

# Northern Ireland Policing Board (NIPB)

Organisational Review of the  
Northern Ireland Policing  
Board – ***Final Report***

**June 2011**

ADVISORY



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# Glossary

<b>ALBs</b>	Arms Length Bodies
<b>CIP</b>	Corporate Implementation Plan
<b>CJINI</b>	Criminal Justice Inspection Northern Ireland
<b>CSPs</b>	Community Safety Partnerships
<b>DFP</b>	Department of Finance and Personnel
<b>DoJ</b>	Department of Justice
<b>DPPs</b>	District Policing Partnerships
<b>DUP</b>	Democratic Unionist Party
<b>ESS</b>	Enterprise Shared Services
<b>FOI</b>	Freedom of Information
<b>FTEs</b>	Full-Time Equivalents
<b>HMIC</b>	Her Majesty's Inspectorate of Constabulary
<b>HR</b>	Human Resources
<b>IAG</b>	Independent Advisory Group
<b>I.T.</b>	Information Technology
<b>KPIs</b>	Key Performance Indicators
<b>MLAs</b>	Members of the Legislative Assembly
<b>NDPB</b>	Non-Departmental Public Body
<b>NICS</b>	Northern Ireland Civil Service
<b>NIPB</b>	Northern Ireland Policing Board
<b>NIO</b>	Northern Ireland Office
<b>NIPSA</b>	Northern Ireland Public Service Alliance
<b>NISRA</b>	Northern Ireland Statistics and Research Agency
<b>OPONI</b>	Office of the Police Ombudsman for Northern Ireland
<b>PBNI</b>	Probation Board for Northern Ireland
<b>PCSPs</b>	Policing and Community Safety Partnerships
<b>PID</b>	Project Initiation Document
<b>PPS</b>	Public Prosecution Service
<b>PR</b>	Public Relations
<b>PSNI</b>	Police Service of Northern Ireland
<b>PwC</b>	PricewaterhouseCoopers

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<b>SDLP</b>	Social Democratic and Labour Party
<b>SF</b>	Sinn Fein
<b>SMT</b>	Senior Management Team
<b>SSC</b>	Shared Service Centre
<b>TED</b>	Training Education and Development (Strategy)
<b>TRIM</b>	Total Records and Information Management
<b>TUPE</b>	Transfer of Undertakings (Protection of Employment)
<b>UK</b>	United Kingdom
<b>UUP</b>	Ulster Unionist Party
<b>VfM</b>	Value for Money
<b>YJA</b>	Youth Justice Agency

# I Executive Summary

## I.1 Introduction

The Northern Ireland Policing Board (NIPB; the Policing Board; the Board) appointed KPMG to conduct an organisational review of the Board. The purpose of the organisational review, in the context of the Board's statutory responsibilities, revised vision and value for money, is to examine the governance structure, the organisational arrangements and staffing resource necessary to ensure that the organisation is efficient and effective, whilst continuing to fulfil its statutory role and obligations within its available budget and future financial constraints.

### I.1.1 Terms of Reference

The agreed terms of reference for this organisational review focussed on the following key areas:

Terms of Reference
<ul style="list-style-type: none"> <li>Undertake a detailed assessment of the governance and organisational structure, staffing, resources and value for money of the Board</li> </ul>
<ul style="list-style-type: none"> <li>Explore the viability of new efficient and effective methods of operation in line with good and developing practice in other governance bodies</li> </ul>
<ul style="list-style-type: none"> <li>Make recommendations for change based on the assessment and analysis</li> </ul>
<ul style="list-style-type: none"> <li>Develop a guide to the implementation of all identified changes aimed at strengthening the corporate systems, capacity and capability in line with the Boards strategic vision and legislative functions</li> </ul>
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<ul style="list-style-type: none"> <li>Develop and implement a programme to address stakeholders' (including staff) concerns, which aims to understand and manage all issues relating to the changes</li> </ul>
<ul style="list-style-type: none"> <li>Develop a communication plan aimed at capitalising on new arrangements and approaches and provide guidance on its implementation.</li> </ul>

### I.1.2 Methodology

The methodology was based on the following approach:

#### ***Project Initiation***

KPMG held a Project Initiation Meeting with the NIPB Leadership Group<sup>1</sup> to discuss the scope and detail of the organisational review. Following the Project Initiation Meeting, KPMG developed a detailed Project Initiation Document (PID) which was issued to the Leadership Group. This contained a detailed project plan including milestones and reporting mechanisms. In addition KPMG met with NIPSA (Trade Union representatives

<sup>1</sup> Made up of the Chair, Vice-Chair, one independent member and political party representatives from each party to steer, drive and oversee the strategic development of the Board

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and staff side). Following this meeting a joint communiqué was issued to staff from NIPSA, the Leadership Group and KPMG. In addition, the PID was distributed to all staff.

### ***Review and Fieldwork***

- KPMG undertook a document review of the relevant strategic papers and other material from the NIPB and the wider external environment.
- KPMG reviewed the governance of the NIPB, which focused on the role, function and performance of committees and the structures and processes in place to ensure their effectiveness.
- KPMG consulted with a wide range of internal and external staff as follows:
  - One-to-one meetings with all Board Members (with the exception of 2 Sinn Fein (SF) Members and two Democratic Unionist Party (DUP) Members who were represented by a party colleague)
  - One-to-one meetings with Acting Chief Executive and the four Directors
  - Twelve staff focus groups (all staff had an input to the review process)
  - In addition a web-based portal was available to all staff for input (there were in excess of 50 submissions to the web portal)
  - One-to-one meetings with external stakeholders (Department of Justice (DoJ), Police Service of Northern Ireland (PSNI), Office of the Police Ombudsman for Northern Ireland (OPONI), Criminal Justice Inspection Northern Ireland (CJINI), PricewaterhouseCoopers (PwC) internal audit team, two external consultants and the Human Rights Lawyer).
- KPMG carried out a review to establish the current Value for Money (VfM) status of the resources committed to the NIPB and in particular the effectiveness of such resources in meeting the needs of stakeholders and customers.

### ***Organisational Analysis and Best Practice***

- KPMG undertook a benchmarking exercise to profile the structure and function of Police Authorities in other parts of the UK. This included: England (Surrey, Lancashire and Cheshire Police Authorities); Wales (Gwent Police Authority); and Scotland (Strathclyde Police Authority) – all of whom were cited as demonstrating good practice within the Reed Review.
- KPMG analysed the current structure of the NIPB in order to establish where the organisation is currently demonstrating best practice and where there is need to adapt and improve.
- KPMG undertook a horizon scanning exercise in order to identify NIPB's future challenges and priorities resulting from internal and external drivers of change, which are likely to affect the organisation in future years.
- KPMG determined the degree to which the NIPB is "fit for purpose" and in a position to meet current and future challenges and developed an outline service delivery model and associated staffing structure.

### ***Reporting***

All information gathered was analysed in order to consider the most appropriate structures that are required in order for the NIPB to run effectively. This report summarises the findings and recommendations from all phases of the organisational review.

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## I.2 Findings

### Continued Need for NIPB

- There was consensus on the continued need for the NIPB. The organisation operates as an independent oversight body, which provides the public with confidence that the PSNI is being held to account.

### Governance and Leadership

- The Board i.e. the 10 political and 9 independent members currently lacks a corporate vision and associated strategic priorities<sup>2</sup> and as a result is often too focused on internal or 'operational' rather than 'strategic' matters.
- There could be much better corporate unity among members and officials.

### Structure and Function

- The organisational structure needs to be defined by legislative responsibility, add value to policing in Northern Ireland and be outcome focussed.
- There is an imbalance between the resources allocated to some Directorates / branches versus the statutory duties required to be fulfilled / outputs.
- Synergies exist between functions which currently sit within separate Directorates.

### Internal and External Communication

- I.T. systems within the organisation (particularly those associated with the TRIM system) limit the extent to which tasks can be carried out efficiently and effectively.
- There is a culture of controlling access to information within the NIPB, which constrains performance.
- There could be more meaningful engagement between NIPB, DoJ and the PSNI. A tri-partite relationship should involve close working together.

### Modernisation

- There is a need to modernise the NIPB and bring the organisation into the 21<sup>st</sup> Century by reducing some of the existing bureaucratic burden.

### Value for Money and Continuous Improvement

- The NIPB is not subject to significant external scrutiny. The organisation needs to focus on outputs and outcomes and to become less process driven. The focus should be on ensuring that any activities of the organisation are focussed on policing, add value and are outcome focussed.

### Organisational Culture

- Feedback suggests that the organisational culture both at management / staff level and board level is fraught with tension, disrespect and at times, unacceptable behaviour.
- The Board acknowledges its duty of care towards staff and is committed to their personal development and well-being.

### Budgetary Constraints

- The DoJ has requested that the NIPB deliver savings of £1.6million over the next four

<sup>2</sup> It is acknowledged that the NIPB as an organisation has a corporate vision and strategic priorities.

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years. Given that one third of the organisation's budget relates to personnel costs it is inevitable that the Board will seek to achieve some of the expected savings in this area.

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### I.3 Governance Recommendations

No	Recommendation	Supporting Evidence / Rationale	Timescale <sup>3</sup>
1	Maintaining a strategic focus	<ul style="list-style-type: none"> <li>The Board needs to focus on its statutory obligations and strategic priorities and ensure that its resources and supporting structures are clearly aligned to these. Consequently, it should:                             <ul style="list-style-type: none"> <li>- Develop a strategic plan as a priority, once the new Board is constituted, subject this to performance monitoring, and periodically re-assess its continued appropriateness.</li> <li>- Develop work plans, capturing strategic objectives and themes to be implemented by the Board, its Committees and its officials, again ensuring that performance against these, and their continued appropriateness, is assessed periodically.</li> <li>- Utilising champions, Committees, cross-cutting project teams and working groups to assist it in implementing its work plans (and, consequently, its strategic objectives).</li> <li>- Ensuring that it continually focuses on strategic, rather than Board operational matters.</li> </ul> </li> </ul>	Immediate and Ongoing
2	Appointment of Board Members	<ul style="list-style-type: none"> <li>While the Policing Board as a collective entity does not have a formal role in directly appointing members, it should periodically (in conjunction with the DoJ), conduct an audit of the skills and experience of members, and the extent to which they represent key sections of the community, and make the Department aware of any deficiencies which might possibly be addressed in future public appointments to the Board.</li> <li>A joint working group between the Policing Board and the Department should be established to clarify the respective responsibilities of the Policing Board and the DoJ, in respect of direct scrutiny of the PSNI.</li> </ul>	Ongoing, but particularly prior to Board appointments
3	Assessing the remit of Committees	<ul style="list-style-type: none"> <li>The Board's Committees should be directed towards assisting the Board itself in addressing key strategic priorities, or statutory obligations and should be subjected to periodic reviews of their effectiveness, in order to ensure that they remain effective and focused on key objectives.</li> <li>The precise remit of individual Committees may change, as the Board's role and strategic priorities evolve.</li> <li>The Board should also consider whether a Committee is the most effective means of</li> </ul>	Short-Term and periodic thereafter

<sup>3</sup> Immediate (0-3months); Short-Term (4-6 months); Medium-Term (7-12 months); Long-Term (13-18 months); and Ongoing (as and when required).  
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No	Recommendation	Supporting Evidence / Rationale	Timescale <sup>3</sup>
		addressing issues on its behalf – in some cases project teams (led by champions but including individuals from across the organisation) may be a more effective and efficient means of addressing issues – see below on collaborative working.	
4	Collaborative working	<ul style="list-style-type: none"> <li>• Greater use could be made of champions (i.e. Board Members or Directors skilled in specific areas of expertise e.g. Human Rights; Finance; HR; IT; and Process Improvement) who could lead specific project teams or working groups on areas of strategic focus – providing an alternative to delegation of matters to specific Committees.</li> <li>• The Reed report recommended the establishment of a Performance Committee, in order to establish more robust performance monitoring of the PSNI. The Board may wish to address this issue through the establishment of a Performance Project Group, which will focus on engaging individuals with experience / skills in performance assessment / improvement from throughout the Board – thereby encouraging collaborative working and avoiding duplication of effort.</li> <li>• The use of project teams / working groups across other strategic themes, led by Board champions, could lead to more effective and efficient use of the Board’s resources.</li> </ul>	Immediate and Ongoing
5	More effective Board / Committee meetings	<ul style="list-style-type: none"> <li>• Given the comments from members as to the effectiveness of Board meetings, particularly in public sessions, it is recommended that the Board should review the format of its meetings with a view to improving their effectiveness.</li> <li>• Board and Committee meetings could potentially be made more effective through a greater focus on strategic matters, and ensuring that clear workplans (aligned to strategic objectives) are developed and continually monitored. There should be a clearer focus on measurable targets / outputs within the Board / Committee workplans.</li> </ul>	Short-Term
6	Effectiveness of Chairman and Chief Executive	<ul style="list-style-type: none"> <li>• Whilst refocusing the Board on strategic objectives, and ensuring that supporting structures (e.g. Members; Committees and Officers) are aligned to these, the Board will require good leadership both from the new Chairman and Chief Executive (once these are in place), in order to ensure that the Board develops and retains this strategic focus.</li> </ul>	Immediate

## **I.4 Organisational Recommendations**

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No	Recommendation	Supporting Evidence / Rationale	Timescale
7	Downgrade the Chief Executive post from Grade 3 to Grade 5	<ul style="list-style-type: none"> <li>• The proposed future structure reduces the size of the NIPB to approximately 49 staff responsible for the administration of a budget of circa £8million per annum.</li> <li>• Knowledge and experience of good practice through previous reviews would indicate that the requirements of this post do not require a salary scale of Civil Service Grade 3.</li> <li>• This is supported by the benchmarking exercise undertaken as part of this review which reflected that Chief Executive's within Police Authorities are paid between £75k and £95k.</li> <li>• A further consideration is the fact that this post has senior and strategic support from both a Chairman and Vice-Chair, both of whom are paid for their roles.</li> <li>• As a result there is no requirement for the Chief Executive post of the NIPB to be greater than Grade 5.</li> </ul>	Immediate
8	Interim arrangements for Chief Executive	<ul style="list-style-type: none"> <li>• The recruitment of a new Chief Executive could take some time and it is recommended that adequate time is taken to ensure a robust approach is adopted. As such there is an immediate need for an interim arrangement to drive the changes required as a result of this organisational review. It is therefore suggested that an external Change Manager / Interim Chief Executive, who is independent of current arrangements is put in place to expedite the implementation of the recommendations of this review (within a six-month period).</li> </ul>	Immediate
9	Remove the post of Deputy Chief Executive	<ul style="list-style-type: none"> <li>• Going forward, it is envisaged that the organisation will reduce its number of Directorates (from four to three) and its staff numbers by approximately 15 posts (to 49 posts), which would weaken the requirement for a Deputy Chief Executive post.</li> </ul>	Short-Term
10	Press / PR to report directly to Chief Executive (rather than a specific Directorate)	<ul style="list-style-type: none"> <li>• The Press / PR function currently sits within the External Relations Directorate, reporting into the Deputy Chief Executive.</li> <li>• This function operates across the entire organisation and has linkages with all areas of work and therefore there is no rationale to locate the function within one specific Directorate.</li> <li>• It is common practice in other organisations for the Press Office to report directly to the Chief Executive (given that most of the work of this function is signed off at Chief Executive level) and this is recommended.</li> </ul>	Short-Term
11	Remove the Private Office - Chief Executive to have 2 PAs (responsible also for Chairman,	<ul style="list-style-type: none"> <li>• The NIPB has a Private Office which consists of three private secretaries who are responsible for providing personal secretary support to the Chairman, Vice-Chairman, Chief Executive, Deputy Chief Executive and four Directors.</li> <li>• Given the proposal to remove two senior posts (the Deputy Chief Executive and one Director); there is no longer a requirement for personal secretary support for these posts.</li> </ul>	Short-Term

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No	Recommendation	Supporting Evidence / Rationale	Timescale
	Vice-Chair and 3 Directors)		
12	Reduce the size of the Corporate Services Directorate to become a Support Services Directorate (linking into ESS arrangements in the longer term)	<ul style="list-style-type: none"> <li>• The Corporate Services Directorate is currently responsible for Secretariat, Finance, Human Resources, Compliance and Police Admin (IOD, pensions).</li> <li>• Following the completion of the DoJ Shared Services Review it is assumed that the Department will roll-out the shared services model, with the aim that the whole justice family make full use of HRConnect, Account NI and IT Assist. The full implication of this will not be visible for some time, and therefore, in the interim, it is proposed that adequate resourcing for these functions will be required albeit that efficiencies in delivery should be sought.</li> <li>• It is recommended that Police Admin is moved to an alternative Directorate with a more external focus given the nature of this work.</li> <li>• It is recommended that the work of compliance is subsumed within the Member Services (Secretariat) branch given the scope for synergies in the nature of work undertaken.</li> </ul>	Ongoing (Medium–Long-Term)
13	Combine PSNI HR TED and Police Admin work	<ul style="list-style-type: none"> <li>• PSNI HR TED previously sat in the External Relations Directorate and responsibility for the Police Admin work sits under the Corporate Services Directorate.</li> <li>• It is recommended the functions are combined within any future structure.</li> </ul>	Short-Term
14	Combine partnerships and community engagement into one function	<ul style="list-style-type: none"> <li>• Partnership Branch and Community Engagement are currently located within the same Directorate but operate as standalone functions.</li> <li>• The Board is committed to enhancing its interfaces and engagement with the community. As such, it is proposed that combining community engagement with the partnership work will raise its profile and enable the work of this area to reach its maximum potential.</li> </ul>	Short-Term
15	Co-locate the functions of statistics and research with work areas primarily serviced by the same.	<ul style="list-style-type: none"> <li>• It is recommended that Statistics and Research should be co-located with corporate and business planning activity and community engagement activity, where the services of this function are primarily availed of.</li> </ul>	Short-Term
16	Combine corporate and business planning with	<ul style="list-style-type: none"> <li>• Corporate and business planning and the continuous improvement work, currently sit under the Planning Directorate, but as two separate functions in separate branches.</li> <li>• The two functions are inherently inter-linked and as such it is recommended that they are</li> </ul>	Short-Term

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No	Recommendation	Supporting Evidence / Rationale	Timescale
	continuous improvement work	combined within any future structure within a single branch.	
17	Pool administrative staff	<ul style="list-style-type: none"> <li>• There are currently 15 administrative posts within the NIPB (11 administrative officers, 3 administrative assistants and a typist – in addition to 3 personal secretaries).</li> <li>• This level of administrative support for an organisation of 64 people (one admin support for every three posts) is considered a luxury. Given that the overall size of the organisation is proposed to reduce, a weaker argument exists to maintain these levels going forward.</li> <li>• The pooling of administrative staff will enable significant efficiencies to be achieved.</li> <li>• 9 administrative staff will be managed by the Member Services Branch within the Support Services Directorate, which will allocate the staff to other functions as required. This will ensure a co-ordinated approach to administrative requirements of the entire organisation.</li> <li>• There is adequate scope within this pool of 9 to allow for dedicated admin within each function if there is deemed to be a strong rationale to support such a model i.e. an individual has built up particular knowledge in a specific area.</li> </ul>	Short-Term
18	Restrict the use of agency staff – permanently funded posts only	<ul style="list-style-type: none"> <li>• There are currently 4 agency staff employed by the NIPB – all of whom have been employed on a temporary basis in excess of one year.</li> <li>• The employment of agency staff can be a beneficial model to temporarily fill gaps in the short-term e.g. maternity cover. However, retaining agency staff on a longer-term basis creates instability within functions (the time taken to induct / train new staff and the continuous uncertainty around the potential of the post holder leaving) and, ultimately, is less efficient for the organisation to sustain.</li> <li>• Going forward it is recommended that the NIPB seek to cease the use of agency staff where substantive posts exist.</li> <li>• It is recommended that all future posts must be permanently filled in order for the organisation to adequately plan its programmes of work to meet challenging business plan targets going forward.</li> </ul>	Short-Term
19	Building / Offices	<ul style="list-style-type: none"> <li>• At present, there are some Directorates which span different floors within Waterside Tower.</li> <li>• It is important that any future structure ensures that staff are appropriately located within the building in order to ensure effective working. This should encourage a culture of collaborative working and corporate unity.</li> <li>• Consideration should also be given to the potential to relocate to more suitable accommodation</li> </ul>	Short-Term

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No	Recommendation	Supporting Evidence / Rationale	Timescale
20	Enhance the use of technology to gain efficiencies	<p>(prior to the planned investment on security on the current premises).</p> <ul style="list-style-type: none"> <li>• The security classification of the organisations computer systems results in less effective working than would be the case if systems were more accessible.</li> <li>• It would be beneficial if the system could be configured to allow for a 'super-user' / administrator within each Department to enable work processes to become more efficient.</li> <li>• Web-streaming / audio-files of public meetings would reduce significant bureaucratic burden.</li> <li>• The use of iPhones, social media (Facebook, Twitter etc,) and other means of technology could significantly enhance the work of a number of functions, for example, Press / PR and Statistics and Research (and realise significant efficiencies).</li> <li>• In implementing the above recommendations, the security requirements of the organisation must remain paramount.</li> </ul>	Medium-Term

There are three options for the organisational structure to implement these proposals set out in more detail in Chapter 9. Appendix I sets out a number of minor recommendations and other observations for consideration.

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## **I.5 The Way Forward and Next Steps**

Given the strategic shift in the future direction and function of the NIPB, there are a number of key tasks, which the Board must undertake in order to progress the changes required and maintain the momentum associated with this review. Tasks include:

- Agreement on the preferred future model for the NIPB.
- Establishing the cost savings associated with the preferred model (allowing for any associated redundancy costs).
- Development of an action plan to implement the changes, allowing for transition to take place over the four-year budgeting period. It is envisaged that the reduction in personnel should be completed within 12 months.
- Communication with staff / NIPSA.
- Meeting with DoJ to discuss:
  - Approval for the appointment of an Interim Chief Executive
  - The redeployment of any Civil Servant posts affected
  - The process for any posts that will be eligible for redundancy
  - The potential of reducing Members allowance.

# 1 Introduction

## 1.1 Introduction

The Northern Ireland Policing Board (NIPB; the Policing Board; the Board) appointed KPMG to conduct an organisational review of the Board.

The purpose of the organisational review, in the context of the Board's statutory responsibilities, revised vision and value for money, is to examine the governance structure, the organisational arrangements and staffing resource necessary to ensure that the organisation is efficient and effective, whilst continuing to fulfil its statutory role and obligations within its available budget and future financial constraints.

## 1.2 Terms of Reference

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Terms of Reference
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<ul style="list-style-type: none"><li>• Develop and implement a programme to address stakeholders' (including staff) concerns, which aims to understand and manage all issues relating to the changes</li></ul>
<ul style="list-style-type: none"><li>• Develop a communication plan aimed at capitalising on new arrangements and approaches and provide guidance on its implementation.</li></ul>

## 1.3 Methodology

The methodology was based on the following approach:

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### **1.3.1 Project Initiation**

KPMG held a Project Initiation Meeting with the NIPB Leadership Group<sup>4</sup> to discuss the scope and detail of the organisational review. Following the Project Initiation Meeting, KPMG developed a detailed Project Initiation Document (PID) which was issued to the Leadership Group. This contained a detailed project plan including milestones and reporting mechanisms.

In addition KPMG met with NIPSA (Trade Union representatives and staff side). Following this meeting a joint communiqué was issued to staff from NIPSA, the Leadership Group and KPMG. In addition, the PID was distributed to all staff.

### **1.3.2 Review and Fieldwork**

- KPMG undertook a document review of the relevant strategic papers and other material from the NIPB and the wider external environment. This included the legislation which established the NIPB, corporate plans, business plans and annual reports, in addition to external review reports.
- KPMG reviewed the governance of the NIPB, which focused on the role, function and performance of committees and the structures and processes in place to ensure their effectiveness.
- KPMG consulted with a wide range of internal and external staff as follows:
  - One-to-one meetings with all Board Members (with the exception of 2 Sinn Fein (SF) Members and two Democratic Unionist Party (DUP) Members who were represented by a party colleague)
  - One-to-one meetings with Acting Chief Executive and the four Directors
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  - In addition a web-based portal was available to all staff for input (there were in excess of 50 submissions to the web portal)
  - One-to-one meetings with external stakeholders (Department of Justice (DoJ), Police Service of Northern Ireland (PSNI), Office of the Police Ombudsman for Northern Ireland (OPONI), Criminal Justice Inspection Northern Ireland (CJINI), PricewaterhouseCoopers (PwC) internal audit team, two external consultants and the Human Rights Lawyer).
- KPMG carried out a review to establish the current Value for Money (VfM) status of the resources committed to the NIPB and in particular the effectiveness of such resources in meeting the needs of stakeholders and customers and produced a high level evaluation of the key areas for improvement which will be incorporated into the Corporate Implementation Plan (CIP).

### **1.3.3 Organisational Analysis and Best Practice**

- KPMG undertook a benchmarking exercise to profile the structure and function of Police Authorities in other parts of the UK. This included:
  - England (Surrey, Lancashire and Cheshire Police Authorities)

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<sup>4</sup> Made up of the Chair, Vice-Chair, one independent member and political party representatives from each party to steer, drive and oversee the strategic development of the Board

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- Wales (Gwent Police Authority)
- Scotland (Strathclyde Police Authority).
- KPMG analysed the current structure of the NIPB in order to establish where the organisation is currently demonstrating best practice and where there is need to adapt and improve.
- KPMG undertook a horizon scanning exercise in order to identify NIPB's future challenges and priorities resulting from internal and external drivers of change, which are likely to affect the organisation in future years.
- KPMG determined the degree to which the NIPB is “fit for purpose” and in a position to meet current and future challenges and developed an outline service delivery model and associated staffing structure.

### **1.3.4 Reporting**

All information gathered was analysed in order to consider the most appropriate structures that are required in order for the NIPB to run effectively. This report summarises the findings and recommendations from all phases of the organisational review.

## **1.4 Report Structure**

<b>Section</b>	<b>Content</b>
<b>Section 2</b>	The Northern Ireland Policing Board
<b>Section 3</b>	Context for the Review
<b>Section 4</b>	Governance
<b>Section 5</b>	Consultation Findings
<b>Section 6</b>	Benchmarking
<b>Section 7</b>	Horizon Scanning
<b>Section 8</b>	Findings
<b>Section 9</b>	Recommendations
<b>Section 10</b>	The Way Forward and Next Steps

## **1.5 Acknowledgements**

KPMG would like to thank those who have contributed to this report, particularly the Board Members, Management, staff and external stakeholders.

## 2 The Northern Ireland Policing Board

### 2.1 Introduction

This section sets out an overview of the NIPB and its principal aim and duties, its structure and staffing resources. It then presents a high level overview of the DoJ.

### 2.2 The Northern Ireland Policing Board

An independent Commission was established as part of the Good Friday Agreement to look at all areas of policing and to make recommendations for change. The Commission published its Report entitled 'Report of the Independent Commission on Policing for Northern Ireland' (the Patten Report, 1999). Following recommendations from the Report, the Northern Ireland Policing Board was established on 4<sup>th</sup> November 2001.

The Board takes its powers from the Police (Northern Ireland) Act 2000 and has 19 members in total, including a Chairman and a Vice Chairman. The Board comprises 10 political members who are Members of the Legislative Assembly (MLAs) and 9 independent members are public appointments made by the Justice Minister who are drawn from across Northern Ireland society and are reflective of society. Through meetings of the Policing Board, and through the work of its committees, the NIPB holds the Chief Constable to account for his actions and those of his staff.

The Chief Executive is the head of the Policing Board's staff and is responsible for the day-to-day management of the organisation. The Policing Board is staffed by both Civil Servants and directly recruited members of staff. There are 64 staff members split across four directorates (policy, corporate services, planning and external relations) consisting of 13 branches and the Private Office. The Policing Board also has a number of statutory duties with regard to the District Policing Partnerships (DPPs). There are 34 members of staff employed across the 26 DPPs, however these are not Board employees and are directly employed by Councils and as such, these staff are outside of the remit of the Terms of Reference for this review. See Figure 1 for the current organisational and staffing structure.

#### 2.2.1 Police (Northern Ireland) Act 2000

From a statutory perspective, the Policing Board has a number of responsibilities as set out in the Police (Northern Ireland) Act 2000, and as amended by the Police (Northern Ireland) Act 2003. Specifically, the main statutory duties and responsibilities of the Policing Board are to:

- Secure the maintenance of the police in Northern Ireland, the efficiency and effectiveness of the police, and for holding the Chief Constable to account for the exercise of his functions and those of the police
- Appoint (and dismiss, if necessary) the Chief Constable and senior police officers (Assistant Chief Constable and above)
- Monitor the performance of the police in:
  - Carrying out general duties under section 32(1)

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- Complying with the Human Rights Act 1998
- Carrying out the Policing Plan
- Prepare and publish a three year and annual policing plan which tells local people what they can expect from their police service and report on police performance every year
- Make arrangement for obtaining the co-operation of the public with the police in preventing crime
- Oversee complaints against senior officers
- Discipline senior officers.

## **2.3 Department of Justice**

### **2.3.1 Policing Architecture Protocol**

A document was produced in draft (but never finalised) entitled 'Protocol on the Policing Architecture' agreed by the Minister for Justice and the Committee for Justice, which sets out operating principles for the relationship between the Department, the Committee for Justice, PSNI and the Policing Board. The protocol:

*“Seeks to ensure that arrangements provide for clarity of accountability and avoid duplication or overlap”.*

The protocol states that in fulfilling its statutory role, the Committee for Justice will have regard to the statutory remit of the Board taking account of the general principal that devolution should not diminish the powers nor duplicate the role of the Policing Board.

It is important to ask a number of key questions with regard to this protocol, for example:

- Is this protocol clear enough?
- Is this protocol well understood by all?
- Should it not be the case that when new NIPB Board Members and new DoJ Committee Members are elected that working parties are established (hosted by the DoJ?) to ensure clarity / understanding of the role and functions of each?

### **2.3.2 Framework Document for Governance of NIPB**

A framework document was drawn up by the Northern Ireland Office (NIO)<sup>5</sup> in consultation with the Policing Board, which sets out the broad framework within which the Board operates as a Non-Departmental Public Body (NDPB) sponsored by the NIO, and does not convey any legal powers or responsibilities. The document is based on a model set out in the HM Treasury “Managing Public Money” guidance, and takes account of the Board’s statutory responsibilities as set out in the Police (Northern Ireland) Act 2000, as amended by the Police (Northern Ireland) Act 2003.

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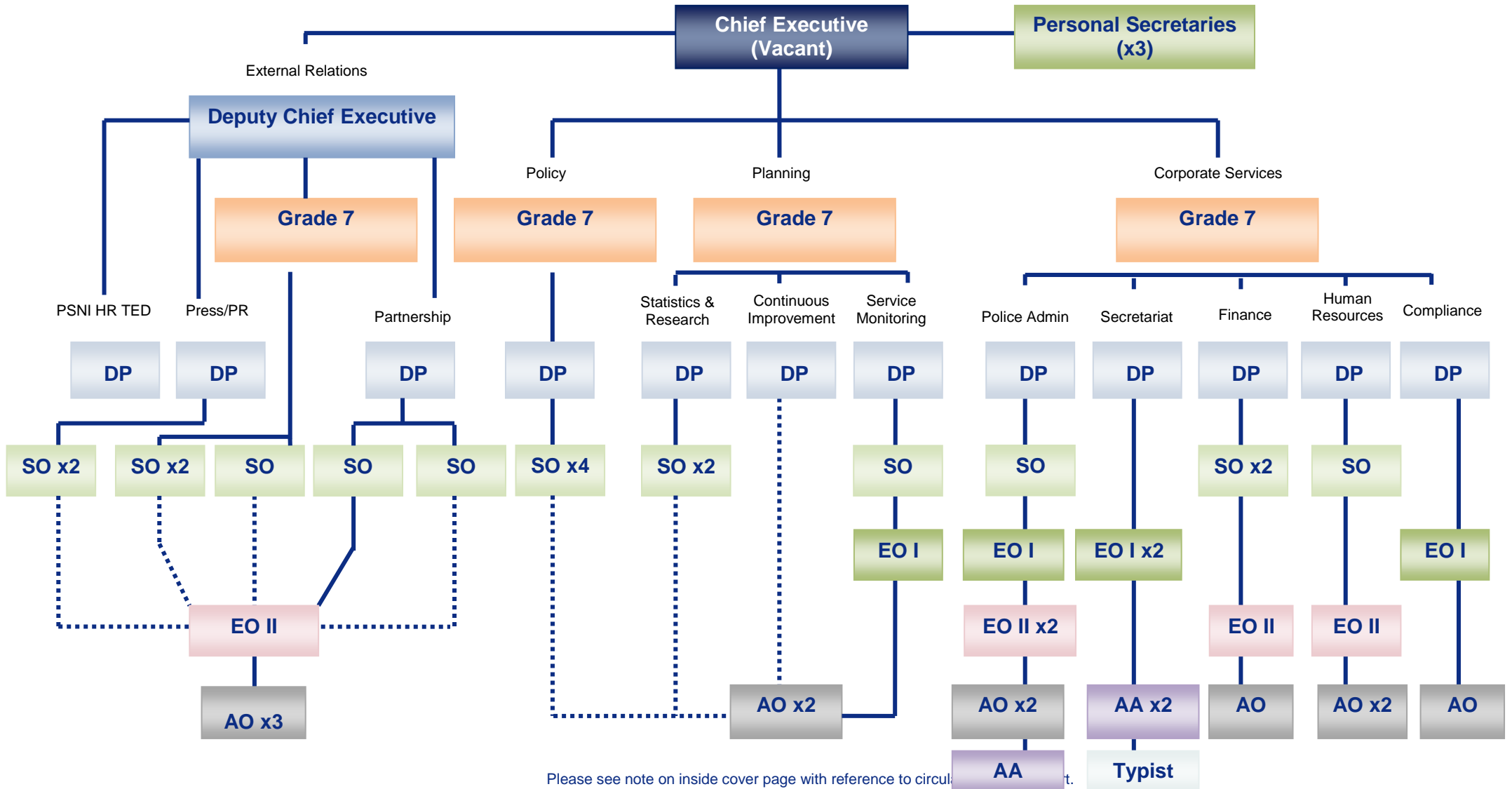
<sup>5</sup> This is the current framework document in place (dated March 2009) – no update has been produced yet following the devolution of justice in 2010.

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## **2.4 Organisational Structure and Staffing**

The NIPB consists of a Chief Executive's Office, four Directorates and 13 branches. This structure is supported by 64 posts (these posts are a combination of full-time and part-time, but for the purposes of this review it is the number of posts that is considered and not the Full Time Equivalent (FTEs). Figure 1 sets out the structure and reporting arrangements in the NIPB.

Figure 1: Current Organisational and Staffing Structure



## 2.4.1 Chief Executive and Private Office

The Chief Executive (Grade 3) is supported by a private office.

Staff Complement (3)	Areas of Responsibility
<ul style="list-style-type: none"> <li>• 3 x Personal Secretaries</li> </ul>	<ul style="list-style-type: none"> <li>• Coordinating diaries, meetings and emails for the Chief and Deputy Executives, 4 Directors, Chairman, Vice-Chair, Members and Committees</li> <li>• Typing</li> <li>• Travel arrangements</li> <li>• Invoice payment and completion of gifts and hospitality register</li> <li>• Processing post</li> <li>• Covering phones for other branches</li> <li>• Admin support for events.</li> </ul>

## 2.4.2 External Relations Directorate

The External Relations Directorate is headed by the Deputy Chief Executive (Grade 5) and has the following branch structure:

- Community Engagement
- PSNI HR Training Education and Development Strategy (TED)
- Press / PR
- Partnership Branch.

### **Community Engagement Branch**

Staff Complement (5)	Areas of Responsibility
<ul style="list-style-type: none"> <li>• 1 x Grade 7</li> <li>• 3 x Staff Officers</li> <li>• 1 x Executive Officer II</li> </ul>	<ul style="list-style-type: none"> <li>• To monitor the implementation of the Community Engagement Strategy</li> <li>• To maintain and update the Board's website; and contribute to ongoing development of the website including review of the content style and editorial process.</li> <li>• To hold two public meetings per year for the purpose of the Policing Board engaging with the public.</li> </ul>

### **PSNI HR TED Branch**

Staff Complement (1)	Areas of Responsibility
<ul style="list-style-type: none"> <li>• 1 x Deputy Principal</li> </ul>	<ul style="list-style-type: none"> <li>• Implement the framework to monitor the PSNI People Strategy and monitor the implementation of this element of the Policing Plan</li> <li>• Monitor the implementation of the PSNI Training and Development Strategy</li> <li>• Monitor the implementation of the PSNI Policing Shared Future Strategy</li> <li>• Monitor PSNI implementation of recommendations from external inspection reports.</li> </ul>

### **Press / PR Branch**

Staff Complement (3)	Areas of Responsibility
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<ul style="list-style-type: none"> <li>• 1 x Deputy Principal</li> <li>• 2 x Staff Officers</li> </ul>	<ul style="list-style-type: none"> <li>• Monitor the implementation of the PSNI Communications Strategy</li> <li>• To develop a Communication Strategy to encompass support to DPPs from other branches within the Board</li> <li>• To develop and deliver a programme of work in support of the agreed communications strategy including advertising, events management, production of publications and media relations</li> <li>• To publish an Annual Report.</li> </ul>
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### **Partnership Branch**

<b>Staff Complement (6)</b>	<b>Areas of Responsibility</b>
<ul style="list-style-type: none"> <li>• 1 x Deputy Principal</li> <li>• 2 x Staff Officers</li> <li>• 3 x Administrative Officers</li> </ul>	<ul style="list-style-type: none"> <li>• Partnership co-ordination, support and development</li> <li>• Partnership effectiveness</li> <li>• Policing With the Community</li> <li>• Legislation and policy to support establishment of Policing and Community Safety Partnerships (PCSPs).</li> </ul>

### **2.4.3 Policy Directorate**

The Policy Directorate is headed by the Director of Policy (Grade 7).

<b>Staff Complement (5)</b>	<b>Areas of Responsibility</b>
<ul style="list-style-type: none"> <li>• 1 x Deputy Principal</li> <li>• 4 x Staff Officers (2 x agency staff 1 x vacant)</li> </ul>	<ul style="list-style-type: none"> <li>• Monitoring PSNI compliance with the Human Rights Act 1998 and reporting on an annual report supplemented by up to 3 thematic reports each year</li> <li>• Monitoring PSNI Professional Standards through a monitoring framework and the Code of Ethics to be reported to HRPS Committee 4 times each year</li> <li>• Monitoring PSNI approach and performance on dealing with organised crime which includes participation in Organised Crime Task Force (OCTF) meetings</li> <li>• Responsibility for a wide range of policy issues for example policing issues arising from Police Ombudsman reports, critical incidents, legacy issues etc.</li> </ul>

### **2.4.4 Planning Directorate**

The Planning Directorate is headed by the Director of Planning (Grade 7) and has the following branch structure:

- Statistics and Research
- Continuous Improvement
- Service Monitoring.

#### **Statistics and Research Branch**

<b>Staff Complement (3)</b>	<b>Areas of Responsibility</b>
<ul style="list-style-type: none"> <li>• 1 x Deputy Principal</li> </ul>	<ul style="list-style-type: none"> <li>• Actions, maintains, reviews and updates the Board's Statistical and</li> </ul>

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<p>Statistician (NISRA staff)</p> <ul style="list-style-type: none"> <li>• 2 x Assistant Statisticians (Staff Officers) (NISRA staff)</li> </ul>	<p>Research Strategy 2011-2015</p> <ul style="list-style-type: none"> <li>• Undertakes internal and external survey work on behalf of the Board.</li> <li>• Commissions external research and survey work, where appropriate</li> <li>• Collects and interprets statistical information that monitors performance indicators and targets contained in the Annual Policing Plan</li> <li>• Provides routine and ad-hoc statistical and research advice, guidance and information</li> <li>• Monitors and reports complaints against the PSNI</li> <li>• Provides statistical and research support to DPPs</li> <li>• Conducts survey work and collects statistical information to monitor the effectiveness of DPPs</li> <li>• Monitors the PSNI's Estate Strategy.</li> </ul>
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### Continuous Improvement

Staff Complement (1)	Areas of Responsibility
<ul style="list-style-type: none"> <li>• 1 x Deputy Principal</li> </ul>	<ul style="list-style-type: none"> <li>• Development and monitoring of the PSNI IS Strategy</li> <li>• Developing and integrating effective Corporate Governance and Risk Management procedures into the functions of the Board.</li> <li>• Corporate IT</li> <li>• Internal Audit</li> <li>• Development, maintenance and governance of the IT system.</li> </ul>

### Service Monitoring Branch

Staff Complement (5)	Areas of Responsibility
<ul style="list-style-type: none"> <li>• 1 x Deputy Principal</li> <li>• 1 x Staff Officer (seconded from PwC)</li> <li>• 1 x Executive Officer I</li> <li>• 2 x Administrative Officers (shared resource for Planning and Policy Directorates)</li> </ul>	<ul style="list-style-type: none"> <li>• To develop and monitor NIPB Corporate Plans and Corporate Business Plans</li> <li>• Publish the Policing Plan setting clear and ambitious priorities for policing</li> <li>• Contribute to the NIPB Annual Report outlining the Board's contribution to police accountability and the delivery of improvements to policing</li> <li>• Scrutinise PSNI performance against Policing Plan targets</li> <li>• To deliver all aspects of the operation of the Independent Custody Visiting Scheme</li> <li>• To maintain and support DPPs / PCSPs in carrying out their statutory functions through agreed programmes of work.</li> <li>• Securing continuous improvement in the delivery of services by the PSNI</li> <li>• Securing continuous improvement in the delivery of services by the Board.</li> </ul>

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## 2.4.5 Corporate Services Directorate

The Corporate Services Directorate is headed by the Director of Corporate Services (Grade 7) and has the following branch structure:

- Police Admin
- Secretariat
- Finance
- Human Resources
- Compliance.

### Police Admin Branch

Staff Complement (8)	Areas of Responsibility
<ul style="list-style-type: none"> <li>• 1 x Deputy Principal</li> <li>• 1 x Staff Officer</li> <li>• 1 x Executive Officer I</li> <li>• 2 x Executive Officer II</li> <li>• 2 x Administrative Officers</li> <li>• 1 x Administrative Assistant</li> </ul>	<ul style="list-style-type: none"> <li>• Administration of Police Officers medical retirements</li> <li>• Police Officers Pay and Conditions of Service</li> <li>• Assisted removals for intimidated police officers</li> <li>• Senior Police officers HR management including recruitment and selection, performance management and discipline</li> <li>• Representation on the national Police Negotiating Board (PNB)</li> <li>• Monitor PSNI performance in terms of health, safety, attendance management and reward and recognition</li> <li>• Applications for medical retirement pension awards</li> <li>• Applications for extensions of service.</li> </ul>

### Secretariat Branch

Staff Complement (6)	Areas of Responsibility
<ul style="list-style-type: none"> <li>• 1 x Deputy Principal</li> <li>• 2 x Executive Officer I</li> <li>• 2 x Administrative Assistants</li> <li>• 1 x Typist</li> </ul>	<ul style="list-style-type: none"> <li>• Board and Committee meetings - briefing materials, register of attendance, minutes, actions sheets, typing service</li> <li>• Maintain register of Board Members interests</li> <li>• Support associated with Appeals Tribunals</li> <li>• Travel arrangements for members.</li> </ul>

### Finance Branch

Staff Complement (5)	Areas of Responsibility
<ul style="list-style-type: none"> <li>• 1 x Deputy Principal</li> <li>• 2 x Staff Officers</li> <li>• 1 x Executive Officer II</li> <li>• 1 x Administrative Officer</li> </ul>	<ul style="list-style-type: none"> <li>• Monitor the PSNI financial strategy</li> <li>• Review and approve financial estimates and budgets for the police</li> <li>• Production of year end statutory financial statements</li> <li>• Budgeting and payments relating to 26 District Councils to fund the work of the DPPs</li> <li>• Secure adequate resources for the police and the Board</li> <li>• Perform pension administrator duties in respect of the Police Officer</li> </ul>

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	Pension Schemes <ul style="list-style-type: none"> <li>• Management of Board contracts and advising on procurement policy</li> <li>• Fully meeting the Board’s statutory duties as a public employer and body.</li> </ul>
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**Human Resources Branch**

Staff Complement (5)	Areas of Responsibility	
<ul style="list-style-type: none"> <li>• 1 x Deputy Principal</li> <li>• 1 x Staff Officer</li> <li>• 1 x Executive Officer II</li> <li>• 2 x Administrative Officers (1 x vacant)</li> </ul>	<ul style="list-style-type: none"> <li>• Ensure compliance with Learning and Development Strategy</li> <li>• Recruitment</li> <li>• Discipline and Grievance</li> </ul>	<ul style="list-style-type: none"> <li>• Health and safety</li> <li>• Security</li> <li>• Office Services</li> <li>• Premise Management</li> </ul>

**Compliance Branch**

Staff Complement (3)	Areas of Responsibility	
<ul style="list-style-type: none"> <li>• 1 x Deputy Principal</li> <li>• 1 x Executive Officer I</li> <li>• 1 x Administrative Officer</li> </ul>	<ul style="list-style-type: none"> <li>• Equality</li> <li>• Data Protection</li> <li>• Freedom of Information</li> <li>• Environmental Information Regulations (EIR) 2004</li> <li>• Records Management</li> </ul>	

**2.4.6 Staffing Summary**

Grade	Number	Commentary
Chief Executive (Grade 3)	1	
Deputy Chief Executive (Grade 5)	1	
Grade 7	4	
Deputy Principal	12	1 x long-term loan from NISRA
Staff Officer	18	2 x long-term loans from NISRA 4 x agency staff 1 x secondee from PwC
Executive Officer I	5	
Executive Officer II	5	
Administrative Officer	11	
Administrative Assistant	3	1 x vacant
Typist	1	
Personal Secretaries	3	
<b>Total</b>	<b>64</b>	

As summarised overleaf there is currently approval from the DoJ for 64 staff within the Board and these are:

- 56 permanent staff (Direct Recruits or Civil Servants)
- 3 long-term loans from NISRA
- 5 vacant posts.

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Currently four of the vacant posts are filled by agency staff and one is filled by an individual seconded from PricewaterhouseCoopers. The employment of agency staff is viewed as a temporary measure until full time replacements are appointed.

All staff below the grade of Staff Officer are Civil Servants. Three Deputy Principals are also Civil Servants.

## **2.5 Key Observations**

- The organisation is complex in terms of its structure –13 branches is very fragmented within 4 overall Directorates;
- There are substantial numbers of staff (29 out of 64 i.e. 45%) within the Corporate Services function, which exists primarily to support the work of the other Directorates. The resources of the organisation are viewed to be too heavily weighted towards the Corporate Services Directorate. However, it should be noted:
  - Nine of these staff work within the Police Admin Branch, which while it sits within the Corporate Services Directorate, is not a corporate service
  - Six staff work within the Secretariat Branch which supports the work of Board Members, and not the work of other Directorates.
- Administrative support (including personal secretaries) equates to 18 members of staff to support 46 other staff members – this is a ratio of one administrative member of staff for every three members of staff, which is deemed excessive.

## 3 Context for the Review

### 3.1 Overview

In any review of an organisation, it is necessary to understand and take account of the environment and context in which it operates. This is important in order to gain a thorough appreciation of the drivers behind the review and to ensure that subsequent recommendations are realistic, robust and affordable.

The following sub-sections set out a synopsis of the strategic and operational context, followed by an overview of the current fiscal climate facing the Board.

### 3.2 Strategic and Operational Context

#### 3.2.1 Overview

The NIPB has been subject to two significant strategic reviews within the last 18 months, both of which were carried out by individuals external to the organisation. In addition, there are a number of internal reviews underway which are being jointly taken forward – one by the NIPB and PSNI and one by the DoJ. It is not yet known how the out-workings from these ongoing reviews may affect the structure and function of the NIPB going forward.

Each of these reviews are summarised below purely to provide context for this current review – it is not the intention of KPMG to revisit either in detail.

#### 3.2.2 External Reviews

##### The 'Lennon' Report

Consultant, Dr Alan Lennon, was hired by the Board of NIPB to scrutinise the work of the organisation's Chief Executive over the period 2008 to 2010.

KPMG consulted with Dr Alan Lennon as part of the process in order that KPMG had adequate information to sufficiently inform this current organisational review.

The Chief Executive resigned in March 2011.

##### The 'Reed' Report

Ken Reed was commissioned by the NIPB in 2010 to assess the performance of the organisation using a bespoke version of the published HMIC / Audit Commission criteria for police authority inspections in England and Wales. The report outlined current arrangements, structure and practices and detailed strengths and areas where improvements could be made.

One of the recommendations from the Reed review was the requirement to undertake an organisational review, as follows:

*"The Policing Board has agreed to drive forward a fundamental organisational review against the requirement to deliver its statutory responsibilities and the backdrop of expected future financial constraints over the next 4 years. The review has been*

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*requested by Board members will fundamentally examine the structure, staffing and delivery mechanisms across all Directorates and functions and aim to identify more efficient ways of operating. The review should seek to realign resources / restructure in line with core business and budgetary constraints”.*

As a direct result of this recommendation, the NIPB issued the Terms of Reference for this current review.

### **3.2.3 Internal Reviews**

#### **DoJ Shared Services Review**

The DoJ is currently made up of a variety of core Directorates, Agencies, NDPBs and other Arms Length Bodies (ALBs) – such as NIPB. Each of these obtain corporate service functions either directly from the core or from an existing shared service provider, or provide these services from within their own resources. In each area policy and delivery mechanisms have developed based on local needs and drivers – this is especially true of the ALBs given their status as employers in their own right. Consequently, across the Department there is an absence of a common approach and a number of different operating systems in place. With devolution the Department is becoming more integrated with the wider Northern Ireland Civil Service (NICS), which has resulted in less flexibility in many areas with the Department now subject to a greater level of scrutiny to ensure compliance.

The wider NICS has already engaged with a corporate approach to the provision of support services and every department participates in a range of services provided under the umbrella Enterprise Shared Services (ESS). ESS currently delivers six shared services – HRConnect; AccountNI; IT Assist; Network NI; Records NI and Centre for Applied Learning. For valid historical and operational reasons the DoJ family has not been fully engaged with the development of the shared services approach, however, this serves to isolate the Department from the rest of the NICS and reinforces a mindset that the Department is somehow different.

The vision for the DoJ Shared Services Programme is to provide a set of arrangements which will:

- Maximise the efficiency and effectiveness with which corporate services are delivered by amalgamating the provision of services and reducing duplication
- Create, as far as possible a common set of systems to deliver a common and coherent approach
- Align DoJ systems and procedures with the wider NICS approach
- Facilitate, where appropriate, migration of DoJ service provision to ESS.

The underlying aim would be to achieve the following model:

- *Shared Service Centre (SSC)*
  - Responsible for the efficient delivery of all transaction processing activities in accordance with set rules and policies
  - Provision of reporting functions and information collated as required
  - Work with the Department to simplify processes to deliver further efficiencies
  - Ensure provision of service to time and quality as strictly specified.
- *Department*

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- Retain responsibility for all major policy issues in line with wider NICS as appropriate
- Responsible for the interface with the SCC and the management of the contract
- Provide an intelligent customer / business manager role on behalf of the Department and constituent bodies
- Responsible for driving further efficiency and value added from the relationship with the SSC.
- *Agency / ALB*
  - Will obtain corporate services from Department / SSC where available
  - Retain corporate policy responsibility only to meet unique circumstances (e.g. staff with specific terms and conditions)
  - Will have a business manager role to manage the relationship with the Department / SSC and to assist in the delivery of business specific objectives in the appropriate corporate service where relevant.

The NIPB functions which will be affected by this review include HR, finance and I.T. The timescale for completion of this review is not yet known.

### **PSNI / NIPB Bureaucracy Review**

There is currently an ongoing review of bureaucracy being undertaken jointly between the PSNI and the NIPB. The Terms of Reference for the review, which is soon to conclude, are:

- To collectively identify a 'definition of success' and define the outcomes of the project.
- To analyse and evaluate the effectiveness of the current service provision.
- Identify possible solutions for improving service provision.
- To draw conclusions from the evaluation and make viable recommendations taking into account People, Processes, Facilities and Technology.
- Present findings to relevant stakeholders.
- To prepare plans, for implementing the recommendations.

## **3.3 Fiscal Climate**

The NIPB's budget is split into three generic spending areas as profiled below.

<b>Area</b>	<b>Budget 2010/11 £</b>	<b>%</b>
District Policing Partnerships	3,123,855	36
Personnel Costs (including Members)	2,810,000	32
Non-Staff Costs	2,826,145	32
<b>TOTAL</b>	<b>8,760,000</b>	<b>100</b>

*Source: NIPB Budget*

The DoJ requested the following cuts in each of the following 4 years.

	<b>2011/12</b>	<b>2012/13</b>	<b>2013/14</b>	<b>2014/15</b>	<b>Total</b>
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	£	£	£	£	£
Savings to deliver	445,000	667,000	137,000	376,000	1,625,000

Source: NIPB Budget

In the event that some / all of the required efficiencies are to be realised from its fixed salary costs, the NIPB Resources and Improvement Committee has considered a number of options to enable savings in staff costs.

The following options have been considered by the Committee:

- *Redeployment of Civil Servants* – this was viewed as the most justifiable option, which would not incur additional costs for the NIPB. However, there were concerns that the majority of Policing Board Civil Servants are on the lower pay grades, which would require a larger proportion of staff to be released in order to make the required cost savings.
- *Status of Direct Recruits* – the Board had previously put a case to the Department to approach the Civil Service Commissioners with a proposal, that on devolution, the Board would change the status of all Board staff to civil servants with the exception of the Chief Executive and Deputy Chief Executive. At the time, the NIO was not prepared to assist, and the Board could not put the case forward without Departmental approval and assistance. This potentially is still an option to help create greater flexibility in reorganising the Board's structure to operate within a reduced budget.
- *Members' remuneration* – the level of remuneration paid to Board Members is decided by the DoJ during the appointment process, with annual uplifts advised by the Department. The Policing Board has been required to meet the uplifts in Members' remuneration from within existing baselines. The DoJ has advised that the independent Members allowance will be frozen, but not reduced. The Board has identified that an annual 5% reduction would equate to £14.5k each year.
- *Natural wastage* – is very low in the Board and no savings are anticipated given the wider public sector recruitment freeze and the ongoing recession. Furthermore, given the changes to retirement legislation, which removed the maximum age by which an employee must retire, it is not possible to estimate natural wastage through age retirement.
- *Contractual changes*
  - Part-time hours: part-time staff cannot automatically request that their hours are changed to full-time;
  - Partial retirement: staff applying for partial retirement do so on the understanding that this is a permanent arrangement pending their full retirement and is irreversible
  - Reduce salaries by a set percentage: the Policing Board salaries are in line with centrally negotiated NICS salaries for each grade. Any reduction in staff salaries to achieve savings would need to be part of a wider Government decision, and is outside the control of the Policing Board
  - Reduce the hours worked by staff: the Policing Board staff are all on contracts of employment, with those who are Civil Servants on Civil Servant contracts of employment. Any change to a legally binding contract would require the agreement of both parties, which for Civil Servants would be the Department of Finance and Personnel (DFP) rather than the Policing Board. This raises Section 75 consideration on equality and treating one section of staff different from another.

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- *Redundancy* – there is currently no offer of redundancy being made available for NIPB staff. If redundancy becomes available the organisation assumes that redundancy costs will be paid by the DoJ.
- *Agency staff* – 3 agency staff are employed by the Board and their continued employment is a temporary measure until full time replacements are appointed. These costs will increase in 2011 due to legislation changes regarding temporary workers.
- *Special bonus* – a saving is identified as DFP have indicated this will not be authorised in future. The Policing Board has a baseline budget of £11.5k in relation to the special bonus.

In light of the above, the review needs to be cognisant of the fiscal climate and departmental budgetary constraints and ensure that any future recommendations represent value for money and realise cost savings for the NIPB. As such, clear recommendations will need to be made regarding the most effective delivery model to ensure that a value for money ethos is embedded.

## **4 Governance**

### **4.1 Overview**

This section outlines the main Governance mechanisms within the Northern Ireland Policing Board and comments on their effectiveness, setting out potential opportunities for strengthening these where appropriate.

The key elements of Governance covered within this section are as follows:

- Accountability between the Board and Department of Justice
- Internal Governance & Accountability Mechanisms
- Overview of Risk Management arrangements

The Policing Board is classified as a Non-Departmental Public Body.

### **4.2 Accountability between the Board and the Department of Justice**

#### **4.2.1 Framework Document for Governance of Northern Ireland Policing Board**

The 'Framework Document for Governance of NIPB' was put in place in January 2009 (thereby pre-dating the Devolution of Policing and Justice), between the Northern Ireland Office and the Northern Ireland Policing Board. This was designed to set out the key accountability mechanisms between the Policing Board and the Northern Ireland Office, and included sections on:

- NIO's Accounting Officer's specific accountabilities and responsibilities
- Responsibilities of the Chief Executive as Northern Ireland Policing Board's Accounting Officer
- Chief Executive's responsibilities for effective corporate governance
- Annual report and accounts
- Internal and External Audit arrangements
- Managing Public Money and other government-wide corporate guidance and instructions
- Corporate governance and risk management
- Corporate and business plans
- Budgeting
- Grant-in-aid and any ring fenced grants
- Reporting performance to the Department
- Delegated authorities.

The effectiveness of these arrangements, or compliance by the Policing Board with the requirements of this framework document have not been tested.

As this document relates to the accountability arrangements between the Policing Board and its sponsoring department (the Northern Ireland Office), pre-devolution, it will shortly

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be superseded by the Management Statement and Financial Memorandum (see Section 4.2.2) between the Policing Board and the Department of Justice (the sponsoring department post devolution), which is currently in draft form.

#### **4.2.2 Management Statement and Financial Memorandum**

As noted in Section 4.2.1 above, since the devolution of Policing and Justice in April 2010, the Department of Justice has been responsible for oversight of the Northern Ireland Policing Board and there is a need to update the governance document noted above to reflect the new accountability arrangements.

The Department of Justice has drafted a 'Management Statement / Financial Memorandum for the Northern Ireland Policing Board', based on a pro-forma model prepared by the Department of Finance and Personnel ('DFP'). The document sets out the responsibilities of the Policing Board in key areas, such as:

- Overall aims, objectives and key targets
- Responsibilities and Accountability of:
  - The Minister
  - The Accounting Officer of the Department of Justice
  - The sponsoring team in the Department
  - The Policing Board itself
  - The Chairman and Vice-Chairman of the Board
  - The Chief Executive's role as Accounting Officer (and other responsibilities)
- Planning, budgeting and control
- Internal Audit arrangements
- Role of Audit Committee
- Fraud
- Department access to the Board
- External Accountability arrangements:
- External Audit
  - VFM examinations
- Staff management arrangements.

Management at the Policing Board are currently engaged in discussions with officials at the Department of Justice with a view to finalising and implementing this document as soon as possible.

#### **4.2.3 Attendance at Board meetings by representative of Department of Justice**

A representative from the Department of Justice is entitled, under the Management Statement and Financial Memorandum between the Board and the Department, to attend Board meetings and to receive papers as an Observer. The Department of Justice currently exercises this right to attend.

#### **4.2.4 Role of the Assembly's Justice Committee**

It is noted that, as well as creating a Department of Justice following the devolution of Policing and Justice in April 2010, the Assembly also created a Justice Committee to scrutinise the work of the new Justice Department.

Prior to devolution, the NIO had produced a draft protocol between the Policing Board, PSNI and itself (as the sponsoring department), which set out the respective roles and responsibilities of each (this document was never finalised).

It should be noted, however, that the Policing Board, as an NDPB of the Department of Justice, is itself subject to oversight by both the Department and, ultimately, the Justice Committee.

It is recommended that the Policing Board should establish a joint working group, along with the Department of Justice, to consider and agree where the boundaries of their respective roles and responsibilities lie in respect of direct scrutiny of the PSNI.

#### **4.2.5 Annual Report & Accounts**

The Policing Board is required to prepare, for each financial year, a statement of accounts in the form and on the basis set out in the Accounts Direction. The accounts are prepared on an accruals basis and must give a true and fair view of the state of affairs of the Board and of its net expenditure, changes in taxpayers' equity and cash-flow for the financial year.

In preparing the accounts, the Accounting Officer is required to comply with the requirements of the HM Treasury Financial Reporting Manual.

The Chief Executive of the Board has been appointed the Accounting Officer. The responsibilities of the Accounting Officer, including responsibility for the propriety and regularity of public funds for which the Accounting Officer is answerable, for the keeping of proper records and for safeguarding the Board's assets, are set out in 'Managing Public Money' published by HM Treasury.

In addition to the Board's Financial Statements, the Annual Report and Accounts also include sections on:

- Chairman's Foreword
- Chief Executive's Foreword
- Membership of the Policing Board
- Management Commentary:
  - Background and Principal Activities
  - Summary of Financial Information
- Overview of the work of the Policing Board
- Remuneration Report

The Annual Report and Accounts are subjected to External Audit as set out overleaf.

## **4.2.6 External Audit Arrangements**

Prior to the devolution of Policing and Justice in April 2010, the Comptroller and Auditor General within the National Audit Office was the appointed External Auditor, reporting directly to the Houses of Parliament.

Since the devolution of Policing and Justice, this responsibility has now passed to the Comptroller and Auditor General within the Northern Ireland Audit Office, who is responsible for reporting to the Northern Ireland Assembly.

The Comptroller and Auditor General is required to give opinions on:

- Whether, in all material respects, the expenditure and income have been applied to the purposes intended by Parliament (from April 2010 this relates to the Assembly) and the financial transactions conform to the authorities which govern them;
- Whether the financial statements give a true and fair view of the Policing Board's affairs and of its net expenditure, changes in taxpayers' equity and cash-flows;
- Whether the financial statements have been properly prepared in accordance with the Police (Northern Ireland) Act 2000, as amended by the Police (Northern Ireland) Act 2003 and directions made thereunder by the Secretary of State for Northern Ireland;
- Whether the part of the Remuneration Report to be audited has been properly prepared in accordance with the Police (Northern Ireland) Act 2000, as amended by the Police (Northern Ireland) Act 2003 and directions made thereunder by the Secretary of State for Northern Ireland; and
- Whether the information given in the Management Commentary included in the Annual Report for the financial year for which the financial statements are prepared is consistent with the financial statements.

For the most recently available Annual Report and Accounts (for the period 1 April 2009 – 31 March 2010), the Comptroller and Auditor General of the National Audit Office reported unqualified opinions in respect of the matters outlined above.

## **4.2.7 Statement of Internal Control**

The Accounting Officer of the Policing Board is directly accountable to the Accounting Officer of the Department of Justice (since April 2010, and prior to that, the Accounting Officer of the Northern Ireland Office).

The Policing Board's Accounting Officer is responsible for maintaining a sound system of internal control which supports the achievement of the Board's policies, aims and objectives, whilst safeguarding public funds and Board assets, in accordance with the responsibilities assigned to the Accounting Officer in Managing Public Money.

Since the devolution of Policing and Justice, the Board's Accounting Officer may be called to appear before the Northern Ireland Assembly's Justice and Public Accounts Committees.

The Accounting Officer is required to prepare an annual 'Statement of Internal Control' to accompany the Board's Financial Statements, which provides commentary and assurance as to the effectiveness of the Board's Internal Control arrangements, particularly in relation to:

- Capacity to handle risk
- Risk and Control Framework
- Information Assurance

This review of effectiveness is informed by the work of the internal auditors and the executive managers within the Board who have responsibility for the development and maintenance of the internal control framework, comments made by the external auditors in their report to those charged with governance and other reports. This review of the effectiveness of the Internal Control environment is also advised by the work of the Board and the Audit and Risk Management Committee.

In the period between 1 April 2009 and 31 March 2010 (the most recent period for which the Annual Report and Accounts are available), there were no significant internal control issues noted in the Statement of Internal Control.

## **4.3 Accountability mechanisms between the Board and other External Stakeholders**

### **4.3.1 Board Meetings in Public**

By law, the Board is required to hold at least 8 meetings in public every year. At these meetings in public, the Board receives reports and questions the Chief Constable on the performance of the PSNI against the Annual Policing Plan.

The press and members of the public are welcome to attend the meetings in public to see the accountability mechanisms working.

In addition to meetings in public, the Board also meets in private session to consider other business. It has a number of Committees (see Section 4.4.1) to progress more detailed aspects of its work. Although these meetings are not open to the public, the agendas and minutes are published on the Board's website and are also available on request.

Accessibility by the public to the work of the Board is considered an important element in developing public confidence in the work of the Board, and of the PSNI. Board members consulted in the course of conducting this review, however, noted that there was occasionally some 'grandstanding' by members, eager to play to their constituents in the public sessions of the meetings. The private session with the Chief Constable was viewed as much more useful as an accountability mechanism than the public session – and therefore a number of consultees suggested shortening the time dedicated to public session, while increasing the amount of time spent in private session with the Chief Constable and other senior officers.

It is recommended, therefore, that the Board consider amending the format of Board meetings, in order to maximise the effectiveness of time spent directly with the Chief Constable and other senior officers in exercising its scrutiny role. In particular, the Board's work should be focused on its strategic priorities (as outlined in its strategic plan), in order to ensure that its work concentrates on strategic, rather than operational matters. The appointment of a new Board in May 2011 and the reassessment of strategic priorities by the new Board, will present an opportunity for a refocusing on strategic matters and for driving change through the organisation.

Successful implementation of this new strategic focus will also be facilitated by greater use of 'Champions' at Board level in particular subject areas, by a refocusing of the remit of

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Committees and by more collaborative working between members of different Committees and Directorates (see section 4.4.1) – all focusing on the Board’s strategic priorities.

### **4.3.2 Community Engagement**

As stated in the Annual Report & Accounts, the Board has a Community Engagement Strategy in place to ensure that communities who are either more vulnerable to becoming the victim of crime or who historically have had a difficult relationship with police are able to meet with the Board, relate their experience of policing and discuss their concerns. The expectation in doing this is that the Board will raise those concerns with the PSNI and the improvement will be brought about thereby leading to increased community confidence in policing and co-operation in preventing crime.

The Board has also established a ‘Community Engagement’ Committee, whose role is to:

- Develop, promote, support and monitor the effectiveness of the District Policing Partnerships
- To secure, support and monitor the implementation of ‘Policing with the Community’, as the core function of the police service
- To oversee and monitor the implementation of police service strategies as they impact upon crime prevention, community safety and the community in general
- To consider police performance at DCU level as it impacts on policing with the community and relates to the work of District Policing Partnerships
- To develop, promote and oversee activities which secure community involvement in policing, including community consultation strategies
- To develop and implement a strategy that takes forward community engagement.

The Board holds regular public engagement meetings (approximately 4 per year), including a number held in the Irish language and also takes care to ensure that these meetings are held in locations which enable engagement with differing sections of the community. These meetings provide opportunities for members of the Community to engage with members of the Board and Senior Members of the PSNI.

The Board has also established a number of sector reference groups in order to engage with specific groups and sectors in the community. To date, reference groups have been established for:

- Disability
- Lesbian, Gay, Bisexual and Transgender (LGBT)
- Older People
- Minority Ethnic and Language Group
- Women’s Group
- Youth Advisory Panel.

These mechanisms help to ensure that the Board maintains close links with the Community, and is accountable to the public, with the aim of building confidence across these particular sections of society. The Board should continue to assess the need for these and further sector reference groups, in order to ensure that it engages with key sector of the Community.

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## 4.4 Internal Governance and Accountability Mechanisms

### 4.4.1 Board Operating Framework

The following aspects of the Board’s operating framework are designed to ensure effective governance:

#### *Board Membership*

The Board is comprised of 19 members, of which 10 are political appointments by the local political parties, based on their proportionate results in elections of the Northern Ireland Assembly elections (under the D’Hondt system), and which 9 members are Independent appointments made by the Department of Justice (pre-devolution in April 2010, these appointments were made by the Northern Ireland Office), following a public appointments process. To date, the Board Chairman and Vice-Chairman have been drawn from the independent members; with one position each going to an individual with a perceived ‘unionist’ and a perceived ‘nationalist’ background.

Per consultation with Board members during this organisational review, it is noted that there was a recurring view that the size of the Board could potentially be reduced, while maintaining the proportionate representation both between the political parties, and between political and independent members. However, the benchmarking conducted at section 6.2.2 would suggest that the current number of members is consistent with Police Authorities in GB.

It is key that the Board should be representative of the Community it serves, and it is important that appointments to the Board should reflect a range of skills and experience aligned to the Board’s strategic needs, as well as including groups which have traditionally been under-represented (such as women and ethnic minorities). The political parties are under no formal obligations in respect of maximising the skills and experience of appointees, or in appointing individuals from groups which may have been under-represented historically (though it is in their interests to consider both factors), however the Department of Justice, which appoints the Independent members, must try to ensure fair representation and a balance of skills and experience relevant to the needs of the Board.

While the Policing Board as a collective entity does not have a formal role in directly appointing members, it should periodically (in conjunction with the Department of Justice), conduct an audit of the skills and experience of members, and the extent to which they represent key sections of the community, and make the Department aware of any deficiencies which might possibly be addressed in future public appointments to the Board.

See also 4.4.5 on ‘Succession Planning’ – which covers the need to balance continuity within the Board membership, against the need to bring fresh skills, experience and perspectives through the appointment of new members.

The Board’s current membership is as follows:

Political Members	Independent Members
Martina Anderson (Sinn Fein)	Barry Gilligan (Chairman – leave of absence)

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Jonathan Bell (DUP)	Rosaleen Moore OBE
Dominic Bradley (SDLP)	Mary McKee OBE
Leslie Cree (UUP)	Gearoid O hEara (Acting Vice Chairman)
Alex Maskey (Sinn Fein)	Brian Rea MBE LP (Acting Chairman)
Basil McCrea (UUP)	Professor Sir Desmond Rea
Ian McCrea (DUP)	Trevor Ringland MBE
Daithi McKay (Sinn Fein)	David Rose
Alastair Ross (DUP)	Suneil Sharma
Jimmy Spratt (DUP)	

### **Sub-Committee Structure and Membership**

The Board is required to maintain an Audit and Risk Management Committee under its current governance arrangements, which should be chaired by an Independent Member of the Board. In addition to this, the Board has established five additional Sub-Committees, in order to assist it in discharging its statutory responsibilities:

- Community Engagement Committee (CEC)
- Corporate Policy, Planning and Performance Committee (CPPPC)
- Human Resources Committee (HRC)
- Human Rights and Professional Standards Committee (HRPSC)
- Resources and Improvement Committee (RIC)

The CPPPC is currently chaired by the Acting Vice-Chairman of the Board (the Board's Standing Orders state that this Committee should be chaired by the Board Chairman, although these were suspended to allow the Board's Acting Vice-Chairman to be the Chairman of this Committee), while the remaining four Committees are chaired by one each of the four political parties represented on the Board.

The current membership of each of the Board's Committees is as follows:

<b>Audit and Risk Management</b>	<b>Corporate Policy, Planning and Performance</b>	
Trevor Ringland (Chair)	Gearoid O hEara (Chair)	Mary McKee
Daithi McKay (Vice-Chair)	Brian Rea (Vice-Chair)	Alex Maskey
Dominic Bradley	Dominic Bradley	Rosaleen Moore
Leslie Cree	Barry Gilligan	Professor Sir Desmond Rea
David Rose	Basil McCrea	Trevor Ringland
Alastair Ross	Ian McCrea	Jimmy Spratt
Suneil Sharma	Daithi McKay	
<b>Community Engagement</b>	<b>Human Resources</b>	
Alex Maskey (Chair)	Jimmy Spratt (Chair)	
Brian Rea (Vice-Chair)	Rosaleen Moore (Vice-Chair)	
Jonathan Bell	Ian McCrea	

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Leslie Cree	Daithi McKay
Ian McCrea	Gearoid O hEara
Mary McKee	Prof Sir Desmond Rea
Gearoid O hEara	David Rose
David Rose	
Suneil Sharma	
<b>Human Rights &amp; Professional Standards</b>	<b>Resources and Improvement</b>
Basil McCrea (Chair)	Dominic Bradley (Chair)
Mary McKee (Vice-Chair)	Prof Sir Desmond Rea (Vice-Chair)
Martina Anderson	Jonathan Bell
Jonathan Bell	Leslie Cree
Rosaleen Moore	Rosaleen Moore
Gearoid O hEara	Gearoid O hEara
Alastair Ross	Trevor Ringland
Suneil Sharma	Alastair Ross

While the Committees conduct some very important work on behalf of the Board, a number of issues have been noted in relation to their operation which could potentially improve the effectiveness of the Committees, and their interaction with the Board:

### *Number of Sub-Committees*

- As noted above, the Audit and Risk Management Committee is required by the Board's current governance arrangements. It is noted that, historically, there had been at least four other Committees in place in order to provide one 'Chairmanship' for each of the four political parties represented on the Board.
- Concern was expressed by a number of consultees as to the number and remit of Committees currently in place at the Board. However, as noted in Section 6.2.2, the number of Committees is consistent with a number of Police Authorities in GB (which operate 3-8 Committees).
- There was a recurring view among consultees that the number and remit of the five 'discretionary' Committees (i.e. those Committees aside from Audit and Risk Management Committee, whose existence and purpose is not mandated) should be reviewed, particularly in light of the establishment of the 'Leadership Group' and Reed's recommendation to establish a specific 'Performance Committee'.
- It may be possible to reduce the number of Committees below five (being the Audit Committee, plus 4 others) through time, as the role of the Board, and its areas of focus change (e.g. as the role of the Department of Justice also evolves through time or the strategic objectives of the Board might change). The issue of Chairmanships for each of the political parties might possibly be overcome, through mutual agreement, through, for example, joint or rotating chairmanships, should the Board as a whole express a wish to reduce the number of Committees.
- While such a reduction does not appear to be feasible, in the short term (given the significant strategic challenges the Board currently faces), it is recommended that the Board's need for support from Sub-Committees should be kept under review on the periodic basis.

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- The need for specific Sub-Committees to cover particular areas may diminish, should the Board develop individual members to become subject matter 'champions', and make greater use of multi-disciplinary project teams or working parties to consider strategic priorities. Such teams may only be required for a specific period of time to cover individual issues and may be wound up thereafter. Such an approach should lead to more collaborative and efficient working within the Board and ensure continual focus on the Board's stated strategic priorities.

### *Remit of Sub-Committees*

- The 2010 Reed Report noted opportunities for more collaborative working within the Board, with greater use made of 'Project Groups' and 'Partnership working'.
- Consultees to this organisational review also noted that there were opportunities to approach matters in a more collaborative way between Committees e.g. potential synergies were noted between Finance and HR (e.g. in relation to scrutiny of PSNI resource budgets); Community Engagement and Human Rights etc.
- Collaborative working opportunities could also be identified by Executive Management – where Reed had also identified a 'silo' mentality – and where consequently opportunities for maximising efficiency were not being acted upon. The existence (or perceived existence) or a 'silo' mentality may have arisen as a result of weak leadership within the organisation.
- Committees should be focused on assisting the Board discharge its statutory responsibilities and strategic priorities. Thus, there would seem to be a need for at least 4 additional committees at the present time (covering key strategic priorities such as Performance Monitoring; Policing with the Community; Human Rights; Human Resources etc).
- We recommend that the precise remit of individual Committees, however, should be determined by the Board and re-assessed through time (as the Board's strategic priorities and role may change), so as to ensure that the work of Committees is providing support to the Board in an effective and efficient manner (see also comments below on collaborative working, particularly in respect of the development of subject 'champions' and the establishment of the Performance Committee).

### *Collaborative Working*

- The 2010 Reed report, along with a number of consultees to this report, noted a 'silo' mentality within the Board, both in relation to:
  - 1) Committees working in isolation, where there were potentially areas of mutual interest / synergies between the Board's Committees
  - 2) Executive Management also operating within 'silos', where individuals operated primarily within their own directorates, with minimal co-operation with other directorates.
- Both Reed and a number of consultees noted that there were opportunities for more effective collaborative working both among the Board's Committees and between management and staff within different Directorates.
- Consultees also noted that the perceived 'siloism' of Directorates was a legacy of these Directorates being set up to mirror the Board's Committees, thereby encouraging individual Directorates to concentrate on serving the Committee aligned to them.
- As noted above, the most effective means of promoting greater collaboration between Committees, and between the Board's Directorates would be a greater focus on strategic matters through 'partnership working' or multi-disciplinary project teams

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considering thematic or cross cutting issues. Implementing such an approach would require strong leadership from the Board and from the Chief Executive but could also incorporate Reed's recommendation that individual 'champions' from the Board could concentrate on specific key strategic objectives of the Board, and provide leadership for the organisation as a whole in these areas.

#### *Establishment of a 'Performance' Committee*

- The 2010 Reed Report recommended that the Board establish a 'Performance Committee' in order to provide a 'focused and coordinated approach to performance scrutiny'. Reed also commented that 'the main focus of the Board's scrutiny of policing plan priorities and associated targets is relatively unsophisticated' and that 'the Board should seek to strengthen its capability and broaden its scrutiny arrangements in order to systematically and more comprehensively oversee wider areas of policing'.
- The embedding of effective Performance Monitoring might be an area where the Board could establish a cross-Committee / Directorate project team, which would focus on the operational and financial performance and develop expertise in this area.

#### *Interaction between Board and Sub-Committees*

- From a review of Board minutes it is noted that, while there were regular reports from Committee Chairman to the Board on work done, there was no evidence of discussions (at Board level) of key work done by Committees. Consultees to the organisational review noted that there was minimal challenge of work done by Committees as this was reported to the Board and a perception that some members of the Board had minimal awareness of the work done by Committees, outside of those on which they sat.
- Given that the Committees conduct work on behalf of the Board itself, it is important that key work done by Committees is given sufficient prominence at Board level and subjected to review and challenge.
- The Board should also instigate individual projects (as these may be required) and encourage the use of cross-Committee working groups, so as to support collaborative working, as highlighted above.
- It is recommended, therefore, that the Board should identify a number of key 'themes' aligned to its strategic priorities (i.e. cross cutting issues, such as oversight of PSNI resource planning, or consideration of how the Board engages with PSNI in relation to setting and monitoring performance measures) and should consider nominating individual Board members as 'Champions' (as also recommended by Reed) in key areas of focus (e.g. finance, HR, IT, Performance Measurement) whereby these individuals will develop their skills and knowledge of the PSNI's operations in these areas and enable 1) more effective engagement with the PSNI, whilst also facilitating a more coherent and effective approach to scrutinising their operations 2) greater opportunities for collaborative working both across Committees and between Directorates.

#### *Leadership Group*

It is noted that the 2010 Reed Report recommended that the Board "put in place a 'leadership group', made up of the chair, vice chair and political party representatives from each party<sup>6</sup>, the purpose being to steer, driver and oversee the strategic development of the Board, have oversight of strategic risks, drive corporacy and be able to make speedy decisions when needed".

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<sup>6</sup> The Leadership Group also included one independent member.

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It is noted that this leadership group was established quickly after the report was published but that, given that this was only put in place recently, it is difficult to assess its effectiveness. Care must be taken to ensure that this leadership group does not usurp the authority of the Board, by taking decisions outside of its agreed authority.

It is recommended that the Board conduct a review of the effectiveness of the Leadership Group once it has been in operation for 12-18 months, in order to ensure it is operating as intended and within its approved remit.

### *Standing Orders*

Standing Orders are in place (dated October 2008), which incorporate the Code of Conduct for Board Members and Role of Committees.

These Standing Orders cover keys aspect of the Board's operation, including:

- Meetings and Quoracy
- Order of Business
- Election of Chair and Vice-Chair
- Decisions of the Board
- Rules governing motions
- Questions at Board meetings
- Adjournment
- Voting
- Committees (Terms of Reference are included as an Appendix to the document)
- Urgent decisions
- Code of Conduct for Policing Board members (included as an Appendix to the document)
- Financial Matters.

From a high level review of the Standing Orders, they would appear to provide an appropriate framework to allow Board meetings to operate effectively.

However it is recommended that the Standing Orders are reviewed in detail at least once during the life of each Policing Board in order to ensure that they remain fit for purpose.

Our discussions with a number of consultees noted also that, on occasion, there had been leaking of confidential board papers to the press – this demonstrates a serious lack of corporacy in relation to the Board. We recommend that both Board Members and Officials servicing the Board should be reminded that this is a serious breach of their corporate responsibilities.

Where leaks occur, the Board should conduct a rigorous investigation into the matter and, in the event that a member or official is found guilty of leaking confidential information to the press, the Board should ensure that appropriate sanctions (either as a result of a breach of the Code of Conduct for members, or breach of employment contract for officials) should be levelled.

### *Terms of reference (included within the Board's Standing Orders)*

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Terms of reference have been established and approved by the Board for all Sub-Committees, setting out their respective:

- 1) Roles and Responsibilities; and
- 2) Delegated Authority.

From reviewing the individual terms of reference for each Committee, it is noted that these appear appropriate to the current stated broad purpose of each Committee, as determined by the Board and provide a responsible framework for each Committee to operate within.

### *Board / Committee Papers*

KPMG has not conducted a detailed review of Board or Sub-Committee papers during the Organisational Review. Board members consulted in the course of conducting the review, however, expressed satisfaction with the quality of Board and Committee papers prepared by the Board's officials and were confident that these provided sufficient detail in order to allow members to understand key issues and contribute meaningfully to debates on agenda items.

A number of members, however, noted that the papers could be voluminous and sufficient preparation prior to Board / Committee members did take a significant commitment of their time. There was also a view expressed from a number of consultees that not all members appeared to have read the papers in sufficient detail prior to meetings taking place.

This may be an indication that Board / Committee papers do not contain sufficient focus on key matters for discussion (e.g. through the effective use of Executive Summaries).

It is recommended that the Board consider, in consultation with Executive Management, whether use of a 'Digest', providing an overview of complex or detailed papers, or whether more effective Executive Summaries could be used to assist members to focus on key issues while preparing for Board business.

It is noted that there are some examples of good practice in relation to Committee papers, e.g. through the use of bullet points summarising key issues on the cover pages and the inclusion, within the narrative on the exact purpose of presenting the paper to the Board / Committee. It is also noted that Directors will, on occasion, offer to meet with members to discuss key issues ahead of meetings – thereby ensuring that meetings are more focused. It is also important to note that, while there may be opportunities for greater focus on key issues in the Board / Committee papers, it remains essential that members prepare adequately in advance of meetings, such that they may offer effective scrutiny and challenge.

### *Agendas and Minutes*

We conducted a brief review of agendas and minutes for the Board and Sub-Committees since early 2010 (as published on the Board's Internet Website) in order to gain a sense of the quality of these documents.

As the agendas and minutes reviewed were for public consumption, they were summary in nature and reasonably anodyne, containing minimal detail on issues considered.

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The 2010 Reed Report noted that *'evidence of decision-making and challenge is not documented in a transparent way through, for example, adequately detailed minutes or action sheets being accessible on the Board's internet web-site'*.

While KPMG would accept that minutes from previous meetings of the Board (and its Sub-Committees) are reviewed in detail, before being approved, a view was expressed from more than one consultee that, particularly where questions were asked of PSNI management in Committee meetings as part of the scrutiny function, there was not always adequate 'follow-up' on these questions in subsequent meetings.

It is recommended that the Board should ensure that appropriate mechanisms are in place to capture actions for follow-up in future meetings (particularly within Committees), in order to ensure that the effectiveness of the scrutiny function is maximised.

### ***Board and Sub-Committees self-effectiveness reviews***

It is noted that the Board has previously conducted self-effectiveness reviews both of itself and of its Sub-Committees. As part of the Board's Statistical and Research Strategy, the Board's statisticians conduct a member's survey once during the life of each Board (typically in mid-term), to see how working practices can be improved. The survey was last conducted during 2008/2009.

The Board's statisticians are currently conducting a Stakeholder Survey to gather views on how the Board could operate more effectively. This survey will be conducted annually for at least the next three years to measure performance against targets set out in the 2011-2014 Corporate Plan.

### ***Register of Interests***

The Board has a Register of Interests in place, on which Board members are expected to declare interests in relation to:

- Directorships
- Remunerated Employment, Office, Profession etc
- Clients
- Land and Property
- Shareholdings
- Unremunerated interests
- Membership of Organisations.

These are required to be updated by members on an annual basis.

Where the business of the Board or of its Sub-Committees covers business which is related (or could potentially be related) to an area where a member has interests, he / she is expected to declare at the meeting, prior to consideration of the agenda item. The resulting course of action to manage the actual or perceived conflict will be a decision for the Chair of the Board or Committee. KPMG noted instances in the review of Board and Committee minutes where members had declared such actual or potential interests.

#### 4.4.2 Internal Audit Arrangements

The Board has appointed PricewaterhouseCoopers ('PwC) as its Internal Audit provider, on an outsourced basis.

PwC are required to deliver an Internal Audit service in line with Government Internal Audit Standards.

An Internal Audit plan is approved by the Audit and Risk Management Committee, which is designed to cover off key internal control risks within the organisation. This typically contains approximately 10 Internal Audit reviews in any given year, covering a range of financial, operational, governance and compliance issues. The results of these are reported back to the Audit and Risk Management Committee.

Summary reporting is also provided by the Internal Auditors to the Audit and Risk Management Committee in respect of the effectiveness of management in addressing issues noted in previous Internal Audit reviews. This helps to ensure that such issues are addressed by management on a timely basis.

The Internal Auditors provide an annual 'Assurance Statement to the Audit and Risk Management Committee' in respect of each financial year. This sets out their overall view of the Internal Control environment at the Policing Board, based on the work carried out by Internal Audit, and is a key input in informing the Accounting Officer's annual 'Statement of Internal Control' which is included in the Annual Report and Accounts, in line with Government Accountability requirements. We have reviewed the Annual Assurance Statements provided to the Audit and Risk Management Committee over the last three years (2008/2009-2010/2011) and note that, in each case, the Internal Auditors awarded the Policing Board 'Satisfactory' assurance over the control environment.

It is also noted that, during 2010/2011, the Internal Auditors conducted the following reviews of aspects of Corporate Governance within the Board:

Area reviewed	Assurance rating
Corporate Governance arrangements and risk assurance with a focus on reputational risk	Substantial
Corporate Governance arrangements and risk assurance with a focus on the attainment of Board Corporate Objectives	Satisfactory
Corporate Governance arrangements and risk assurance with a focus on committee structure effectiveness	Satisfactory

No significant issues were reported by the Internal Auditors while conducting these reviews.

#### 4.4.3 Corporate Business Plan

The Board has a Corporate Business Plan in place which includes Performance Indicators, and related targets, across three key objectives as follows:

	Objective	Description
1	Police Performance	"To enhance and strengthen the Board's oversight role in order to achieve continuous improvement in police performance and service delivery"

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

2	Community Engagement and Confidence	"To increase community support and confidence in policing and to increase the responsiveness of the police"
3	Service Delivery	"To ensure the most effective and efficient delivery of services and functions by the Board"

The detailed targets aligned to each objective are allocated to Directors within NIPB, and also to the Board or individual Sub-Committees, and performance against these targets is monitored by the Board at six monthly intervals.

Performance against these targets is also reported in the Annual Report and Accounts.

KPMG reviewed the six month assessment as at 30 September 2010 and noted that all targets (with one exception) were described as 'on target'.

KPMG note, however, that the 2010 Reed Report identified some issues in relation to Corporate Planning *'Key plans and strategies, such as within the Corporate Planning Process...are either not yet effectively developed or properly embedded, although some are now being discussed with meaningful intentions. Plans should be more integrated, embedded and drive activity across the organisation'*.

As noted above, KPMG recommend that the Board should ensure that its work is driven by its Statutory Duties and Strategic priorities. The Board should periodically review its workplans, and the remit and work of its Committees and working groups, as well as its approach to scrutinising the PSNI, in order to ensure that it remains focused on strategic, and not operational matters.

#### **4.4.4 Policing Plan**

The Board is responsible for ensuring that the PSNI is effective and efficient and meets the needs of the Northern Ireland community. It does this by monitoring police performance against targets in the Annual Policing Plan, by examining reports from the Chief Constable and by reviewing areas where performance is not meeting targets.

The Board has set Objectives, Performance Indicators and Targets for the PSNI to achieve in the 2011-2014 Policing Plan which align to the Chief Constable's overarching commitment to deliver a personal, professional and protective policing service for all of the people of Northern Ireland.

The 2011-2014 Policing Plan is sub-divided into 3 Domains which cover each of these aspects:

1. Personal Policing – Dealing with Local Concerns
2. Professional Policing – Delivering an Excellent Service
3. Protective Policing – Tackling Serious Harm.

The Board has set realistic but stretching targets which will ensure continuous improvement in how PSNI performs and enables the Board to robustly hold the Chief Constable to account. The targets include:

- To implement the Policing with the Community Strategy and reduce the number of allegations of incivility made against police officers by 5%

- To increase the amount of time spent by officers on patrol by 30 minutes per duty shift and to increase the amount of cases resolved by the use of police officer discretion to 3,000
- To increase the detection rates for a range of serious crimes including Domestic Violence with Injury (5% points), Most Serious Sexual Crime (2% points) and Sectarian (2% points), Racist (2% points) and Homophobic Crimes (4% points)
- To reduce the number of armed robberies of business property by 3%
- To reduce the number of burglaries by 3% whilst increasing the detection rates by 2% points
- To frustrate, disrupt and dismantle organised crime gangs
- To contribute to a reduction in the number of adults and children killed or seriously injured on our roads

The Reed report highlighted the importance of establishing productive working relationships with key operational units within the PSNI, in order that Policing Board members developed a strong understanding of operations and an overview of key issues. KPMG acknowledge that such an approach could lead to more effective scrutiny of PSNI by the Board (through the setting of realistic targets, focused on key operating indicators, and through robust, informed questioning of senior officers).

KPMG note also, that a number of stakeholders consulted by KPMG in the course of conducting this current exercise noted that the organisation is often more focused on 'process' than on outcomes and therefore there may be opportunities to strengthen the effectiveness of the corporate planning and monitoring process by re-assessing the targets being monitored and ensuring that these are the most appropriate performance measures. There may also be an opportunity to allocate responsibility for monitoring performance measures beyond individual Sub-Committees and individual Directorates, so as to encourage more collaborative working within the organisation.

#### **4.4.5 Succession Planning**

The term of each Board is aligned to coincide with each term of the Northern Ireland Assembly. Following each Assembly election, each of the Political Parties will nominate members of the Policing Board in line with their proportionate representation under the D'Hondt formula. There are 10 Political Members of the Board.

Independent members (of which there are nine in total) are appointed by the Department of Justice, following a public appointments process. The DoJ is responsible for ensuring that the Board is representative, for instance, in terms of s75 requirements and geography, and that the independent members appointed have a range of skills and experience which will be of benefit to the Board in discharging its duties.

Due to the nature of the Board, and the appointments procedures for both political and independent members, it can be difficult to balance the need to achieve continuity of membership (to ensure that knowledge, skills and experience are not lost), against the need to bring new perspectives (through new members with different skills and experience).

It is important that both the political parties, who appoint political members, and the Department of Justice, who appoint the independent members, consider the need to achieve this balance between continuity and refreshing the membership of the Board, so as to ensure that appropriate knowledge and expertise is retained within the new Board (to

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be constituted in May 2011), while bringing an enhanced vigour through the appointment of new members with fresh perspectives and ideas.

It is, however, essential that the Board does not lose momentum or focus on its core objectives through this period of change.

## **4.5 Overview of Risk Management Arrangements**

### **4.5.1 Corporate Risk Management**

The Board's policy on managing risk, as stated in its Annual Report & Accounts, is compliant with the HM Treasury Orange Book and is integrated with its Corporate Planning Methodology. The Board's policy is risk averse.

The Audit & Risk Management Committee has responsibility for oversight of the Policing Board's Risk Management arrangements.

The Board has a Corporate Risk Register in place (which is made available on its website – although the version currently uploaded states that it was revised in February 2008), which is maintained by management. The Audit and Risk Management Committee will conduct a regular review of the Risk Register and also a 'High Risk Exception Report' as prepared by management.

The PSNI's Corporate Risk Register is also made available to the Audit and Risk Management Committee on a regular basis.

As noted in Section 4.4.2, the Board's Internal Auditors conducted three Internal Audit reviews during 2010/11, which covered elements of risk assurance:

- Corporate Governance arrangements and risk assurance with a focus on reputational risk ('Substantial' assurance rating awarded)
- Corporate Governance arrangements and risk assurance with a focus on the attainment of Board Corporate Objectives ('Satisfactory' assurance rating awarded)
- Corporate Governance arrangements and risk assurance with a focus on committee structure effectiveness ('Satisfactory' assurance rating awarded).

No significant issues in respect of risk management were noted by Internal Audit in conducting these reviews.

KPMG note that the Audit and Risk Management Committee minutes do not indicate whether the Committee carried out a rigorous review and challenge of the Corporate Risk Register, or 'High Level Exception Report' – the minutes simply indicate that the papers were 'noted'. It is important that members challenge Board officials directly on the effectiveness of risk management arrangements, particularly in relation to whether key corporate risks have been identified and are being actively managed, and that sufficient records (e.g. through the minutes) are maintained to demonstrate this.

KPMG note also that the Board itself does not directly review the Corporate Risk Register – it will only have sight of any key risks noted by the Audit and Risk Management Committee Chairman in his report to the Board, or in reviewing the draft Annual Report and Accounts, which makes reference to the key corporate risks facing the organisation. From review of Board minutes since February 2010, we noted only one reference in relation to risk management, where the Chairman of the Audit and Risk Management Committee

referred to the Corporate Risk Register and Directorate High Risk Exception Report at the February 2011 meeting. It is not clear from the minutes whether this item elicited any discussion on risk management matters at the Board meeting – however, it is important that the Board plays an active role in the Corporate Risk Management process (e.g. through, at least, an annual review of key risks as reported by the Audit and Risk Management Committee), as it ultimately retains responsibility for the organisation's management of risk.

KPMG also note that the 2010 Reed Report, produced for the Board, commented that *'Further development of the Policing Board's risk register is needed, as is the embedding of member understanding of the alignment of risk to performance, finance and planning i.e. integration'*. Reed also noted that *'Key plans and strategies – such as.....Risk Management Strategy...are either not yet effectively developed or property embedded'*.

In conclusion, KPMG note that while there is a Corporate Risk Register in place, that there is exception reporting highlighting key risks and that no issues have been noted by Internal Audit in relation to risk management, there would appear to be opportunities to strengthen the Board's approach to Risk Management by:

- Reviewing the Risk Management Strategy, including consideration of how this might be better embedded within all key internal management processes, across all directorates
- More active challenge by Audit and Risk Management Committee of the identification and management of key risks and demonstrating this in minutes of meetings
- More visibility of Corporate Risk management at the Board level, in order that all members have an opportunity to input into how risks are identified and managed, not just those members sitting on Audit and Risk Management Committee – and that such consideration of risk by the Board should gain greater prominence within Board Agendas and Minutes.

## 5 Consultation Findings

### 5.1 Introduction

As part of the review process, consultations were undertaken with a range of key stakeholders who have an interest in the work of the NIPB. This included the following:

Board Members	Staff Members	External Stakeholders
All board members were consulted on a one-to-one basis (with the exception of 2 Sinn Fein Members who were happy to be represented by Alex Maskey and two DUP Members who were happy to be represented by Jimmy Spratt and Alastair Ross)	Acting Chief Executive and 4 Directors were consulted on a one-to-one basis	DoJ
	Staff were consulted via focus groups which were conducted at branch level (staff also fed into a web-based portal following the focus group sessions, which allowed for anonymity in submissions)	PSNI
		CJINI
		OPONI
		PwC Internal Audit Team
		2 x External Consultants
	Human Rights Lawyer	

### 5.2 Overview

Data from consultation interviews and focus groups has been categorised and analysed according to emerging themes.

It must be stressed that these findings are the comments and subjective views of stakeholders and KPMG cannot verify their factual accuracy.

It is important to highlight that the views presented represent the commonly expressed views of both internal (i.e. NIPB Board members and staff) and external stakeholders.

In the main, KPMG has reported on findings where these were commented on, or expressed, by more than one consultee, or, in the case of a single comment, where this explains or elaborates further on commonly expressed views.

All consultees were assured of confidentiality and informed that findings would be aggregated and reported on by key findings and common themes.

All consultees spoke candidly, being exceptionally frank in their views and comments.

### 5.3 Consultation Findings

The following provides a synopsis of the key findings from the consultations.

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### **5.3.1 Achievements to Date and Continued Need for NIPB**

The majority of stakeholders were of the view that, until the well-documented issues in more recent years, the NIPB had operated successfully since its inception in 2001 and had accomplished a number of significant achievements. Specifically, it was recognised that the Board has facilitated the maturing of politicians in Northern Ireland symbolised by Sinn Fein membership, and that as a peace-building structure the Board has been a successful political strategy.

Furthermore, the NIPB model is deemed by many of those consulted to be exemplar in terms of good practice and to be recognised across the UK as such. It is the view of many stakeholders that the role of the Board – as an independent oversight body that has given the Northern Ireland public increased confidence in policing - should be recognised. In acknowledgement of these successes there was consensus among all stakeholders on the continued need for the NIPB.

### **5.3.2 Governance**

There were numerous observations made by stakeholders with regard to the structure and function of the Board of NIPB. Salient points highlighted include:

#### ***Chairman***

- The selection of a robust Chairman, not afraid to tackle difficult issues ‘head on’, was seen as a key priority for the next Board.

#### ***Board Effectiveness***

- The issue of the Board being too ‘operational’ rather than ‘strategic’ was highlighted in the consultations.
- The public element of the Board meetings was considered to be of limited value. Consultees recognised that this had been an important element of openness and had contributed to gaining public confidence – but that there was often political ‘grandstanding’ and ‘electioneering’ in public sessions, particularly when television cameras were present. It was noted that the Board had previously implemented time limits on members speeches, but that this was no longer in use as management of such situations by the Chairman was seen potentially as a more effective means of dealing with the issue.
- Consultees expressed a view that the time with the Chief Constable could be used more effectively. The private session with the Chief Constable was seen as much more useful than the public session. A number of consultees suggested making better use of the public sessions i.e. by focussing on specific themes.
- Members noted that there was an opportunity, with the constitution of a new Board in June 2011 and with the planned appointment of a new Chief Executive during 2011/12, to move on from the divisive issues encountered within the Board over the last 12 months.
- A number of consultees noted that, historically, the Board had been poor at engaging with external stakeholders (e.g. PPS / PBNI / YJA etc) and that opportunities for improving this existed among the Board (this is consistent with Reed’s comments on partnership working).
- A number of consultees noted that the Board needed to improve its approach to ensuring Value for Money – one of its key responsibilities.

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## **Committees**

- There was recognition of overlap and duplication and the need to realise synergies. Overlap was noted, for example, between Human Resources and Finance (people costs represents 80% of the PSNI budget). Several of the interviewees highlighted that there could potentially be synergies between the Human Rights element of the Human Rights / Professional Standards Committee and the Community Engagement Committee.
- Some members expressed a view that the number of Committees did not necessarily have to be a minimum of 5 (to provide Chairmanships for each of the four political parties) and the Audit and Risk Management Committee (which is required as per the Governance framework). However, there was scepticism as to whether this could be achieved in practice. Co-Chairs, or rotating Chairmanships were suggested – but this goes against the ‘Reed’ principle of ‘skilling up’ Board Members in particular areas (or, in other words, developing ‘champions’ i.e. members with a lead role in a particular area should cross-pollinate committees where there are common issues). The actual role of the Committees (outside of Audit and Risk) should be led by the NIPB’s key strategic priorities – which effectively can be traced back to its statutory responsibilities.
- Interaction between the Board and the Sub-Committees could be better. While all Committees have defined ‘terms of reference’, often projects were instigated by the Committees themselves and while minutes of all Committees are made available to the Board, a number of consultees are sceptical about the degree to which Board members not involved in particular Committees are aware of (or challenge) the work of those Committees. Given that Sub-Committees exist to assist the Board as a whole in fulfilling key elements of its role (such as consideration of key issues, or ongoing scrutiny of the PSNI in functional areas), it is important that the Board asserts its role, both in setting the broad agenda for Committees, and in receiving reports on key aspects of their work (and subjecting these to challenge as appropriate). Greater direction from the Board in terms of strategic projects and clear delegation to specific committees, or cross-committee project groups, could help to address the perceived ‘silo’ mentality among the Committees, and lead to greater synergies, both within the Committees and between the officials supporting the work of the Committees.
- There would appear to be an appetite to ‘skill up’ members in order that they can add greater value to their Committee roles – e.g. Finance, Governance, Performance Measurement etc – as well as in relation to how the PSNI operates in specific functional areas. This would be consistent with one of Reed’s key proposals (i.e. ‘Champions’).
- Members were of the view that generally the Board and Sub-Committees were well serviced by officials, including the quality of papers, and the levels of ongoing support.
- Consultees felt that, on occasion, the work of the Board and its Committees had a ‘process’, rather than an ‘outcome’ driven focus. While discharging its responsibility for holding the PSNI to account, it is important that clear performance measures are put in place, in order that performance can be assessed. The use of strategic targets, trend analysis, or Key Performance Indicators (KPIs), which would highlight performance and which, in the event of poor performance, could be further interrogated, was seen as a potential area where the effectiveness of the Board and its Committees in discharging its scrutiny role could be improved.

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- Two consultees noted that a 'Performance' Committee, which would focus on assessing the performance of PSNI in key areas (as suggested by Reed), would be useful.

### **Corporacy**

Corporacy was viewed to be a key issue for all consultees, and covers:

- Professionalism of members and officials.
- Confidentiality (one consultee expressed the view that there should be formal sanctions if a member was found to have leaked information or documents).
- The need to be properly prepared for meetings.
- The need for co-operation and collaborative working between officials – 'silos', and refusal by individual managers to co-operate with other members of the Management team was deemed to be unacceptable and needs to be addressed.
- One member noted that, as the Corporate structure had been set up to mirror / support the work of Committees, this may have contributed to the perceived operation of 'silos' in conducting the work of the organisation, and not encouraged Directorates to work together collaboratively.

### **5.3.3 Leadership**

Without exception, all consultees commented on the lack of strategic direction and leadership which the organisation has experienced over the last 18 months.

It was observed that the Board (in terms of the 19 members) lacks a corporate vision and associated strategic priorities. However, aside from the processes required, stakeholders were of the view that the organisation also needs to be led, both at Board level and at Senior Management Team (SMT) level, which is not currently evident. A number of issues were identified:

- At Board level there is an overall lack of corporate unity and tensions exists among members. It was highlighted that greater efforts are required to ensure the Board speaks as one voice.
- There are believed to be some very capable individuals on the NIPB management team, however, there is a lack of collegiate approach and corporate direction, which has at times inhibited the good work of staff.
- At Chief Executive level there is a need to instil a corporate approach on the managerial side and on the Board membership side and leadership to address issues.
- The need for the post of a Deputy Chief Executive within the organisation was questioned by many stakeholders, as there appears to be a lack of defined remit for the role.

As a result of the deficit in strategic thinking there is an overall lack of a "sense of corporacy" and sense of direction throughout NIPB.

### **5.3.4 Structure and Function**

It was acknowledged by consultees that the NIPB was fit for purpose in terms of fulfilling its legislative remit as set out in Police (Northern Ireland) Act 2000 and the tasks associated

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with the Patten recommendations. However, following the devolution of Justice there is a view that an opportunity exists to re-evaluate the role of the Board. Many stakeholders were of the opinion that “form follows function” and the initial question that must be answered is ‘what is the most appropriate role for the organisation going forward?’

There were concerns among many of those consulted that an exercise to determine the forward structure of the NIPB at a time when the organisation is in the absence of a Chief Executive and when the reconstitution of the Board is imminent, was premature. Furthermore, there was considerable apprehension among stakeholders at the prospect of handing a new Board a ‘fait accompli’ in terms of an organisational structure. It was suggested that sufficient time should be allowed for any new Chairman, Vice Chairman and Chief Executive to ‘bed down’ and establish their own 4-year agenda (which the organisation could then be structured around).

In spite of the above reservations, a number of commonly referenced observations were made and suggestions cited by stakeholders with regard to the current and future structure of the NIPB:

- Any future structure needs to be defined by legislative responsibility (as set out in the Police (Northern Ireland) Act 2000), add value to policing in Northern Ireland and be outcome focussed.
- The organisation currently operates as 13 independent ‘fiefdoms’, which tend to be functional in nature. Going forward, greater linkages are required between functions to remove the culture of silo working.
- There is an imbalance between the resources allocated to some Directorates / branches versus the statutory duties required to be fulfilled / outputs.
- Synergies exist between a number of functions which currently sit within separate Directorates. For example:
  - The work of human rights and professional standards and the work undertaken within the community engagement and partnership branches.
  - Statistics and research currently sits in a separate Directorate from policy and there is a view that these two functions sit naturally together.
- Synergies also exist between the NIPB Reference Groups and the PSNI Independent Advisory Groups (IAGs), with stakeholders indicating almost identical membership on both groups. It was suggested that the NIPB should exploit the IAGs already being operated and financed by the PSNI, rather than duplicate costs in this area.
- The Corporate Services Directorate represents almost 50% of the staff in the entire organisation – staff which are mostly involved in ‘inward-facing’ processing tasks – with limited statutory responsibilities fulfilled. Specifically, questions were asked with regard to the need for:
  - 5 posts within the Human Resources Branch when the organisation pays for the services and support of HR Connect.
  - 6 posts within the Secretariat Branch given that the papers for committees are produced by the relevant Directorate / Branch with the secretariat primarily providing an administrative support role.

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- 3 posts within Compliance Branch, which in the view of most stakeholders is primarily a post box for Freedom of Information (FOI) requests.
- The organisation is not of sufficient size to justify the support of 15 administrative posts, in addition to three personal secretaries. Any future structure should consider the pooling of administrative resources across the organisation. Furthermore, the NIPB must look towards sharing services with other public bodies and which would not affect its independence (e.g. I.T., finance and HR).

### **5.3.5 Internal and External Communication**

There were a range of observations made with regard to the opportunities to improve internal and external communications within the NIPB.

From an internal perspective, the lack of teamwork and prevalence of silo working is believed to adversely affect the performance of the organisation and its overall impact. Stakeholders commented that, as a result, the NIPB is 'punching below its weight'. There was widespread agreement that significant scope exists to improve communication and connection among staff in terms of relationship development and information exchange. For example, some stakeholders commented on the I.T. restrictions within the organisation (particularly those associated with the Total Records and Information Management (TRIM) system) as being oppressive and limiting the extent to which tasks can be carried out efficiently and effectively. It was stated that the inaccessibility of information hinders the work of many branches and is deemed as unnecessary (and excessive when compared with PSNI I.T. protocols).

However, it was acknowledged that such internal linkages ultimately require to be driven from the top and the current flux in terms of the Chief Executive position has impacted upon the internal communications within the organisation.

From an external perspective, stakeholders deem there to be 'three legs to the stool' – the NIPB, the DoJ and the PSNI – and that this tri-partite relationship should involve close working together. However, many consultees commented on the lack of meaningful engagement between the NIPB and its two key stakeholders, possibly associated with present internal difficulties in the NIPB. It was acknowledged that there is a need to enhance and reform engagement, particularly with the PSNI, to ensure it is sufficiently held to account. It was suggested that as much dialogue as possible between the two parties should be encouraged – both formal and informal. Indeed the potential for more informal meetings and sessions between PSNI and NIPB was welcomed in order to engender freer discussions outside the rigidity of Board meetings.

### **5.3.6 Modernisation**

A number of comments were made in relation to the need to modernise the NIPB and bring the organisation into the 21st Century by reducing some of the existing bureaucratic burden. Specific examples included the potential of web-streaming the public Board meetings, which would enable the public to view live coverage and reduce the administrative task associated with typing verbatim every word spoken (which often results in minutes in excess of 50 pages). In addition, references were made to the Minister for Justice appearing to be more 'fleet of foot' and dynamic when compared with the NIPB. Much of this can be attributed to the 'machinery' associated with signing off press releases and statements e.g. the layers of management sign off each document requires and the time taken to secure consensus on the wording of the communication amongst the different interests on the Board. However, a number of stakeholders were of the view that

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the Press / PR office could be much more relevant if it were afforded the tools necessary in order for the branch to carry out its role in the most effective manner i.e. the use of social media.

### **5.3.7 Value for Money and Continuous Improvement**

A number of comments were made by stakeholders in relation to value for money and continuous improvement. For example, the need for continuous improvement was identified as vital going forward, but it was acknowledged that it had been somewhat lacking to date (with the exception of the Reed report). It was highlighted that the NIPB is not subject to sufficient external scrutiny, and there was a view that 'self-assessment is no assessment'. While attempts have been made to continually improve, through, for example, best value reviews, there was a view that these did not ask sufficiently hard questions.

It was suggested that, going forward, the organisation needs to focus on outputs and outcomes and to become less process driven. This will require challenging targets within business plans, which focus on clear, definable and measurable hard and soft outputs. Specifically, focus should be on ensuring that any activities of the organisation are focussed on policing, add value and are outcome focussed. Clear strategic direction and leadership will help.

There was a view among stakeholders that taxpayers are not getting value for money from the NIPB and that the organisation is 'larger than it needs to be'. It was deemed inevitable by stakeholders that an element of downsizing will be required if the organisation aspires to be more efficient.

### **5.3.8 Organisational Culture**

It was acknowledged by the majority of stakeholders that the organisational culture among staff and some Board Members is fraught with tension, disrespect and, at times, unacceptable behaviour. This dysfunction has manifested itself at all levels within the organisation and the Board. This has resulted in the perception that there have been varying extremes of inaction, from under-performance not being dealt with, to the lack of recognition and reward for a number of exceptional and motivated staff who have continued to perform despite these ongoing tensions.

Comments were also made in relation to the lack of respect which is sometimes visible between Board members and the SMT and the message that this sends to staff.

### **5.3.9 Opportunities Going Forward**

There was a view among many stakeholders that 'with every crisis comes opportunity' and that the impending 'new blood' at Board and Chief Executive level presents the NIPB with real scope for change. Specifically cited was the opportunity to:

- Re-establish the identity, role and reputation of the organisation and maintain its relevance. This is vital in terms of ensuring the organisation is credible.
- Adopt a 'critical friend' role with the PSNI, which enables the organisation to hold the Chief Constable to account through challenge, while supporting the PSNI to achieve best practice in policing throughout Northern Ireland.

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- Make Northern Ireland policing exemplary, locally, nationally and at an international level.
- Ensure value for money is paramount in driving the organisation forward.

Overall, there was agreement across internal and external stakeholders that despite the successes achieved in the last ten years, fundamental change is required within the NIPB.

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## **6 Benchmarking**

### **6.1 Introduction**

This section of the report summaries the salient points from the benchmarking exercise. This was conducted to profile the structure and function of Police Authorities in other parts of the UK in order to identify any lessons which could be learned by the NIPB.

It is important to note that there are a number of significant differences between the Northern Ireland Policing Board and Police Authorities in other parts of the UK, which make direct comparison difficult. Specifically, the following must be borne in mind:

- The Police Admin function within the NIPB is not a function of Police Authorities in England and Wales
- Police Authorities do not have a legislative responsibility to maintain DPPs
- Police Authorities do not have the same degree of legislative duty to monitor compliance with the Human Rights Act
- The NIPB has additional statutory duties such as assessing public satisfaction with PSNI and DPPs which are not functions of Police Authorities in England and Wales
- Police Authorities in England and Wales tend to operate Service Level Agreements to avail of either Council or Police Force back office service staff. The NIPB receives these services via its Corporate Services functions.

All of these factors impact upon the levels of staffing associated with the organisations.

### **6.2 Benchmarking Findings**

Benchmarking was undertaken with the following Police Authorities (chosen primarily based on the findings contained within the Reed Report):

- England (Surrey, Lancashire and Cheshire Police Authorities)
- Wales (Gwent Police Authority)
- Scotland (Strathclyde Police Authority).

The following table summarises the salient points from the benchmarking exercise.

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	<b>Northern Ireland Policing Board</b>	<b>Surrey Police Authority</b>	<b>Lancashire Police Authority</b>	<b>Cheshire Police Authority</b>	<b>Gwent Police Authority</b>	<b>Strathclyde Police Authority</b>
<b>Population</b>	Approx 1.7 million	Approx 1 million	Approx 1.5 million	Approx 1 million	Approx 0.5 million	Approx 2.3 million
<b>Coverage</b>	13,843 km <sup>2</sup>	1,663 km <sup>2</sup>	2,903 km <sup>2</sup>	2,450 km <sup>2</sup>	1,554 km <sup>2</sup>	13,624 km <sup>2</sup>
<b>Board Members</b>	10 Political 9 Independent	9 Councillors 8 Independent	9 Councillors 8 Independent	9 Councillors 8 Independent	9 Councillors 8 Independent	34 Councillors
<b>Independent Members Days Commitment</b>	4 days per month (1 day per week)	52 days per annum (1 day per week)	1 – 1.5 days per week	N/K <sup>7</sup>	N/K	N/K
<b>Basic Allowance</b>	£19,884 paid to each independent. Political members are unpaid (although each of the four political parties receives £20k to support the work of the political members).	£10,243 paid to all Members	£9,814 paid to all Members	£8,632 paid to all Members	£7,361 paid to all Members	No basic allowance for each Member
<b>Special Responsibility Allowances</b>	Chairman: £58,606 Vice Chair: £43,954 Committee Chair: Payment Ceased	Chairman: £12,247 Vice Chair: £6,123 Committee Chair: £3,009	Chairman: £13,375 Vice Chair: £7,361 Committee Chair: £4,907	Chairman: £21,580 Vice Chair / Committee Chair: £10,789	Chairman: £14,109 Vice Chair: £7,361 Committee Chair: £6,134	Convenor: £22,892 Vice Convenor: £12,556 Vice Convenor: £11,162
<b>Police and Support Staff</b>	Police: 8,277 Support staff: 2,296 <sup>8</sup>	Police: 4,000	Police: 3,000	Police: 2,000 Support staff: 1,600	Police approx: 1,437 Support staff: 935	Police: 8,000 Support staff: 2,600
<b>Budgets</b>	Policing Budget - £1.2b NIPB only - £8.8m	Policing Budget - £216m Authority only - £1.5m	Policing Budget - £270m Authority only - £1.9m	Policing Budget - £173m Authority only - £1.16m	Policing Budget -£118m	Policing Budget - £539m
<b>Chief Ex Salary</b>	N/K	£74,983 - £89,069	N/K	N/K	N/K	£86,728 - £96,056
<b>Staff</b>	<b>64 officials</b> • 4 Directorates • 13 Branches	<b>9 officials</b> • Chief Executive • Treasurer • Office Manager	<b>13 officials</b> • Chief Executive • Deputy Chief Executive • Head of Community	<b>8 officials</b> • Chief Executive • Deputy Chief Executive	<b>8 officials</b> • Chief Executive • Treasurer • Engagement +	<b>11 officials</b> • Chief Executive • Deputy Chief Executive • Communications Officer

<sup>7</sup> N/K – Not Known

<sup>8</sup> Figures as of 1<sup>st</sup> May 2010

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**Organisational Review of the NIPB - Final Report**

	<b>Northern Ireland Policing Board</b>	<b>Surrey Police Authority</b>	<b>Lancashire Police Authority</b>	<b>Cheshire Police Authority</b>	<b>Gwent Police Authority</b>	<b>Strathclyde Police Authority</b>
		<ul style="list-style-type: none"> <li>• Policy Officer</li> <li>• Committee and Member Services Officer</li> <li>• Senior Policy Officer</li> <li>• Partnerships Policy Officer</li> <li>• Communications &amp; Events Manager</li> <li>• ICV Scheme Manager</li> </ul>	Engagement <ul style="list-style-type: none"> <li>• Treasurer</li> <li>• Resources Manager</li> <li>• Community Engagement Officer</li> <li>• Policy and Performance Officer</li> <li>• Partnership and Performance Officer</li> <li>• Senior Administrative Officer</li> <li>• Community Engagement Administrative Officer</li> <li>• Administrative Officer</li> <li>• Committee Administrator</li> <li>• P.A. to Chief Executive</li> </ul>	<ul style="list-style-type: none"> <li>• Treasurer</li> <li>• Engagement Manager</li> <li>• Member Services Manager</li> <li>• Research Officer</li> <li>• Clerical Assistant</li> <li>• Secretary</li> </ul>	Performance Manager <ul style="list-style-type: none"> <li>• Business and Member Services Manager</li> <li>• Committee and Member Services Officer</li> <li>• Equalities and Research Officer</li> <li>• Business Support Officer</li> <li>• P.A. to Chief Executive</li> </ul>	<ul style="list-style-type: none"> <li>• Communities/ ICV Officer</li> <li>• Committee Administrative Officer</li> <li>• Police Convenors Secretary</li> <li>• Policy and Performance Officer</li> <li>• Solicitor</li> <li>• Admin Officers/ Secretaries (x3)</li> </ul>
<b>Committees</b>	<b>Committees - 6</b> <ul style="list-style-type: none"> <li>• Community Engagement</li> <li>• Human Rights &amp; Professional Standards</li> <li>• Corporate Policy, Planning &amp; Performance</li> <li>• Human Resources</li> <li>• Resources &amp; Improvement</li> <li>• Audit &amp; Risk Management</li> </ul>	<b>Committees - 3</b> <ul style="list-style-type: none"> <li>• Standards</li> <li>• Senior Personnel</li> <li>• Audit</li> </ul>	<b>Committees - 6</b> <ul style="list-style-type: none"> <li>• Audit and Standards</li> <li>• Business Interest Appeals</li> <li>• Human Resources</li> <li>• Planning and Performance Review</li> <li>• Professional Standards and Citizen Focus</li> <li>• Resources</li> </ul>	<b>Committees - 7</b> <ul style="list-style-type: none"> <li>• Audit</li> <li>• Engagement</li> <li>• Staff</li> <li>• Selection</li> <li>• Finance</li> <li>• Performance</li> <li>• Service Improvement</li> </ul>	<b>Committees - 5</b> <ul style="list-style-type: none"> <li>• Audit and Resources</li> <li>• Equalities and Human Resources</li> <li>• Professional Standards</li> <li>• Service Delivery</li> <li>• Strategic Planning and Performance</li> </ul>	<b>Committees - 8</b> <ul style="list-style-type: none"> <li>• Appeals</li> <li>• Audit</li> <li>• Complaints</li> <li>• Convenors</li> <li>• Ill Health Retirement</li> <li>• Personnel</li> <li>• Resources and Best Value</li> <li>• Senior Appointments</li> </ul>

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## **6.2.1 Police Force Size and Budgets**

- The size of the police forces varied quite significantly with Gwent having the smallest force with circa 1,500 police officers and 935 support staff compared with Strathclyde which has the largest with circa 8,000 police officers and 2,600 support staff (Strathclyde is almost identical in size to the PSNI in terms of officer and support staff numbers and therefore could be viewed as the most comparable).
- The policing budget for the PSNI is more than double that of Strathclyde (£1.2b versus £539m) and circa five times the budget for Surrey (£216m) and Lancashire (£270m).
- Budgets for the English authorities ranged between £1m - £2m (authority budgets unknown for Gwent and Strathclyde), which are significantly less than the NIPB budget of £8.8m. It is acknowledged that almost £3m of the NIPB budget relates to DPPs. It is also understood that authorities in the UK access staff support via local councils and operate shared service models, which would both have an impact on budgets.

## **6.2.2 Board Members and Committees**

- Each of the Boards in England and Wales has 17 Members comprised of 9 Councillors and 8 independents, which is broadly in line with the Board structure of the NIPB.
- The number of committees ranges substantially from three to eight. Surrey Police Authority is an exception, with the NIPB broadly in line with the others.

## **6.2.3 Allowances**

There are varying models with regard to allowances paid to members:

- Strathclyde, which is comprised of all councillors, does not pay its members any allowance. This is similar to the model within the NIPB whereby political members do not receive payment for membership.
- The English and Welsh Authorities pay all members an allowance, including councillors. The allowance ranges from circa £7k per member (Gwent) to circa £10k per member (Surrey). These allowances are significantly less than the circa £20k paid to independent members of the NIPB (for a similar number of days).
- Special Responsibility Allowances vary quite substantially:
  - Chairman's allowances range from circa £12k (Surrey) to circa £23k (Strathclyde). This is significantly less than the circa £59k paid to the Chairman of the Policing Board.
  - Vice-Chairman's allowances range from circa £6k (Surrey) to circa £12.5k (Strathclyde). This is significantly less than the circa £44k paid to the Vice-Chairman of the Policing Board.
  - Committee Chairs' allowances range from circa £3k (Surrey) to circa £11k (Cheshire). There is no DoJ allowance for Committee Chairs in the NIPB, and the special responsibility allowance (paid to independent members only) nominated by the Board in previous years is no longer in place (as part of the Budget 2010 austerity measures).

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## 6.2.4 Staff and Structures

- The NIPB has 64 staff compared with between 8 and 13 in each of the five Police Authorities. The table below summarises the staff profiles in each of the authorities. Salient points include:
  - Very flat structures (minimal tiers) resulting in limited hierarchies
  - Clear lines of responsibility and accountability.

Area	Surrey Police Authority (9)	Lancashire Police Authority (13)	Cheshire Police Authority (8)	Gwent Police Authority (8)	Strathclyde Police Authority (11)
<b>Chief Executive</b>	Chief Executive	Chief Executive	Chief Executive	Chief Executive	Chief Executive
<b>Deputy Chief Executive</b>	-	Deputy Chief Executive	Deputy Chief Executive	-	Deputy Chief Executive
<b>Finance / Legal</b>	Treasurer	Treasurer	Treasurer	Treasurer	Solicitor
<b>Engagement / Independent Custody Visiting</b>	ICV Scheme Manager	<ul style="list-style-type: none"> <li>• Head of Community Engagement</li> <li>• Community Engagement Officer</li> <li>• Community Engagement Administrative Officer</li> </ul>	Engagement Manager	Engagement and Performance Manager	Communities / ICV Officer
<b>Policy / Research / Partnerships</b>	<ul style="list-style-type: none"> <li>• Senior Policy Officer</li> <li>• Partnerships Policy Officer</li> <li>• Policy Officer</li> </ul>	<ul style="list-style-type: none"> <li>• Policy and Performance Officer</li> <li>• Partnership and Performance Officer</li> </ul>	Research Officer	Equalities and Research Officer	Policy and Performance Officer
<b>Office Management</b>	Office Manager	Resources Manager	-	Business Support Officer	-
<b>Member Services</b>	Committee and Member Services Officer	-	Member Services Manager	<ul style="list-style-type: none"> <li>• Business and Member Services Manager</li> <li>• Committee and Member Services Officer</li> </ul>	-
<b>Communications</b>	Communications & Events Manager	-	-	-	Communications Officer
<b>Administration</b>	-	<ul style="list-style-type: none"> <li>• Senior Administrative Officer</li> <li>• Administrative Officer</li> <li>• Committee Administrator</li> <li>• PA to Chief Executive</li> </ul>	<ul style="list-style-type: none"> <li>• Clerical Assistant</li> <li>• Secretary</li> </ul>	PA to Chief Executive	<ul style="list-style-type: none"> <li>• Committee Administrative Officer</li> <li>• Admin Officers / Secretaries x3</li> <li>• Police Convenors Secretary</li> </ul>

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## **6.3 Points of Note**

- Police Force and Budget - Strathclyde is almost identical in size to the PSNI in terms of officer and support staff numbers, yet the policing budget for the PSNI is more than double that of Strathclyde (£1.2b versus £539m).
- Board / Authority Budget - Policing Authorities operate within substantially smaller budgets than the NIPB and while some reasons for this were highlighted. However, outside of the costs associated with the DPPS, the NIPB staffing budget (for 64 posts) is where the greatest proportion of its but is allocated. It is worth noting the adoption of a shared service model could contribute to a reduction in staff costs.
- Board Members and Committees - Most Boards were similar in size to that of NIPB (17 versus 19), with Strathclyde being almost double the size of the NIPB Board (34 Councillors). In addition, the number of Committees varied with the majority having six or more.
- Allowances - NIPB Independent Board Members, Chairman and Vice-Chair are paid substantially more when compared with members of Policing Authorities (once again acknowledging the differences as set out in section 6.1).
  - Board Members are paid more than double the highest paid Police Authority Members
  - The Chairman is paid more than 2.5 times the highest paid Chairman
  - The Vice-Chair is paid more than 3 times the highest paid Vice-Chair.
- Although it is acknowledged that the Policing Authorities are much smaller organisations, with narrower remits, which have access to support staff within local councils, there are lessons to be learned by the NIPB in terms of streamlining functions to simplify overall structure.

## **7 Horizon Scanning**

### **7.1 Introduction**

Having profiled the current structure and function of the NIPB, and highlighted what key stakeholders believe to be the key issues facing the organisation, it is important to scan the horizon for the NIPB going forward, in order to identify its future challenges and priorities resulting from internal and external drivers of change, which are likely to affect the NIPB in future years.

The following paragraphs summarise what KPMG considers to be the key activities and initiatives that will significantly impact upon the work of the organisation in the short to medium term.

### **7.2 Reconstitution of the Board**

The Board of the NIPB will be reconstituted in June 2011. Five of the previous nine independents resigned (four having served their maximum term of eight years) and the remaining four reapplied. In addition, the composition of the political party members is unknown pending election results. Overall, there could be at least 50% new Board members following the reconstitution. This is significant in itself in terms of the changing dynamics of the group. Furthermore, the impact could be greater, depending upon the calibre of new members, in addition to their knowledge and understanding of policing. There will be an exercise to induct new members and ensure they receive sufficient support to adapt to their new role and to provide appropriate oversight in relation to the out-workings of this organisational review.

### **7.3 New Chairman and Vice-Chairman**

With the reconstituted Board comes the prospect of a new Chairman and Vice-Chair. The appointment of two new figureheads for the Board presents an opportunity for the organisation to regain some of the leadership which has been considered to be lacking in recent years and offers the potential to create some much needed stability to allow the organisation to re-establish itself in its new role going forward.

### **7.4 Appointment of new Chief Executive (and Interim Arrangements)**

A number of suggestions have been proposed in relation to the recruitment exercise to appoint a new Chief Executive (e.g. the use of private sector executive search firms in addition to public advertisement). Whatever method is adopted, it is unlikely that the appointment will be made in the short-term. Consequently, it was viewed that there is an immediate need for an interim arrangement to drive the changes required as a result of this organisational review. It is therefore suggested that an external Change Manager / Interim Chief Executive, who is independent of current arrangements is put in place to expedite the implementation of the recommendations of this review (within a six-month period).

## **7.5 DoJ Shared Services Review**

While the review of shared services is currently ongoing by the DoJ, it is clear that the driver behind this review is to reduce the costs associated with the delivery of support services. The clear 'direction of travel' is to amalgamate the provision of each support service into a functional unit or hub and prepare to engage with the shared service providers for the NICS. The working assumption is that the shared service model will deliver efficiencies, will ensure effectiveness and will generate additional internal and external corporacy.

It is inevitable that NIPB staff in the areas of HR, finance and I.T. will be affected by this review and these functions will downsize as a result. At this time, Civil Servants will either return to the NICS / TUPE across or the NIPB will be required to absorb the excess through the surplus pool arrangements.

## **7.6 Formation of PCSPs**

Government proposals to establish Policing and Community Safety Partnerships to replace the District Policing Partnerships and the Community Safety Partnerships will have a significant impact on the Board both in the short-term and in the longer term. Proposals to establish a statutory joint committee to take decisions on funding and effectiveness of the PCSPs will draw its membership from the Board and DoJ. The establishment of the joint committee could have a considerable impact on the role and operations of the Board in the coming year and beyond.

The policy and operational challenges this will pose for the Board, which impact on this current review includes the transitional arrangements, which will require the Board and the DoJ to review the staffing and support structures that will be necessary to deliver effective partnerships. At present both the NIPB and Community Safety Unit have a number of staff working with the DPPs and CSPs respectively.

It is anticipated that the new PCSPs will be constituted by April 2012 following the appointment of independent members by the Board. Arrangements for partnership working will be ongoing and take the Board beyond 2011/2012.

## **7.7 Budgetary Constraints (year-on-year savings to be made)**

As detailed in section 3.3 of this report, the DoJ has requested that the NIPB deliver savings of £1.6million over the next four years. The Resources and Improvement Committee is addressing this requirement by exploring the options available to the organisation to reduce costs across each of its three budget areas (DPPs, personnel costs (including members) and non-staff costs).

The Board has approved the budget for 2011/2012 and all identified savings for Year 1 are coming from the operating costs budget. However, given that one third of the organisations budget relates to personnel costs (including members) it is inevitable that the Board will seek to achieve some of the expected savings in this area going forward.

## 8 Findings

### 8.1 Introduction

This section brings together the key findings from the organisational review and presents a number of conclusions.

### 8.2 Findings

#### Continued Need for NIPB

- There was consensus on the continued need for the NIPB, given that the organisation operates as an independent oversight body, which provides the public with confidence that the PSNI is being held to account. Furthermore, aspects of the work of NIPB are viewed as exemplary and inform other Police Authorities in GB with respect to good practice.
- The Board has a statutory function which is different from that of the Justice Committee and it is appropriate that the PSNI should continue to be accountable to a body which sits external to the Assembly.

#### Governance and Leadership

- While it is acknowledged that the Board has stated its vision within the Corporate Plan 2011-2014, in our view the Board currently lacks clear, coherent strategic leadership and direction and as a result is often too focused on internal or 'operational' rather than 'strategic' matters.
- The Board needs to include a range of skills and experience relevant to its responsibilities and also to represent key sections of the Community, particularly those which have traditionally been under-represented. There is also a need to balance continuity against fresh perspectives when making appointments to the new Board.
- The public element of the Board meetings is considered of limited value and the private session with the Chief Constable is viewed as much more useful (however the need for public sessions in terms of maintaining public confidence is acknowledged).
- Historically, the Board has been poor at engaging with external stakeholders.
- There is overlap and duplication across committees and the need to realise synergies.
- The remit of Committees should be driven by the Board's Statutory Obligations and Strategic Priorities, which may change through time. Consequently, the remit of individual Committees should be formally reassessed by the Board on a periodic basis, and refocused if necessary.
- The work of the Board (and its Committees) should be driven by its Strategic Priorities. Issues considered by the Board often cut across disciplines, with different aspects being considered by different Committees in isolation. Greater use of champions and 'project teams', with members / officials from different areas could help to ensure more effective use of the Board's resources and encourage more collaborative working. Interaction between the Board and the Sub-Committees could be better.

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- The work of the Board and its Committees tends to have a 'process', rather than an 'outcome' driven focus. The establishment of a Performance Committee (as recommended by Reed), or, perhaps more appropriately, a 'Performance Project team', led by a 'Champion' with particular skills or experience in performance improvement, could be an opportunity to address this, whilst encouraging collaborative working among Board members and across directorates.
- The professionalism and confidentiality of members and officials are issues at times.
- There is an overall lack of corporate unity and tension exists among members and officials.
- On occasion, individual Board members are not sufficiently prepared for Board meetings. This may be an indication that papers are not sufficiently focused on key issues or that members are not devoting sufficient time to preparation in advance of meetings.
- Independent Members, Chairman and Vice-Chair are paid substantially more when compared with members of Policing Authorities.
- There is a lack of collegiate approach and corporate direction, which has at times inhibited the good work of staff.
- The need for the post of a Deputy Chief Executive was questioned as there appears to be a lack of defined remit for the role.

### **Structure and Function**

- The NIPB was deemed fit for purpose in terms of fulfilling its legislative remit as set out in Police (Northern Ireland) Act 2000 and the tasks associated with the Patten recommendations.
- Following the devolution of Justice an opportunity exists to re-evaluate the role of the Board.
- The NIPB organisational structure needs to be defined by legislative responsibility (as set out in the Police (Northern Ireland) Act 2000), add value to policing in Northern Ireland and be outcome focussed.
- The organisation currently operates as 13 independent 'fiefdoms', which tend to be functional in nature.
- There is an imbalance between the resources allocated to some Directorates / branches versus the statutory duties required to be fulfilled / outputs.
- Synergies exist between functions which currently sit within separate Directorates.
- Synergies exist between the NIPB Reference Groups and the PSNI Independent Advisory Groups (IAGs) and any unnecessary duplication should be avoided.
- There is scope to improve the value for money associated with the resourcing of the NIPB and delivery of associated statutory function e.g. the organisation is not of sufficient size to justify the support of 15 administrative posts, in addition to three personal secretaries.

### **Internal and External Communication**

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- A lack of teamwork and prevalence of silo working adversely affects the performance of the organisation and its overall impact and as a result the NIPB is 'punching below its weight'.
- I.T. systems within the organisation (particularly those associated with the TRIM system) limit the extent to which tasks can be carried out efficiently and effectively.
- There is a culture of controlling access to information within the NIPB, which constrains performance.
- There is a lack of meaningful engagement between NIPB, DoJ and the PSNI - tri-partite relationship should involve close working together.

### **Modernisation**

- There is a need to modernise the NIPB and bring the organisation into the 21st Century by reducing some of the existing bureaucratic burden.
- The Press / PR office could be much more relevant if it were afforded the tools necessary in order for the branch to carry out its role in the most effective manner i.e. the use of social media.

### **Value for Money and Continuous Improvement**

- Continuous improvement has been somewhat lacking to date (with the exception of the Reed report).
- The NIPB is not subject to external scrutiny, with the exception of occasional audits.
- The organisation needs to focus on outputs and outcomes and to become less process driven.
- Challenging targets are required within business plans, which focus on clear, definable and measurable hard and soft outputs.
- The focus should be on ensuring that any activities of the organisation are focussed on policing, add value and are outcome focussed.
- Taxpayers are not getting value for money from the NIPB and an element of downsizing is required if the organisation aspires to be more efficient.

### **Organisational Culture**

- The organisational culture within the NIPB and the Board is fraught with tension, disrespect and, at times, unacceptable behaviour.
- This dysfunction has manifested itself at all levels within the organisation and the Board.
- Comments were also made in relation to the lack of respect which is sometimes visible between Board members and the SMT and the message that this sends to staff.
- The Board acknowledges its duty of care towards staff and is committed to their personal development and well-being.
- Staff morale and motivation is extremely low and the fair treatment of staff throughout all processes should be paramount.

## **Budgetary Constraints**

- The DoJ has requested that the NIPB deliver savings of £1.6million over the next four years.
- The NIPB will be required to reduce its budget by almost £0.5 million in the coming year, all of which have been identified from the operating costs budget.
- However, given that one third of the organisation's budget relates to personnel costs (including members) it is inevitable that, going forward, the Board will seek to achieve some of the expected savings in this area.

# 9 Recommendations

## 9.1 Introduction

As the findings discussed within this report have reflected, there is a unanimous view with regard to the continued need for an organisation such as the Northern Ireland Policing Board to exist. In its role as an independent oversight body, which provides the public with confidence that the PSNI is being held to account, there is no doubt as to the value of the Board and the ongoing role it should undertake to maintain public confidence in policing in Northern Ireland.

However, it was recognised that there are a number of fundamental issues within the organisation – at both Board Member and official level – which must be addressed going forward.

This section of the report sets out a number of recommendations, which are presented separately in terms of those recommendations related to the governance of the organisation and those relating to its structure. These are followed by a number of potential options with regard to the future structure of the NIPB, including a summary of the potential implications of each model for the organisation. The Corporate Policy, Planning and Performance Committee has agreed to implement Option B (pending ratification by the incoming Board). The final model may be slightly amended following feedback from the SMT.

Appendix I contains further minor recommendations / points for consideration by the NIPB.

The actioning of each recommendation has been classified as follows:

Timescale	Commentary
Immediate	0 – 3 months
Short-Term	4 – 6 months
Medium-Term	7 – 12 months
Long-Term	13 – 18 months
Ongoing	As and when required

## 9.2 Governance Recommendations

No	Recommendation	Supporting Evidence / Rationale	Timescale
1	Maintaining a strategic focus	<ul style="list-style-type: none"> <li>The Board needs to focus on its statutory obligations and strategic priorities and ensure that its resources and supporting structures are clearly aligned to these. Consequently, it should:                             <ul style="list-style-type: none"> <li>- Develop a strategic plan as a priority, once the new Board is constituted, subject this to performance monitoring, and periodically re-assess its continued appropriateness.</li> <li>- Develop work plans, capturing strategic objectives and themes to be implemented by the Board, its Committees and its officials, again ensuring that performance against these, and their continued appropriateness, is assessed periodically.</li> <li>- Utilising champions, Committees, cross-cutting project teams and working groups to assist it in implementing its work plans (and, consequently, its strategic objectives).</li> <li>- Ensuring that it continually focuses on strategic, rather than Board operational matters.</li> </ul> </li> </ul>	Immediate and Ongoing
2	Appointment of Board Members	<ul style="list-style-type: none"> <li>While the Policing Board as a collective entity does not have a formal role in directly appointing members, it should periodically (in conjunction with the DoJ), conduct an audit of the skills and experience of members, and the extent to which they represent key sections of the community, and make the Department aware of any deficiencies which might possibly be addressed in future public appointments to the Board.</li> <li>A joint working group between the Policing Board and the Department should be established to clarify the respective responsibilities of the Policing Board and the DoJ, in respect of direct scrutiny of the PSNI.</li> </ul>	Ongoing, but particularly prior to Board appointments
3	Assessing the remit of Committees	<ul style="list-style-type: none"> <li>The Board's Committees should be directed towards assisting the Board itself in addressing key strategic priorities, or statutory obligations and should be subjected to periodic reviews of their effectiveness, in order to ensure that they remain effective and focused on key objectives.</li> <li>The precise remit of individual Committees may change, as the Board's role and strategic priorities evolve.</li> <li>The Board should also consider whether a Committee is the most effective means of addressing issues on its behalf – in some cases project teams (led by champions but including individuals from across the organisation) may be a more effective and efficient means of</li> </ul>	Short-Term and periodic thereafter

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No	Recommendation	Supporting Evidence / Rationale	Timescale
		addressing issues – see below on collaborative working.	
4	Collaborative working	<ul style="list-style-type: none"> <li>• Greater use could be made of champions (i.e. Board Members or Directors skilled in specific areas of expertise e.g. Human Rights; Finance; HR; IT; and Process Improvement) who could lead specific project teams or working groups on areas of strategic focus – providing an alternative to delegation of matters to specific Committees.</li> <li>• The Reed report recommended the establishment of a Performance Committee, in order to establish more robust performance monitoring of the PSNI. The Board may wish to address this issue through the establishment of a Performance Project Group, which will focus on engaging individuals with experience / skills in performance assessment / improvement from throughout the Board – thereby encouraging collaborative working and avoiding duplication of effort.</li> <li>• The use of project teams / working groups across other strategic themes, led by Board champions, could lead to more effective and efficient use of the Board’s resources.</li> </ul>	Immediate and Ongoing
5	More effective Board / Committee meetings	<ul style="list-style-type: none"> <li>• Given the comments from members as to the effectiveness of Board meetings, particularly in public sessions, it is recommended that the Board should review the format of its meetings with a view to improving their effectiveness.</li> <li>• Board and Committee meetings could potentially be made more effective through a greater focus on strategic matters, and ensuring that clear workplans (aligned to strategic objectives) are developed and continually monitored. There should be a clearer focus on measurable targets / outputs within the Board / Committee workplans.</li> </ul>	Short-Term
6	Effectiveness of Chairman and Chief Executive	<ul style="list-style-type: none"> <li>• Whilst refocusing the Board on strategic objectives, and ensuring that supporting structures (e.g. Members; Committees and Officers) are aligned to these, the Board will require good leadership both from the new Chairman and Chief Executive (once these are in place), in order to ensure that the Board develops and retains this strategic focus.</li> </ul>	Immediate

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### 9.3 Organisational Recommendations

No	Recommendation	Supporting Evidence / Rationale	Timescale
7	Downgrade the Chief Executive post from Grade 3 to Grade 5	<ul style="list-style-type: none"> <li>The proposed future structure reduces the size of the NIPB to approximately 49 staff responsible for the administration of a budget of circa £8million per annum.</li> <li>Knowledge and experience of good practice through previous reviews would indicate that the requirements of this post do not require a salary scale of Civil Service Grade 3.</li> <li>This is supported by the benchmarking exercise undertaken as part of this review which reflected that Chief Executive's within Police Authorities are paid between £75k and £95k.</li> <li>A further consideration is the fact that this post has senior and strategic support from both a Chairman and Vice-Chair, both of whom are paid for their roles.</li> <li>As a result there is no requirement for the Chief Executive post of the NIPB to be greater than Grade 5.</li> </ul>	Immediate
8	Interim arrangements for Chief Executive	<ul style="list-style-type: none"> <li>The recruitment of a new Chief Executive could take some time and it is recommended that adequate time is taken to ensure a robust approach is adopted. As such there is an immediate need for an interim arrangement to drive the changes required as a result of this organisational review. It is therefore suggested that an external Change Manager / Interim Chief Executive, who is independent of current arrangements is put in place to expedite the implementation of the recommendations of this review (within a six-month period).</li> </ul>	Immediate
9	Remove the post of Deputy Chief Executive	<ul style="list-style-type: none"> <li>Going forward, it is envisaged that the organisation will reduce its number of Directorates (from four to three) and its staff numbers by approximately 15 posts (to 49 posts), which would weaken the requirement for a Deputy Chief Executive post.</li> </ul>	Short-Term
10	Press / PR to report directly to Chief Executive (rather than a specific Directorate)	<ul style="list-style-type: none"> <li>The Press / PR function currently sits within the External Relations Directorate, reporting into the Deputy Chief Executive.</li> <li>This function operates across the entire organisation and has linkages with all areas of work and therefore there is no rationale to locate the function within one specific Directorate.</li> <li>It is common practice in other organisations for the Press Office to report directly to the Chief Executive (given that most of the work of this function is signed off at Chief Executive level) and this is recommended.</li> </ul>	Short-Term
11	Remove the Private Office - Chief Executive to have 2	<ul style="list-style-type: none"> <li>The NIPB has a Private Office which consists of three private secretaries who are responsible for providing personal secretary support to the Chairman, Vice-Chairman, Chief Executive, Deputy Chief Executive and four Directors.</li> </ul>	Short-Term

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No	Recommendation	Supporting Evidence / Rationale	Timescale
	PAs (responsible also for Chairman, Vice-Chair and 3 Directors)	<ul style="list-style-type: none"> <li>Given the proposal to remove two senior posts (the Deputy Chief Executive and one Director); there is no longer a requirement for personal secretary support for these posts.</li> </ul>	
12	Reduce the size of the Corporate Services Directorate to become a Support Services Directorate (linking into ESS arrangements in the longer term)	<ul style="list-style-type: none"> <li>The Corporate Services Directorate is currently responsible for Secretariat, Finance, Human Resources, Compliance and Police Admin (IOD, pensions).</li> <li>Following the completion of the DoJ Shared Services Review it is assumed that the Department will roll-out the shared services model, with the aim that the whole justice family make full use of HRConnect, Account NI and IT Assist. The full implication of this will not be visible for some time, and therefore, in the interim, it is proposed that adequate resourcing for these functions will be required albeit that efficiencies in delivery should be sought.</li> <li>It is recommended that Police Admin is moved to an alternative Directorate with a more external focus given the nature of this work.</li> <li>It is recommended that the work of compliance is subsumed within the Member Services (Secretariat) branch given the scope for synergies in the nature of work undertaken.</li> </ul>	Ongoing (Medium–Long-Term)
13	Combine PSNI HR TED and Police Admin work	<ul style="list-style-type: none"> <li>PSNI HR TED previously sat in the External Relations Directorate and responsibility for the Police Admin work sits under the Corporate Services Directorate.</li> <li>It is recommended the functions are combined within any future structure.</li> </ul>	Short-Term
14	Combine partnerships and community engagement into one function	<ul style="list-style-type: none"> <li>Partnership Branch and Community Engagement are currently located within the same Directorate but operate as standalone functions.</li> <li>The Board is committed to enhancing its interfaces and engagement with the community. As such, it is proposed that combining community engagement with the partnership work will raise its profile and enable the work of this area to reach its maximum potential.</li> </ul>	Short-Term
15	Co-locate the functions of statistics and research with work areas primarily serviced by the same.	<ul style="list-style-type: none"> <li>It is recommended that Statistics and Research should be co-located with corporate and business planning activity and community engagement activity, where the services of this function are primarily availed of.</li> </ul>	Short-Term
16	Combine corporate	<ul style="list-style-type: none"> <li>Corporate and business planning and the continuous improvement work, currently sit under the</li> </ul>	Short-Term

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<b>No</b>	<b>Recommendation</b>	<b>Supporting Evidence / Rationale</b>	<b>Timescale</b>
	and business planning with continuous improvement work	<p>Planning Directorate, but as two separate functions in separate branches.</p> <ul style="list-style-type: none"> <li>The two functions are inherently inter-linked and as such it is recommended that they are combined within any future structure within a single branch.</li> </ul>	
17	Pool administrative staff	<ul style="list-style-type: none"> <li>There are currently 15 administrative posts within the NIPB (11 administrative officers, 3 administrative assistants and a typist – in addition to 3 personal secretaries).</li> <li>This level of administrative support for an organisation of 64 people (one admin support for every three posts) is considered a luxury. Given that the overall size of the organisation is proposed to reduce, a weaker argument exists to maintain these levels going forward.</li> <li>The pooling of administrative staff will enable significant efficiencies to be achieved.</li> <li>9 administrative staff will be managed by the Member Services Branch within the Support Services Directorate, which will allocate the staff to other functions as required. This will ensure a co-ordinated approach to administrative requirements of the entire organisation.</li> <li>There is adequate scope within this pool of 9 to allow for dedicated admin within each function if there is deemed to be a strong rationale to support such a model i.e. an individual has built up particular knowledge in a specific area.</li> </ul>	Short-Term
18	Restrict the use of agency staff – permanently funded posts only	<ul style="list-style-type: none"> <li>There are currently 4 agency staff employed by the NIPB – all of whom have been employed on a temporary basis in excess of one year.</li> <li>The employment of agency staff can be a beneficial model to temporarily fill gaps in the short-term e.g. maternity cover. However, retaining agency staff on a longer-term basis creates instability within functions (the time taken to induct / train new staff and the continuous uncertainty around the potential of the post holder leaving) and, ultimately, is less efficient for the organisation to sustain.</li> <li>Going forward it is recommended that the NIPB seek to cease the use of agency staff where substantive posts exist.</li> <li>It is recommended that all future posts must be permanently filled in order for the organisation to adequately plan its programmes of work to meet challenging business plan targets going forward.</li> </ul>	Short-Term
19	Building / Offices	<ul style="list-style-type: none"> <li>At present, there are some Directorates which span different floors within Waterside Tower.</li> <li>It is important that any future structure ensures that staff are appropriately located within the building in order to ensure effective working. This should encourage a culture of collaborative</li> </ul>	Short-Term

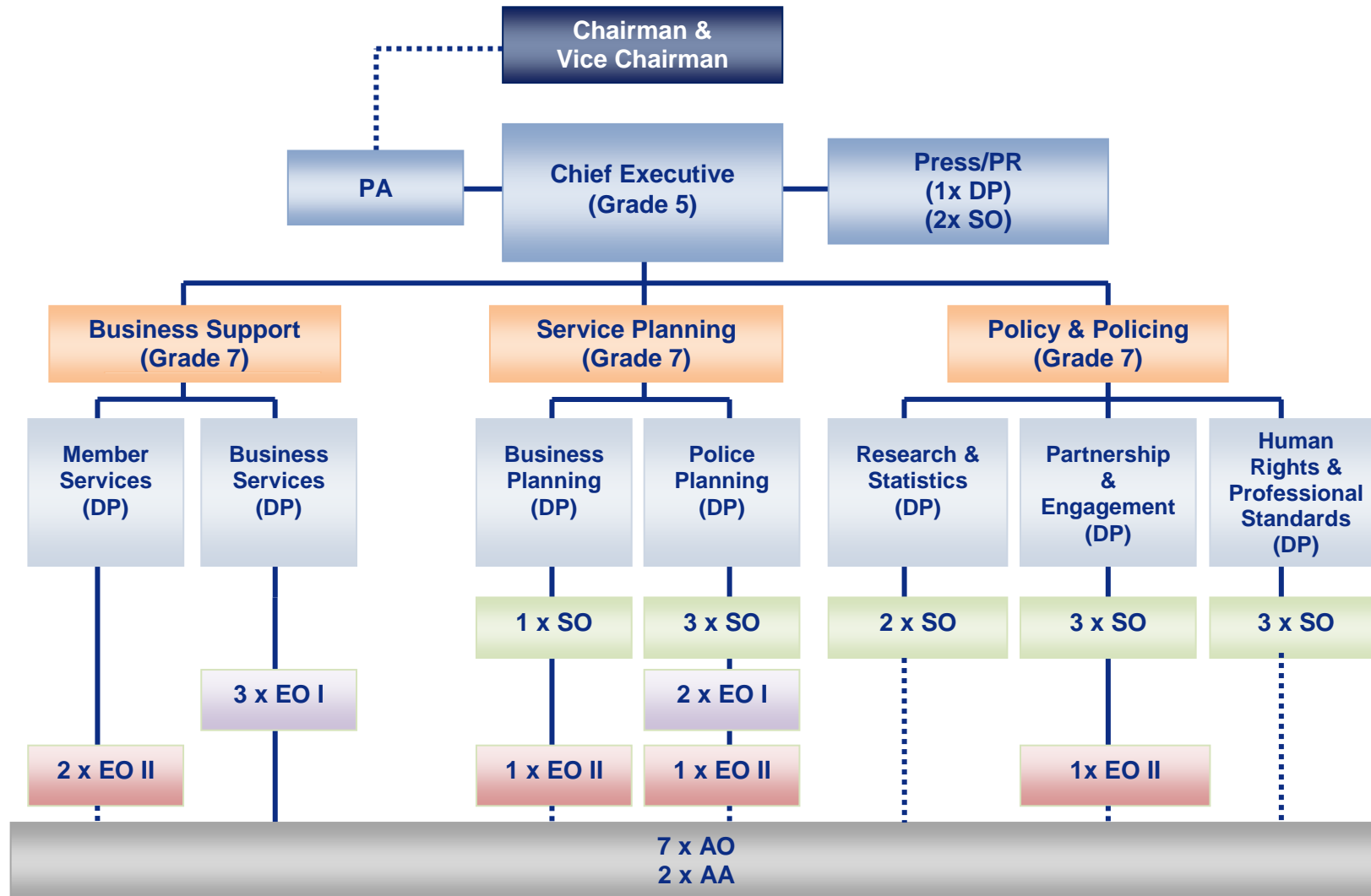
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No	Recommendation	Supporting Evidence / Rationale	Timescale
		working and corporate unity. • Consideration should also be given to the potential to relocate to more suitable accommodation (prior to the planned investment on security on the current premises).	
20	Enhance the use of technology to gain efficiencies	• The security classification of the organisations computer systems results in less effective working than would be the case if systems were more accessible. • It would be beneficial if the system could be configured to allow for a 'super-user' / administrator within each Department to enable work processes to become more efficient. • Web-streaming / audio-files of public meetings would reduce significant bureaucratic burden. • The use of iPhones, social media (Facebook, Twitter etc,) and other means of technology could significantly enhance the work of a number of functions, for example, Press / PR and Statistics and Research (and realise significant efficiencies). • In implementing the above recommendations, the security requirements of the organisation must remain paramount.	Medium-Term

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## 9.4 Option 'A'

Figure 2: Proposed Organisational and Staffing Structure – Option 'A'



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

### 9.4.1 Summary - Revised Organisational Structure – Option ‘A’

Department	Functions	Commentary
Chief Executive’s Office	<ul style="list-style-type: none"> <li>PA to Chief Executive, Chair and Vice-Chair</li> <li>Press and PR</li> </ul>	<ul style="list-style-type: none"> <li>Removal of Private Office</li> <li>Inclusion of Press and PR</li> </ul>
Business Support	<ul style="list-style-type: none"> <li>Member Services</li> <li>Business Services</li> </ul>	<ul style="list-style-type: none"> <li>Secretariat to become Member Services</li> <li>Link functions with ESS; compliance; and office services/premise management</li> </ul>
Service Planning	<ul style="list-style-type: none"> <li>Business Planning</li> <li>Police Planning</li> </ul>	<ul style="list-style-type: none"> <li>Corporate and Business Planning, Continuous Improvement</li> <li>Policing Plan, PSNI HR TED, Police Admin, ICV</li> </ul>
Policy and Policing	<ul style="list-style-type: none"> <li>Statistics and Research</li> <li>Partnership and Engagement</li> <li>Human Rights and Professional Standards</li> </ul>	<ul style="list-style-type: none"> <li>Inclusion of Statistics and Research in Policy function</li> <li>PCSPs and Community Engagement</li> <li>Former Policy Directorate</li> </ul>

### 9.4.2 Summary - Revised Staffing Structure – Option ‘A’

Grade	Current	Proposed	Change
Chief Executive (Grade 3)	1	1	Grade 5 Post
Deputy Chief Executive (Grade 5)	1	-	Post no longer required
Grade 7	4	3	1 post no longer required
Deputy Principal	12	8	4 posts no longer required
Staff Officer	18	14	4 posts no longer required
Executive Officer I	5	5	No change
Executive Officer II	5	5	No change
Administrative Officer	11	7	4 posts no longer required
Administrative Assistant	3	2	1 post no longer required
Typist	1	-	Post no longer required
Personal Secretaries	3	1	2 posts no longer required
<b>Total</b>	<b>64</b>	<b>46</b>	<b>- 18 Posts</b>

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



### 9.5.1 Summary - Revised Organisational Structure – Option ‘B’

Department	Functions	Commentary	Staff Complement	
<b>Chief Executive’s Office</b> (1 x Chief Executive)	PAs to Chief Executive, Chair, Vice-Chair and Directors	<ul style="list-style-type: none"> <li>Removal of ‘Private Office’</li> </ul>	2 x Personal Secretaries	
	Press / PR	<ul style="list-style-type: none"> <li>Inclusion of Press / PR reporting directly into Chief Executive</li> </ul>	<ul style="list-style-type: none"> <li>1 x DP</li> <li>2 x SO</li> </ul>	
<b>Support Services</b> (1 x Director)	Member Services	<ul style="list-style-type: none"> <li>Secretariat to become Member Services</li> <li>Compliance and records management</li> <li>Responsible for line management of the admin pool</li> </ul>	<ul style="list-style-type: none"> <li>1 x DP</li> <li>1 x SO</li> <li>3 x EO I</li> </ul>	
	HR and IT	<ul style="list-style-type: none"> <li>Organisational HR issues</li> <li>Link function with HR Connect</li> <li>IT and PSNI IS Strategy</li> </ul>	<ul style="list-style-type: none"> <li>1 x DP</li> <li>1 x EO I</li> <li>1 x EO II</li> </ul>	
	Finance	<ul style="list-style-type: none"> <li>PSNI finance, NIPB accounts and DPP finance</li> <li>External Audit</li> </ul>	<ul style="list-style-type: none"> <li>Internal Audit Link function with Account NI</li> <li>Risk</li> </ul>	<ul style="list-style-type: none"> <li>1 x DP</li> <li>1 x SO</li> <li>1 x EO II</li> </ul>
<b>Policy</b> (1 x Director)	Police Pay, Conditions and Pensions	<ul style="list-style-type: none"> <li>Police Admin</li> <li>PSNI HR TED</li> <li>Equality and Diversity</li> <li>Pension Administration</li> </ul>	<ul style="list-style-type: none"> <li>1 x DP</li> <li>1 x SO</li> <li>1 x EO I</li> <li>2 x EO II</li> </ul>	
	Human Rights and Professional Standards	<ul style="list-style-type: none"> <li>Monitoring / reporting on PSNI compliance with the Human Rights Act 1998</li> <li>Monitoring PSNI Professional Standards</li> <li>Monitoring PSNI approach and performance on dealing with organised crime</li> <li>Responsibility for a wide range of policy issues</li> <li>ICV work</li> </ul>	<ul style="list-style-type: none"> <li>1 x DP</li> <li>3 x SO</li> <li>1 x EO I</li> </ul>	
<b>Policing</b> (1 x Director)	Planning	<ul style="list-style-type: none"> <li>Corporate and Business Planning</li> <li>Continuous Improvement</li> </ul>	<ul style="list-style-type: none"> <li>Policing Plan</li> <li>Police Performance</li> </ul>	<ul style="list-style-type: none"> <li>1 x DP</li> <li>1 x SO</li> </ul>
	Statistics and Research	<ul style="list-style-type: none"> <li>Statistics and Research</li> <li>Estates Strategy</li> </ul>		<ul style="list-style-type: none"> <li>1 x DP</li> <li>2 x SO</li> </ul>
	Partnership and Engagement	<ul style="list-style-type: none"> <li>PCSPs</li> <li>Community Engagement</li> <li>Policing with the Community</li> </ul>		<ul style="list-style-type: none"> <li>1 x DP</li> <li>4 x SO</li> </ul>
<b>Admin Pool</b>	Administration	<ul style="list-style-type: none"> <li>Central pool of admin staff line managed by Member Services and available to support all branches within the organisation as and when required</li> </ul>	<ul style="list-style-type: none"> <li>7 x AO</li> <li>2 x AA</li> </ul>	

### 9.5.2 Summary - Revised Staffing Structure – Option ‘B’

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

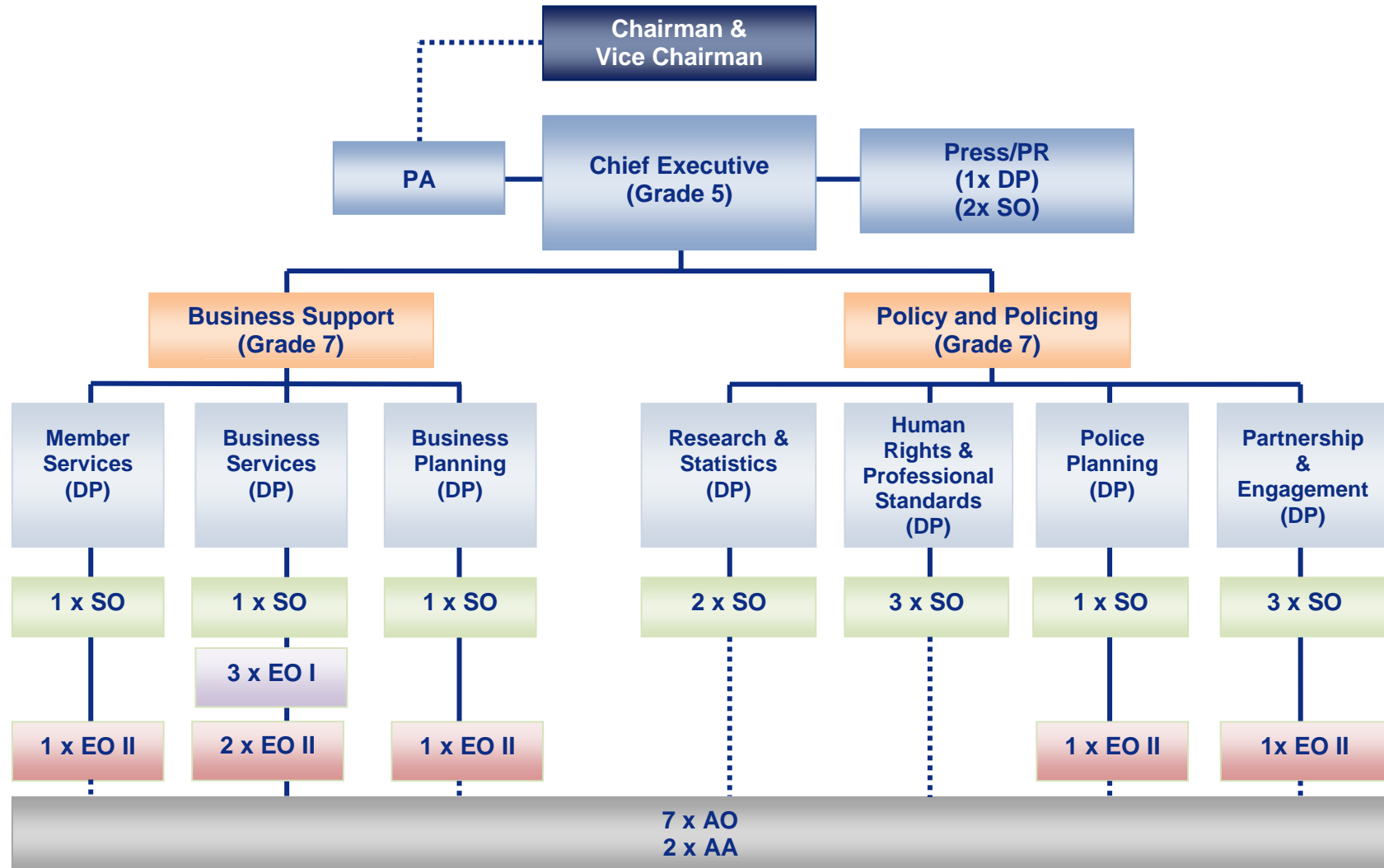
**Organisational Review of the NIPB - Final Report**

<b>Grade</b>	<b>Current</b>	<b>Proposed</b>	<b>Change</b>
Chief Executive (Grade 3)	1	1	Grade 5 Post
Deputy Chief Executive (Grade 5)	1	-	1 post no longer required
Grade 7	4	3	1 post no longer required
Deputy Principal	12	9	3 posts no longer required
Staff Officer	18	15	3 posts no longer required
Executive Officer I	5	6	1 additional post required
Executive Officer II	5	4	1 post no longer required
Administrative Officer	11	7	4 posts no longer required
Administrative Assistant	3	2	1 post no longer required
Typist	1	-	1 post no longer required
Personal Secretaries	3	2	1 post no longer required
<b>Total</b>	<b>64</b>	<b>49</b>	<b>- 16 Posts + 1 Post = -15 Posts</b>

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

## 9.6 Option 'C'

Figure 4: Proposed Organisational and Staffing Structure – Option 'C'



### 9.6.1 Summary - Revised Organisational Structure – Option ‘C’

Department	Functions	Commentary
Chief Executive's Office	<ul style="list-style-type: none"> <li>PA to Chief Executive, Chair and Vice-Chair</li> <li>Press and PR</li> </ul>	<ul style="list-style-type: none"> <li>Removal of Private Office</li> <li>Inclusion of Press and PR</li> </ul>
Support	<ul style="list-style-type: none"> <li>Member Services</li> <li>Business Services</li> <li>Business Planning</li> </ul>	<ul style="list-style-type: none"> <li>Secretariat to become Member Services</li> <li>Link functions with ESS; compliance; office services and Police Admin</li> <li>Corporate and Business Planning, Continuous Improvement</li> </ul>
Policy and Policing	<ul style="list-style-type: none"> <li>Statistics and Research</li> <li>Human Rights and Professional Standards</li> <li>Police Planning</li> <li>Partnership and Engagement</li> </ul>	<ul style="list-style-type: none"> <li>Inclusion of Statistics and Research in Policy function</li> <li>Former Policy Directorate</li> <li>Policing Plan, PSNI HR TED, ICV</li> <li>PCSPs and Community Engagement</li> </ul>

### 9.6.2 Summary - Revised Staffing Structure – Option ‘C’

Grade	Current	Proposed	Change
Chief Executive (Grade 3)	1	1	Grade 5 Post
Deputy Chief Executive (Grade 5)	1	-	Post no longer required
Grade 7	4	2	2 post no longer required
Deputy Principal	12	8	4 posts no longer required
Staff Officer	18	14	4 posts no longer required
Executive Officer I	5	3	2 posts no longer required
Executive Officer II	5	6	1 additional post required
Administrative Officer	11	7	4 posts no longer required
Administrative Assistant	3	2	1 post no longer required
Typist	1	-	Post no longer required
Personal Secretaries	3	1	2 posts no longer required
<b>Total</b>	<b>64</b>	<b>44</b>	<b>- 21 Posts + 1 Post = - 20 Posts</b>

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# 10 The Way Forward and Next Steps

## 10.1 Introduction

This section of the report proposes a way forward for the NIPB. This includes indicative next steps, which will aid the Board in implementing the necessary actions to progress change.

## 10.2 The Way Forward and Next Steps

Given the strategic shift in the future direction and function of the NIPB, there are a number of key tasks, which the Board must undertake in order to progress the changes required and maintain the momentum associated with this review. Tasks include:

- Agreement on the preferred future model for the NIPB.
- Establishing the cost savings associated with the preferred model (allowing for any associated redundancy costs). Current Civil Service payscales (as at 1<sup>st</sup> August 2010) are illustrated below.

Grade	1 <sup>st</sup> August 2010 Payscale
Grade 3	Not disclosed but believed to range from £85k to £110k+
Grade 5	Not disclosed but believed to range from £65k to £85k+
Grade 7	£43,228 - £50,796
Deputy Principal	£32,913 - £38,893
Staff Officer	£26,197 - £30,520
Executive Officer I	£22,581 - £26,086
Executive Officer II / Personal Secretaries	£20,860 - £23,250
Administrative Officer	£17,348 - £22,180
Administrative Assistant / Typist	£14,981 - £17,533

- Development of an action plan to implement the changes, allowing for transition to take place over the four-year budgeting period. It is envisaged that the reduction in personnel should be completed within 12 months.
- Communication with staff / NIPSA.
- Meeting with DoJ to discuss:
  - Approval for the appointment of an Interim Chief Executive
  - The redeployment of any Civil Servant posts affected
  - The process for any posts that will be eligible for redundancy
  - The potential of reducing Members allowance.

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## **Appendix I**

### **Minor Recommendations / Points for Consideration**

Recommendation	Timescale
<b><i>Governance and Leadership</i></b>	
21 There is a need to realise synergies to remove the overlap and duplication across committees.	Short-Medium-Term
22 Board members must be sufficiently prepared for Board meetings. A greater focus on key issues within Board papers (such as through the use of 'digests' or executive summaries) may help members to focus on significant issues in their preparation.	Immediate
23 A review should be conducted by the DoJ of the remuneration paid to the Chairman, Vice-Chair and Independent Members of future Boards.	Long-Term
24 Standing orders should be reviewed and updated at least once during each cycle of the Board.	Long-Term
25 Periodic self-effectiveness review of the Board and its Committees should be performed in order to ensure that they are fit for purpose, operating effectively, and remain focused on the Board's strategic objectives.	Periodically
26 The effectiveness of the Leadership Group (which was implemented following publication of the Reed report), should be assessed once this has been in operation for 12-18 months, to ensure that it remains fit for purpose and is operating within its designated remit.	Long-Term
27 Consultees noted a lack of corporacy, including a lack of confidentiality, at times in relation to the Board. Members and Officials should be reminded of their obligations (both in relation to the Code of Conduct for the former and in relation to their contracts of employment and duties to the organisation, in respect of the latter) and appropriate sanctions should be imposed for anyone found in breach.	Immediate and ongoing
28 Members noted that there were inadequate mechanisms for 'follow-up' on discussions / queries raised with the PSNI in Committee sessions. Greater use should be made of action lists to capture queries / matters for follow up in future meetings.	Immediate
29 The Reed report noted that the Board needed to further develop and embed its risk management processes. The Board should also actively demonstrate its ownership of corporate risk management processes.	Immediate
<b><i>Structure and Function</i></b>	
30 Synergies exist between the NIPB Reference Groups and the PSNI Independent Advisory Groups (IAGs) and any	Immediate

unnecessary duplication should be avoided.

### ***Internal and External Communication***

- |    |   |                       |
|----|---|-----------------------|
| 31 | A culture of openness and transparency should be encouraged in terms of communication and information sharing (particularly with regard to technology). | Immediate and Ongoing |
| 32 | There is a need for more meaningful engagement between NIPB, DoJ and the PSNI.  |                       |

### ***Modernisation***

- |    |  |                       |
|----|--|-----------------------|
| 33 | There is a need to modernise the NIPB and bring the organisation into the 21st Century by through the use of technology (web-streaming, social media etc). | Immediate and Ongoing |
|----|--|-----------------------|

### ***Value for Money and Continuous Improvement***

- |    |  |                        |
|----|--|------------------------|
| 34 | Continuous improvement and external scrutiny are required going forward.   | Short-Term and Ongoing |
| 35 | The organisation needs to focus on outputs and outcomes and to become less process driven. As a result challenging targets are required within business plans, which focus on clear, definable and measurable hard and soft outputs. |                        |

### ***Organisational Culture***

- |    |  |                       |
|----|--|-----------------------|
| 36 | The Board acknowledges its duty of care towards staff and is committed to their personal development and well-being. | Immediate and Ongoing |
|----|--|-----------------------|

**Appendix II**  
**Stakeholder Communication Plan**

It is important at the outset of any change process that a written communication plan is developed to ensure that key stakeholders receive / have access to information that might affect them, on a timely basis.


There are a number of cornerstones to communication within a change management process, as follows:

- Communicate consistently, frequently, and through multiple channels (both formal and informal).
- Communicate all that is known about the changes, as quickly as the information is available.
- Provide significant amounts of time for people to ask questions, request clarification, and provide input.
- Clearly communicate the vision, the mission, and the objectives of the change management effort. Help people to understand how these changes will affect them personally.
- Recognise that true communication is a “conversation.” It is two-way and real discussion must result. It cannot be just a presentation.
- Communicate the reasons for the changes in such a way that people understand the context, the purpose, and the need.
- Provide answers to questions only if you know the answer.
- Communication should be proactive.

Responsibility for the communication plan should rest with the Interim Chief Executive, closely supported by the Press / PR Manager. Advice should also be sought from HR staff (NIPB, DFP, DoJ), as and when required.

Key stakeholders to be kept informed with regard to the change management process include:

- Board Members;
- SMT and staff;
- NIPSA / Staff-Side Representatives;
- DoJ;
- DFP;
- CSO;
- PSNI; and
- Media / Press.



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