicates that casualty reduction requires patrolling to be directed to enable the highest return from deployment of limited resources. This will be achieved through the effective use of the National Intelligence Model (NIM) to task and coordinate resources effectively.

## **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**

Through the use of the agreed Performance Improvement Plan from the Best Value Review this PIR will:

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

### 1.3 Best Value Review of the Application of NIM within Road Policing

This ‘Floating’ Best Value Review was included in the Policing Plan 2004-2007 under the Police Service of Northern Ireland (PSNI) Best Value Review Programme 2004/05 that was agreed by the Northern Ireland Policing Board (NIPB).

The purpose of the review was to examine the priority areas identified under the HMIC Baseline Assessment process. This was to be assessed against the requirements of the area under review, vis-à-vis the capacity to identify and implement improvements in line with operational objectives and public demand.

### 1.4 Progress on Recommendations

In order to improve the application of NIM within road policing, a total of 19 recommendations were made as a result of this Best Value Review. These recommendations can be grouped into 4 specific areas; Capture and access to intelligence, awareness of NIM and road policing, personnel and links with external agencies.

From January to March 2007 we carried out an extensive data collection and analysis process which included interviews with key stakeholders and a review of various documents. As a result of this we concluded that; 15 (79%) of the recommendations were implemented, 3 (16%) were superseded by external circumstances i.e. change in legislation or in working practices and 1 (5%) was not implemented or insufficient evidence was received to confirm its implementation. This recommendation will therefore be carried forward and reviewed in the next financial year. It is important to the success of this follow up review that the person responsible and the timescale for implementation are agreed in advance.

Category	Recommendation	Implemented	Superseded	Not Implemented fully
Capture and access to intelligence	1, 2, 3, 4, 5, 6, 7	5	1	1
Awareness of NIM and road policing	8, 9, 10, 11, 12, 13, 14	5	2	-
Personnel	15	1	-	-
Links with external agencies	16, 17, 18, 19	4	-	-
<b>Total</b>	<b>19</b>	<b>15</b>	<b>3</b>	<b>1</b>

### 1.5 Acknowledgement

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

## **2 Background and Introduction**

The aim of the Road Policing Strategy is to 'ensure District and Road Policing Command Units and relevant Departments have the operational capacity and focus to:

- Reduce the incidence, severity and cost to the community of road collisions
- Improve road user behaviour
- Reduce road user related crime
- Provide a safer environment for all road users
- Ensure vehicles using the roads are safer.

The Road Policing Strategy indicates that casualty reduction requires patrolling to be directed to enable the highest return from the deployment of limited resources. This will be achieved through the effective use of the National Intelligence Model (NIM) to task and coordinate these resources effectively.

NIM is a UK model launched by the National Criminal Intelligence Service on behalf of the ACPO Crime Committee. It is a model for collating and analysing intelligence which can identify causation factors through 'hotspot management', 'behaviour management', preventative measures and offender targeting, at both individual and corporate levels. NIM is designed to provide informed business planning, linked to operational policing issues thus improving direction and briefing of patrols.

## **3 Review Methodology**

### **3.1 Objectives**

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

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

### **3.2 Approach**

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
- Measure the costs and benefits of the implementation where appropriate.

After analysing the information and consulting with stakeholders we will then highlight any clear improvements that have been achieved since the Best Value Review 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 road policing attains the full benefit of the Performance Improvement Plan recommendations.

## **4 Best Value Review of the Application of NIM within Road Policing**

This 'Floating' Best Value Review was included in the Policing Plan 2004-2007 under the Police Service of Northern Ireland (PSNI) Best Value Review Programme 2004-05 that was agreed by the Northern Ireland Policing Board (NIPB).

The purpose of the Best Value Review was:

- To introduce the 'systems approach' to Best Value and Continuous Improvement relating to the application of the National Intelligence Model for Road Policing resources deployed in enforcement and education activities in the area of casualty reduction
- To review the processes:
  - The identification of road policing issues by DCUs/Road Policing Command Unit
  - The bidding process by DCUs to Regional RP units
  - Tasking and deployment of these Road Policing resources in support of casualty reduction targets
- To challenge, consult, compare and produce an action plan.

The review also aimed to examine priority areas identified under the HMIC Baseline Assessment process. This was to be assessed against the requirements of the area under review, vis-à-vis the capacity to identify and implement improvements in line with operational objectives and public demand. The key issue to be addressed during the review was the application of the National Intelligence Model within Road Policing, both at local and regional levels.

In the Baseline Assessment Report (2004), HMIC highlighted concerns surrounding the level of commitment within some District Command Units to road policing issues in 'Areas for Improvement'.<sup>1</sup> The review examined the application of the National Intelligence Model within the context of Road Policing, both at District Command Unit and Operational Command Unit levels.

The intention of the review was to examine how DCUs identify road policing matters, requiring subsequent bids to Road Policing Command Units and the subsequent tasking and deployment of Road Policing resources in support of casualty reduction. As a result of comparison between DCUs in both regions which have high and low Key Service Indicators, it would be possible to identify good practice which would be transferable throughout the organisation.

The Terms of Reference were agreed with the Head of Road Policing Development on 7 January 2005 and approved by the Audit and Best Value Committee on 27 January 2005.



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<sup>1</sup> Her Majesty's Inspectorate of Constabulary Baseline Assessment of the PSNI 2004

## 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



Recommendation Number	Recommendation Description	Management Response	Progress Evidence	Performance Status
1	In conjunction with the CSU Institute necessary work to have Forms T1-4 available on the intranet site for e-submission as soon as possible.	Accepted	PSNI Officials have informed us that the T1-4 forms are not available on the intranet site, as these forms are currently being changed due to the new system.	●●
2	Head of Central Statistics Unit to re-examine the timeliness of Saturn information in light of recommendation 1.	Accepted	PSNI Officials have informed us that the timeliness of the information flow is not as a result of the Saturn system, rather it is due to the lack of timely provision of information to the Central Statistics Unit (CSU) by officers. CSU have raised the issue at the monthly Chief Constable forum, but have stated that as of yet they have seen little improvement. As a result, there is an approximate time lag of one month on the statistics which are available.	●

Recommendation Number	Recommendation Description	Management Response	Progress Evidence	Performance Status
3	DCU Commanders and OCUs to perform joint operations where sufficient intelligence exists to justify same.	Accepted	<p>A range of joint operations between DCUs and OCUs are being undertaken including initiatives such as Operation Roadsafe which was undertaken 8 times during 2006. The initiative detects the number of road traffic offences during the targeted period, for example 1,029 offences were detected during an initiative that operated between 24/11/06 and 26/11/06. Cross boundary operations are also undertaken.</p> <p>OCU RPU monitor the level of fatal road traffic collisions in order to ascertain the effectiveness of joint operations and the initiatives which they have undertaken to raise public awareness. Statistics show that the number of fatal road traffic collisions has fallen slightly in the last few years from 147 in 2004 to 135 in 2005 and 126 in 2006.</p>	
4	OCU RPU representatives should attend local DCU TTCG meetings on a regular basis to heighten road policing issues within DCU and improve communication/exchange of intelligence.	Accepted	PSNI Officials informed us that OCU RPU representatives attend local DCU TTCG meetings as requested and it is policy to do so. Road policing issues are also highlighted to DCUs through providing information regularly such as daily fatality statistics to focus local attention on problem locations and times.	

Recommendation Number	Recommendation Description	Management Response	Progress Evidence	Performance Status
5	Rural OCU to include intelligence relating to road policing matters on briefing pages for use by local personnel.	Accepted	Briefing pages are provided on the intranet. OCU are currently reviewing the level of activity on the intranet, and have identified that the most commonly used area is the internal phone directory, the white pages. OCU RPU is now planning to target attention towards road policing issues by placing them on the white pages.	
6	DCU and OCU Commanders should maximise the use of the briefing pages as a means of briefing local and visiting personnel to the area in respect of road policing matters and road policing intelligence.	Accepted	All visitors are given access to the briefing pages on the intranet. Local DCU TTCG and those visiting the OCU RPU are given access to review these pages. Road policing briefing pages also address other issues such as drugs, travelling criminals and sex offenders.	
7	Consideration should be given to training more Road Policing Command Unit personnel in the use of PIKE database, including Rural Region personnel.	Accepted	PSNI Officials informed us that the PIKE database has been rolled out across all Road Policing, through a common terminal. All police with access have been told how to use the database. Some specialist units outside of Road Policing have also been given access to the database.	
8	OCU Commanders should re-examine the effectiveness of bidding processes in liaison with DCU Commanders.	Accepted	As a result of the planned restructuring of the DCUs from 29 to 8 in April 2007, this re-examination will be included in the CORE project.	
9	DCU Commanders should consider referencing action to reduce KSIs when developing DCU Policing Plans.	Accepted	PSNI Officials informed us that this has been completed in rural DCUs, but is ongoing in relation to the development of local policing plans for urban DCUs.	

Recommendation Number	Recommendation Description	Management Response	Progress Evidence	Performance Status
10	Attendance may not routinely be required, however, consideration should be given by the DCU Commander to request RPU representation at DPP meetings where road policing matters will be discussed.	Accepted	PSNI Officials informed us that the OCU RPU are working closely with the DPPs both formally and informally. RPU representatives attend DPP meetings as requested. DPPs fund various road safety initiatives and therefore Inspectors regularly brief DPPs on road policing matters and practices. DPP representatives are also consulted on and invited to attend Road Safe Roadshows.	● ● ●
11	Increased awareness of the application of NIM within the context of Road Policing issues should be provided to police and support personnel, based within OCUs, but particularly at DCU level, highlighting the relevance and application of NIM to road policing matters.	Accepted	RPU spoke with DCU Sergeants to determine what information is required for their morning briefings. DCUs are provided with daily briefing documents to focus attention on the location, timing and conditions of road traffic collisions in their area. A briefing model entitled HITAD (Human Resources, Information, Tasking, Allocation, Debriefing) was developed to ensure daily operations comply with NIM.	● ● ●

Recommendation Number	Recommendation Description	Management Response	Progress Evidence	Performance Status
12	Head of Training, Education and Development should consider including issues relating to NIM into all relevant road policing training courses.	Accepted	PSNI Officials have informed us that Traffic and Driver Training provide a Traffic Induction Course to all Road Policing Officers. During this course they are informed of the Road Policing Strategy Document as published on Police Net. This document contains the 33 page strategy for intelligence led Road Policing. Officers are appraised as to how this document relates to their role of law enforcement at a Road Policing Level. As the implementation of this plan is delivered at a regional level, a training manual is not provided in this respect. Relevant heads of Road Policing deliver intelligence through their own structures using local statistics on KSI routes and other relevant target areas. This information is passed to any Beat and Patrol officers who have been trained by TDTU in the use of Speed Detection equipment.	
13	To ensure corporacy throughout the service, DCUs must adhere to service policy/strategies relating to road policing matters.	Accepted	This related to discrepancies re enforcement thresholds for fixed penalty issues and related to Urban DCU personnel. It has now been addressed and RPU are calling officers who breach the thresholds to account through Road Management Officers who have responsibility to ensure a corporate approach is followed. However, the approach varies by DCU which is now being reviewed by the CORE project.	

Recommendation Number	Recommendation Description	Management Response	Progress Evidence	Performance Status
14	DCU Commanders should consider joint working with other agencies in undertaking local media campaigns to heighten road safety awareness locally.	Accepted	The Road Policing Education Officer advised us that numerous road safety awareness campaigns had been carried out. These included the Road Safe Roadshow which was a multi-agency production carried out in conjunction with the Fire Rescue Service, NI Ambulance Service, local HSS Trusts and local charities such as BRAKE and IAM. An annual anti-drink driving campaign is also conducted province-wide and in partnership with An Garda Siochana on an all-Ireland basis. The Road Policing Education Officer is continuously working with DPPs and has a monthly pre-recorded slot on a number of local radio stations covering issues such as motor cyclist safety, pedestrian safety, older people's safety and cyclist safety.	
15	The Director of Analysis Centre should examine issues relating to the supply of Road Policing products in Rural Region reporting the findings to Heads of OCUs.	Accepted	PSNI Officials have informed us that an additional analyst has been employed within Rural OCU	

Recommendation Number	Recommendation Description	Management Response	Progress Evidence	Performance Status
16	DCUs and OCUs to examine ways to improve road safety in partnership with other agencies.	Accepted	DCUs and OCUs are undertaking a range of networking activities with various organisations to improve road safety, such as youth forums, Community Safety Partnerships and the Probation Board. They permit open access to the TTCG and take advice from the public, charities, victim's families and partner agencies. An independent advisory group has also been established. RPU have also developed a cross border group which meets once a month to discuss cross border road safety and to review the effectiveness of the various initiatives that have occurred and identify areas for improvement in future operations.	● ● ●
17	Road Policing Command Units should liaise with Driving Vehicle Licensing Agency to ensure appropriate attention is taken to identify and prosecute known illegal driving instructors and highlight successful prosecutions as a means of deterring others.	Accepted	PSNI Officials informed us that there is currently no intelligence to justify that this is a wide-spread issue. They informed us that if specific intelligence is received, RPU act upon it. RPU is liaising with the DVLA to monitor the issue.	● ● ●
18	A mechanism by which post-operation evaluations can be undertaken by PSNI in conjunction with partner agencies should be developed.	Accepted	PSNI Officials informed us that the mechanism is in place and is being utilised.	● ● ●

Recommendation Number	Recommendation Description	Management Response	Progress Evidence	Performance Status
19	A mechanism by which intelligence can be shared by the PSNI with partner agencies should be developed.	Accepted	The mechanism for sharing intelligence with partner agencies is now formalised and documented in a draft protocol document which is to be used throughout the PSNI. A multi agency forum now meets monthly to share intelligence and there is evidence that this has contributed to increased effectiveness of operations with partner agencies. RPU has provided presentations on the Road Policing Strategy.	● ● ●

- 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

15 (79%) of the 19 recommendations were implemented and a range of benefits have been produced as a result. These benefits can be grouped into four categories:

- *Capture and access to intelligence*
  - Intelligence has been used in a number of ways to improve joint operations, share information more effectively and to ensure that briefings provided are more targeted and promote an awareness of road safety issues. Initiatives such as Operation Roadsafe allowed all DCUs to work together to target road safety during various periods in 2006. As an example of the impact of these operations, over a weekend in November 2006 and 1,029 offences were detected encompassing offences such as speeding, careless driving, not wearing seat belts and not having insurance. 84 people were arrested, 300 were prosecuted, 341 received endorsable fixed penalty notice and 307 received fixed penalty notices.
  - The number of fatal road traffic collisions has fallen from 147 in 2004 to 135 in 2005 and 126 in 2006.
  - Increased access to intelligence has been provided through additional personnel receiving access to the PIKE database through a common terminal.
- *Awareness of NIM and road policing matters*
  - Awareness of Road Policing issues has increased through regular briefings and more targeted provision of information to DCUs and OCUs.
  - RPU has undertaken a range of activities to increase awareness of NIM and road policing matters. The development of a briefing model for NIM has improved the information disseminated in morning briefings and improved awareness of road policing matters through additional promotional activities such as radio slots and awareness raising campaigns. RPU review the impact of these activities to ascertain their effectiveness by looking at records of fatalities and the number of people accessing various areas of the intranet prior to considering alternative methods of increasing awareness.
  - Road policing matters are now more prominent in OCUs, DCUs and DPPs. The issue has been highlighted in a number of training sessions, briefing sessions and presentations. RPU representatives attend DCU and DPP meetings as requested to provide an input on road policing.
  - A range of activities have been undertaken to promote road safety, for example electronic road signs were used during the Christmas period to promote driving safely and not drinking or taking drugs prior to driving. Various campaigns such as Operation

Roadsafe, Drink Driving and Road Safe Roadshows have promoted awareness of road safety to the public.

- *Links with external agencies*
  - Mechanisms have been put in place to undertake post-operation evaluations and share intelligence with partner agencies in a formalised manner. The monthly meeting of the multi agency forum has facilitated this information transfer and has contributed to the effectiveness of the operations with partner agencies. Joint operations which have been undertaken are discussed and areas for improvement are identified in order to provide recommendations to improve future joint operations.
  - The public and various external agencies are now consulted to gauge their opinions and suggestions for the improvement of road safety.
  - Cross Border initiatives have also been undertaken to promote road safety on both sides of the border.

## **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 road safety awareness and the use of intelligence to target road safety which the figures back up.

## **6.3 Overall impact of Best Value Review**

Over the course of our review we collected evidence that road safety and road policing issues have been disseminated to a wide range of people, both internally and externally. There has also been an improvement in the mechanism for transferring information between OCU RPU and DCUs which has assisted the DCUs to target areas with a history of road traffic collisions and fatalities. The reduction in fatalities over the past few years, in combination with evidence of increased partnership working suggests that the adoption of the recommendations made regarding the application of NIM have improved the effectiveness of road policing. OCU RPU are considering the impact of the adoption of these recommendations to identify further mechanisms to improve the application of NIM and to improve the awareness of road safety issues.