

# Best Value Reality Testing Report

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Northern Ireland Policing Board

December 2009

This report outlines findings of reality testing in PSNI resulting from the implementation of recommendations emanating from Best Value Reviews of the Patrol Function, Protecting Vulnerable People, Fixed Penalty Processes and Enquiry Offices. Findings are outlined in a bullet format. Evidence has been sought from strategic and tactical documents, interviews and other research. The on-site work was conducted during

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## Please Note

This report is intended to highlight to the Northern Ireland Policing Board independent findings following reality checks undertaken in PSNI. It does not purport to be comprehensive in terms of its evidential value as sources of evidence were deliberately limited to a small number of internal interviews with lead and key officers and staff and key strategic documents. Due to time limitations no external views have been sought or any observational testing undertaken.

## 1. Methodology and General Observations

- i. The Best Value review of the Patrol Function was undertaken during 2005/06. It was an examination of various elements of policing associated with the day to day patrol function in PSNI, which resulted in 146 recommendations for improvement. This review is important in that it was undertaken at a time of significant change in the way policing is being delivered. In terms of the methodology for reality testing it was necessary for the sake of clarity and assessment to allocate each of the recommendations to an associated theme. This approach facilitates a deeper understanding of the impact of strategic and tactical change rather than examining individual recommendations in a tick box quantitative approach. In the case of the other BVRs examined as fewer recommendations resulted from the research it was easier and more appropriate to seek views on selected recommendations where the impact and potential were most evident.
- ii. The methodology agreed for reality testing involved reading the BVRs and other key documents and undertaking interviews with key and senior staff to form views on the reality of discharge of recommendations and general improvements and strategic intentions in the functional areas under review.
- iii. The BVRs examined have in some cases been undertaken some years ago. In feedback from interviewees it was evident that some recommendations examined are not considered meaningful nor considered to have any basis in reality that mirrored the working context in PSNI at the time. Many of these recommendations have discussed in any detail with senior staff from the functional areas involved. As a result some key recommendations lacked buy-in from senior manager's, key partners such as the PPS or required legislative changes before there would be any prospect of successful implementation. This has had the unfortunate affect of causing PSNI to make decisions to sideline or unintentionally slow recommendations in favour of more mainstream internal strategic improvement. That said, the majority of the recommendations have now been implemented either within their own right or more frequently as part of wider progress and development.
- iv. It was noted that outcomes and impact on the level and quality of service to the public following the implementation of individual recommendations has, in most cases, not been quantified by PSNI nor has there been any realist effort made to cost the implementation of recommendations or to systematically identify efficiency savings from implementation.

- v. The 'overview database', although considered by many as a success in terms of its ability to allow the effective tracking of recommendations from initial acceptance to discharge, contains information about the discharge of recommendations that is in some cases is unintentionally misleading and/or incorrect in their assumption. An example being in respect of recommendations requiring legislative change being discharged, although not implemented. The PSNI should be clearer about discharging recommendations and present a more accurate and realistic and picture of the status of recommendations. Additionally, outcomes and the impact expected or realised should also be clearly stated, this being in line with PSNI's current aim to realise efficiency savings.
- vi. Many of the recommendations in the patrol function BVR are directly or indirectly linked to Policing with the Community (PWC) work being undertaken by the force. In many cases specific BV recommendations have been overtaken by this work or have formed part of wider consideration during discussion and consultation to developer various strands of the PWC activity. In this respect although the specific BVR has not been delivered as a single activity, the ethos of improvement has been embraced within the PWC project and improvement and development have/is being delivered. Similarly many of the recommendations have implications for partners and/or legislative changes which by their very nature are not solely within the remit or under the control of PSNI. In these cases, although the spirit of improvement is well intended, changes will take time and need to be driven in line with changing policing context in Northern Ireland before improvement can be evidenced.
  - i. The Service Excellence strand which includes the PWC project is being driven by 2 Assistant Chief Constables (Rural and Urban). The work will involve every member of staff, known communities and key groups to examine services provided. The project is highlighted in the Policing Plan 2009 and is becoming embedded through training and seminars. It is aimed at redefining policing in PSNI, heightening visibility through the provision of a purposeful presence and providing a more responsive service to the public to build confidence. The Patrol function including Neighbourhood Policing is a key element in this work. In April 2009 the police service moved from 26 District Command Units to eight. The new structure allows greater flexibility and ensures more officers are freed up to deliver front line policing. Policing with the Community is the focus of business which together with the Neighbourhood Policing Programme demonstrates ongoing commitment to that style of policing. The Chief Constable clearly reiterated his desire to drive this strategic shift in policing style at the Criminal Justice Inspectorates stakeholder event in January 2010. In work undertaken in August 2008 the Criminal Justice Inspectorate highlighted a lack of corporacy in PSNI's approach to implement NHP and a lack of a robust accountability mechanism. It is important that the drive to implement policing with the community through the developing neighbourhood policing approach is consistently applied within a corporate framework and that effective accountability and performance measures are maintained.
  - ii. In order to test PSNI's approach to neighbourhood policing and its development in districts the NIPB should develop its survey methodology working with the PSNI to allow more timely, flexible and focused

engagement with the public, with an option to examine service delivery where considered appropriate at a district and neighbourhood level. This will enhance understanding of the impact of implementation across the force, any differentiation in districts, and the identification and affect of successful tactics and practices on public confidence. Additionally, it will facilitate the spreading of good/best practice.

- iii. Key themes which run through the 146 BVR recommendations in the Patrol Function Review relate to the following subject/topic areas:-
  - 1. Training and Diversity;
  - 2. Criminal Justice development;
  - 3. Better use of resources;
  - 4. Increasing Visibility;
  - 5. Road Policing.
- iv. The Best Value Reviews of Protecting Vulnerable People, Fixed Penalty Process Centre and Enquiry officers are reported separately in the report.
- v. An indication as to confidence in whether the functional area/service has or will improve is indicated by a RAG rating shown in the matrix of evidence overleaf.
- vi. In summary, I am confident that in general the BV recommendations in respect of the reviews of the **Patrol Function** (undertaken 2005/06), **Fixed Penalty Processing Centre** (undertaken 2004/05) and **Enquiry Offices** (undertaken 2004/05) have been implemented to such an extent that the Policing Board can be satisfied that strategic change and improvement has been made to these functional areas.
- vii. In respect of the BV review of **Protecting Vulnerable People**, this review was undertaken during 2007/08 and although many of the recommendations have been implemented in line with the introduction of Public Protection Units, the changes are relatively new and as yet not embedded. The Policing Board should continue to oversee implementation and seek with the PSNI to identify outcomes and meaningful improvement through effective evaluation.


## 2. Overview of Key Findings

### BVR of The Patrol Function – Completed 2005/06

Theme	Recommendations	Findings
<p><b>1. Training &amp; Diversity</b></p>	<p>Confidence in level of strategic change/ implementation.</p> <div data-bbox="656 571 804 651" style="text-align: center; border: 1px solid black; padding: 5px; width: fit-content; margin: 10px auto;">Green</div> <p>Recommendations connected with this theme related to the undertaking of a training needs analysis (TNA) to identify skills gaps, reviews of student training, the setting up of effective PDU's to deliver training at a local level, the delivery of training in NHP, driving leadership and managing accountability. A communication strategy was also required to be developed and published. National Intelligence Model (NIM) training and the development of a tasking model was a key thrust in some recommendations.</p>	<ol style="list-style-type: none"> <li data-bbox="987 472 2042 772">i. There is a clear indication that a training needs analysis is an ongoing exercise in districts and a developing understanding of the value training needs analysis and subsequent training activity across all key functions. It was found that in some areas there was recognition of a shortfall in understanding of tactical awareness, teamwork, and in the understanding of the context of the environment. These issues are being addressed in some districts by local managers who are investing heavily in training and seeking to breakdown silo thinking through delivering tactical awareness training, patrol training and soft skills training.</li> <li data-bbox="987 810 2042 906">ii. A neighbourhood policing training module is being delivered across the force and where appropriate more bespoke training has been undertaken by for example, managers in neighbourhoods and in leadership skills.</li> <li data-bbox="987 944 2042 1145">iii. Diversity training has been delivered by the centre, having been given a high priority and recognising the high percentage of migrant workers in some districts. Additionally, diversity training to officers and staff specific to the operational environment and context of each district is ongoing, being delivered by local training units through an electronic modular based approach.</li> <li data-bbox="987 1184 2042 1385">iv. The development of diversity training has included consulting with community groups to appropriately tailor service delivery and provide a joined up message with other agencies. More recently training has been delivered to identify and reduce bullying and harassment across districts, indicating that PSNI value the principle of ongoing generic and bespoke training.</li> </ol>

		<ul style="list-style-type: none"> <li>v. The National Intelligence Model (NIM) process together with tasking and coordinating at strategic and tactical levels have been developed by local intelligence managers against a backdrop of current strategies and local policies. Districts are currently working to the principals and generic structure of the national intelligence model, the key decision making and tasking body being the tasking and coordination group in each district. Officers and staff appear to know their role in the process and are the main source of raw intelligence which is assessed for quality using an agreed approach.</li> <li>vi. The Operational Support Department is currently carrying out research into the service wide adoption of the HITAD (Human Resource, Information, Tasking, Allocation, Debriefing) model which incorporates NIM into day to day practice and builds on pilot work undertaken in F District since July 2009. The model seeks to improve the quality of briefings mainly in the response function, Neighbourhood Policing Teams and Crime Teams.</li> </ul>
<p><b>2. Criminal Justice</b></p>	<p>Confidence in level of strategic change/ implementation.</p> <div style="text-align: center; border: 1px solid black; width: 60px; margin: 10px auto; background-color: #90EE90;">Green</div> <p>Recommendations related to this subject area included reducing unnecessary abstraction and wasted time by officers at court, agreeing the management and administration of this process with the courts and Public Prosecution Service (PPS) particularly in respect of court attendance by officers, the transfer of warrants to the court service, the appointment of court liaison officers in districts,</p>	<ul style="list-style-type: none"> <li>i. The PSNI has made significant progress and changes to systems in the function of Criminal Justice since the initiation and completion of the BVR with an important focus on reducing avoidable delays. Key managers spoken too are committed and experienced in the field of criminal justice and have a strategic focus on improvement taking account of wider and linked projects such as Core, Causeway and workforce modernisation. As such, many of the BV recommendations have been progressed or superseded, being an integral part of other projects or have been progressed in parallel. Some have not been progressed.</li> <li>ii. The development of NICHE (part of the Causeway Initiative) IT systems is continuing with the most recent development and roll out being DSM1 (Data Sharing Mechanisms 1) complemented by an appropriate information sharing protocol on 30/11/09. This IT solution provides information sharing with key partners such as the Public Prosecution Service (PPS), the Northern Ireland courts service, Prisons, Probation Service and the PSNI. Importantly this facilitates wider data sharing and specifically the monitoring and tracking of court summons and warrants through the Criminal Justice process. Although relevant Criminal Justice staff have been trained to</li> </ul>

	<p>the better integration of IT into the function particularly in respect of electronic case preparation, outsourcing PNDs and the effective resourcing of CJUs including staffing and training.</p>	<p>effectively operate respective IT systems through Horizon e-learning, some say, as it was some time ago some training based glitches are emerging which are causing unnecessary delays. This issue will be addressed but it remains that some problems still exist.</p> <p>iii. In respect of electronic case management and case preparation there have been delays in respect of development of the intended global IT solution. To date the system has not been designated fit for purpose across partner organisations. There is however good evidence to indicate that figures for file submission have improved in districts over the previous 18 months with 80% of submission times set by the PPS being achieved (previously 45%). In respect of the quality of submitted indictable and summary files the request by the PPS for further information has decreased indicating a higher quality of initial submission. Performance data is entered on the Saturn stats system and is made available to the NIPB. This is contributing to reducing avoidable delays in the Criminal Justice system overall.</p> <p>iv. The Chief Constable is driving a strategic review on resourcing across the force in an effort to maximise the availability of resources for front line policing, in particular neighbourhood policing. In some districts there is evidence of a visibility strategy being implemented. The impact of this initiative is evident in districts and departments with districts making provision/plans to reallocate resources in line with the Chief Constables intentions. The changes in the short term affect the staffing levels and experience available in district Criminal Justice Units and will entail the induction and training of replacement staff over time. A rolling training programme is due to commence in January 2010. Training in this regard is classroom based supported by e-learning.</p> <p>v. The recommendation which relates to the transfer of summons and warrants to the Northern Ireland court service has not been implemented, although it has been discharged in the 'overview database'. Currently constables are still charged with serving summons and warrants. The barrier to implementation relates to the requirement to instigate legislative changes which are yet to be agreed let alone implemented. Tracking of this recommendation should continue at a strategic level. E -learning has been commenced for Sergeants and Inspectors who administer cautions and</p>
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		<p>informed warnings and for staff dealing with Criminal Justice recording processes.</p> <p>vi. There are court liaison officers now in place in many districts (PCs) that cover the relevant courts with a role to coordinate and connect cases and request bail conditions for each case, provide a police resource to assist the court with overnight charge cases, bail variation, the execution of arrest warrants at court and provide advice and assistance to all police officers at court. Across the force the implementation of court liaison officers is at the discretion of District Command Unit commanders. Although this recommendation relates to the appointment of court liaison officers for each District Command Unit, PSNI have interpreted this recommendation to have discretion in line with local need.</p> <p>vii. The recommendations to introduce a spreadsheet format for warrants to be used by all District Command Units, has been superseded by the commencement of DSM1 which now facilitates the management of all new warrants and summons in an electronic format within an agreed service procedure. This reduces paperwork and is more efficient and effective. In respect of outstanding summons and warrants the Criminal Justice Department at HQ now maintain a central database for all un-served summons and historic warrants and has recently issued a new procedure to drive progress and effectiveness. The procedure highlights clearly the requirements and action to be taken by districts and PPS. Warrants themselves physically remain in districts. The PSNI aim to deal with the backlog of historic warrants, of which there are many, in a timely but proportionate way.</p>
<p><b>3. Better Use of Resources</b></p>	<p>Confidence in level of strategic change/ implementation.</p> <p style="text-align: center;"> Green</p> <p>Recommendations linked to this</p>	<p>i. There was positive evidence presented that the progress on budget control and delegation has changed since the finalisation of the BVR some years earlier, which has been driven by senior management in District Command Units. Evidence indicated that revenue budgets are now devolved to District Command Units which facilitates a greater level of control and flexibility to support operational policing and the achievement of local objectives. Capital budgets remain within central control.</p>

	<p>area relate to the devolvement of vehicle budgets in districts to DCU commanders, increasing the range of vehicles used, pursuing appropriate sponsorship, expanding the use of COP shops across the province and in this regard enhance multi-agency working, increase the opportunity to use cycles to heighten visibility and accessibility of the public.</p> <p>Additionally, a number of recommendations related to increasing the flexibility of the movement of money between budgets and increasing income generation.</p>	<ul style="list-style-type: none"> <li>ii. Districts have the ability and flexibility to move money between budgets to generate financial savings for the purposes of operational benefit. Currently there is no corporate policy for income generation in place and in this regard no notable progress is evidenced, although there is evidence of a commitment and desire to have uniformity and common agreement across all districts. Income generation in this context is considered by interviewees to be possible from events such as concerts, rally management, traffic surveys etc.</li> <li>iii. There is a real drive to free up officers from unnecessary administration, bureaucracy of paperwork and as such heighten visibility. The availability and functionality of IT has improved, resulting in fewer abstractions from operational positions.</li> <li>iv. There is an increase in the variety of vehicles available for operational use which includes soft skinned vehicles and armoured vehicles with a general move towards the purchase of smaller cars. There is in place a number of vehicles equipped for single officer patrol as well as motor cycles.</li> <li>v. There is an emphasis on the appropriate use of bicycles in line with an agreed risk based approach in the major conurbations and outstations. Although there is no record kept (logs) of their usage there is significant rhetorical evidence of their use being embedded, producing an increase in visibility and significant mobility value in such places as tourist areas and parks which are more easily accessible for bicycles. The approach continues to develop with specially adapted vans being purchased for neighbourhood officers to transport bicycles within districts to address public demand and appropriate crime and disorder issues.</li> <li>vi. The PSNI have in place a number of mobile police stations that are increasing accessibility for the public as well as police visibility. Appropriate foot patrols are conducted from these vehicles on-site, which reduces abstractions and further increases visibility.</li> </ul>
<p><b>4. Increasing</b></p>	<p>Confidence in level of strategic change/ implementation.</p>	<ul style="list-style-type: none"> <li>i. As stated earlier in the report, the Chief Constable is driving a strategic review on resourcing across the force in an effort to maximise the</li> </ul>


<p><b>Visibility</b></p>	<div data-bbox="667 213 815 290" style="text-align: center; border: 1px solid black; padding: 5px; width: fit-content; margin: 0 auto;">Green</div> <p>Recommendations linked to this area related in the main to increasing police visibility. In particular areas for improvement were focused on shift rotas for response and Neighbourhood Policing Team resources, training in regard to the European Working Time Directive, and maximising opportunities to use satellite premises or premises frequented by the public to increase accessibility. Additionally, an emphasis was placed on officers wearing uniform where appropriate (as a default position) and the expansion and normalisation through a standard operating procedure for single officer foot patrols linked with single officer crewing of vehicles.</p> <p>The extended use of public transport was also recommended.</p>	<p>availability of resources for front line policing. In some District Command Units there is clear evidence of a visibility strategy being implemented. The impact of this initiative will impact in all areas and departments with districts making provision/plans to reallocate resources.</p> <ul style="list-style-type: none"> <li>ii. There is evidence that the PSNI are being more proactive and are seeking to identify and maximise opportunities to be more engaged with the public for example, being more visible in supermarkets and youth halls. This development is being established to different degrees across the province according to the current security situation and threat in any particular district. Although there is evidence of some difficulties being experienced with multiagency working, collaboration and co-location, these are viewed as surmountable and barriers to such working are being gradually reduced. Chief Officers are in discussion with partners such as the fire service and health board in an effort to facilitate co-location and information sharing and reduce the practical problems identified.</li> <li>iii. In addition to this development, the PSNI is being proactive across districts to heighten the use of public transport by operational staff and is seeking to build and strengthen relations with local bus companies to facilitate operational officers using public transport whilst performing normal duty, thereby enhancing accessibility of officers and increasing visibility.</li> <li>iv. The PSNI are in the process of purchasing mobile satellite navigation systems for use by operational officers undertaking policing patrols in districts. 'Satnavs' are considered to present value for money and have particularly value for probationer constables working in rural areas to assist with directions during deployment, speed up response and to enhance local knowledge.</li> <li>v. The PSNI is firmly committed to exploring the potential of mobile data terminals and are planning to undertake a phased roll out of 'Blackberry' mobile devices initially to response officers during June 2010. Operational advantages identified include the ability to increase time on patrol (and visibility) by allowing direct e-mail delivery to mobile devices; removing bureaucracy (form filling), providing the ability to instantly access force databases, independently check criminal records, for example undertaking</li> </ul>
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		<p>person and vehicle checks and to improve data transfer and information such as photographs.</p> <p>vi. In line with the phased implementation of Blackberry's, the PSNI are in the early stages of developing new approaches to delivering positive messages and public contact using new media opportunities such as social networks through twitter and podcasts using them as platforms to deliver feedback and positive messages to the public. This approach is intended to explore and maximise new communication media and extend accessibility.</p> <p>vii. The PSNI have adopted a 10 hour shift pattern for response officers across the force with variations for more specialist functions such as call management, custody and neighbourhood policing. The philosophy is to provide resources to meet public demand by providing a more tailored service.</p> <p>viii. The PSNI is working to the principals of the European Working Time Directive and key staff, such as in the Human Resources department and the Operational Command Unit have been trained to better understand the operational context and impact of the directive. Operational staff have been made familiar with the principles.</p> <p>ix. The PSNI is committed to a default position of single officer patrol unless for operational reasons or adverse risk assessments direct otherwise. A General Order has been published which includes integrated guidance for call management. Each district has in place a single officer patrolling champion (Chief Inspector) to deal with issues, provide advice and support management decisions.</p> <p>x. There are new and relevant targets in the 2009/10 Policing Plan which include confidence targets with the PSNI, and targets around the new performance indicator of the percentage of time spent by Police Officers on beat and patrol duties. These targets include increasing the percentage time spent on beat and patrol duties based on the activity analysis report between 2007/08 and 2008/09, and also to ensure that Neighbourhood Officers work at least 80% of their duty hours on neighbourhood policing activities (in line with the Policing Pledge target). The Board has set these</p>
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		specific targets to improve effectiveness and efficiency in the PSNI and will actively monitor progress.
<p><b>5. Road Policing</b></p>	<p>Confidence in level of strategic change/ implementation.</p> <div data-bbox="669 373 819 451" style="border: 1px solid black; background-color: #92d050; padding: 5px; text-align: center; margin: 10px auto; width: fit-content;">Green</div> <p>Recommendations linked to this area include providing more dedicated support and analytical capacity and capability to the road policing function, reducing demand where appropriate e.g. abnormal loads, reviewing resources and devolving the function to District Command Units, increasing female representation, civilianisation of certain posts such as traffic management.</p>	<p>i. The PSNI operate in line with the principles of road safety agreed by Association of Police Officers (ACPO) to influence road use behaviour in Northern Ireland and it is recognised that the most effective approach is a co-ordinated strategy of:-</p> <p><b>Education</b> (including training and publicity) to provide road users with appropriate knowledge, skills and attitudes so that they choose to use the roads in a safe and responsible manner</p> <p><b>Engineering</b> (both road and vehicle) to physically affect the way road users behave (for example, through speed reduction measures)</p> <p><b>Enforcement</b> to support and complement education and engineering measures, to specifically target irresponsible, dangerous and unlawful behaviour that puts other road users at risk, and to investigate, and where appropriate, take enforcement action.</p> <p>ii. Road policing is a vital component of the PSNI's road safety strategy, and plays a key role in saving lives and minimising injury on the road. The visible enforcement of road traffic law is an effective deterrent to dangerous behaviour and significantly contributes to enabling people to use the roads safely. The PSNI see road policing as a primary role in delivering and improving road safety.</p> <p>iii. The PSNI has made significant changes in the structure and function of road policing since the BVR was finalised. Development has however been driven principally through the Core Project and a CJI inspection which was undertaken jointly with Her Majesty's Inspectorate in 2008. This inspection recommended a restructure to provide better accountability introducing a central strategic and policy development function, professional and skilled management and oversight of road policing activity in all District Command Units. The Core Project undertook an assessment of resourcing of the road policing function which resulted in some staff changes (reduction of 1 inspector and 3 Sergeants posts). It has followed that some of the BVR recommendations that relate to development of the road policing function in District Command Units are now defunct or have been superseded by the strategic developments and restructure.</p>

		<ul style="list-style-type: none"> <li>iv. A bidding process is in place for districts to bid for central road policing resources within a defined and developed NIM process, for example in respect of securing the appropriate skilled resources to deal with specific road incidents and initiatives.</li> <li>v. The PSNI have now in place 5 road education officers whose role is to engage with schools and vulnerable young adults together with the Department of Environment. Events such as road safety road shows are a regular and valued addition to road policing activity.</li> <li>vi. Although the road policing function does not have a full time analytical resource, progress has been made in line with the BVR recommendation with access to road policing crime/data analysts now being available through District Command Units on a 25% part-time basis and occasionally through the central road policing unit for strategic issues. The PSNI should continue to keep this approach under review to ensure sufficient analytical capacity is maintained.</li> <li>vii. The strategic responsibility for road policing statistics has now passed to the central statistics unit since the BVR was completed which provides a specialist resource to collate, evaluate and promulgate relevant statistics. Road policing statistics covering fatal and serious accidents (KSIs) and certain other categories are updated on a software package (Saturn). There is a renewed emphasis on operational officers completing an accurate and detailed collision report within agreed timescales. Performance management in this regard is driven through reports to District Command Unit commanders which highlight individual officer performance. Road Policing officers are acutely aware of the performance arrangements and are held to account for underperformance. Each district OCM team (Occurrence Case Management Team) administers this process through NICHE.</li> <li>viii. The development of a collision investigation unit to provide professional investigative support to District Command Units is well advanced with officers being identified through an agreed selection process to be attached to the unit. A commencement date has been decided for April 2010.</li> </ul>
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		<p>Implementation will be phased across the province and follow a risk based approach.</p> <p>ix. Barriers have been encountered by PSNI in regard to the extension of speed-watch to the province. Although efforts have been made to identify suitable volunteers to operate the speed watch initiative principally through open seminars and workshops organised by local road safety committees, insufficient volunteers have been forthcoming. Despite efforts this has resulted in further development of the scheme being currently put on hold. It is however intended that the PSNI continue to drive and seek further interest from the public when opportunities allow.</p> <p>x. A drive to strengthen female representation within the road policing function has been successful, showing increased numbers. Through proactive efforts involving a survey amongst female officers to identify barriers, focused seminars and awareness training, more female officers have expressed an interest in road policing as part of their career path. Efforts have amounted to a proportionate increase from 6.6% of road policing strength in 2004 to 13.3% in 2009. This however remains well below the force average percentage of female officers which currently is 24%.</p> <p>xi. A new integrated communications and marketing strategy is in place for road policing which consistently examines and maximises communication opportunities to deliver preventative and positive messages to the public. The strategy is integrated with the ongoing activity of strategic and tactical partnerships and with the established force road policing calendar for enforcement initiatives.</p> <p>xii. The PSNI is currently examining the feasibility of a Northern Ireland equivalent to highways traffic officers (HWTOs) similar to the established arrangements on motorways in England and Wales.</p> <p>xiii. Road policing has been included in District Local Policing Plans in order to heighten awareness and the status of road policing across all relevant partners and with the public.</p> <p>xiv. Discussion is still ongoing within PSNI to agree the amount of latitude to be</p>
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		<p>given to motorists during safety camera enforcement. Research has been undertaken with other forces to inform the options presented to the Chief Constables forum. Currently this recommendation remains live with a deadline for agreement being 1<sup>st</sup> February 2010.</p>
<p><b>BVR of Protecting Vulnerable People</b></p> <p><b>Completed 2007/08</b></p>	<p>Confidence in level of strategic change/ implementation.</p> <div data-bbox="663 480 808 560" style="text-align: center;">  <p>Green</p> </div> <p>The BVR produced 19 recommendations which relate to the development of integrated service procedures across all Protecting Vulnerable People (PVP) disciplines, an appropriate accountability framework, effectively implement Public Protection Units (PPUs) across all districts to include appropriate vetting for staff, access control levels, effective information sharing, agreed access /oversight by Occupational Health and Welfare (OHW), implementation of an established risk model, allocation of accountability to districts.</p> <p>Additionally, key recommendations included the expansion of NICHE to include all Vulnerable Persons and the flagging of relevant information for operational officers and the</p>	<ul style="list-style-type: none"> <li>i. The BVR of Protecting Vulnerable People (PVP) was undertaken during the year April 2007 to March 2008 and conducted in parallel with in-force development to introduce Public Protection Units (PPUs) in all District Command units. The scope included all areas covered within HMIC definition of 'vulnerable people'. The BVR made 19 recommendations.</li> <li>ii. This development was contained in the Policing Plan 2009/11 and for the first time introduced a dedicated team of specially trained officers to deal with the disciplines of child protection issues, domestic violence, sex offender management and missing and vulnerable people. The purpose of PPUs is to draw together the many strands, which make up the core of public protection. They are under the control of each District Commander and are responsible to the District Crime Manager on a day-to-day basis.</li> <li>iii. Service procedures and policies are in place for all disciplines with most being integrated to provide the sharing of information with key staff across the force such as within call management. Relevant PVP issues are discussed within the NIM process and daily within district morning meetings/briefings chaired by commanders which effectively prioritises intelligence and incidents.</li> <li>iv. Child protection is a key area where the police are working in partnership with other agencies to prevent child abuse in all its forms. The police child protection policy outlines requirements for information sharing and procedures for dealing with children as victims of, or witnesses to, crime.</li> <li>v. A manual of practice for PPANNI (Public Protection Arrangements Northern Ireland) has been introduced which is reviewed annually. This provides clear multi agency guidance and operating procedures to reduce risk and provide guidance on the management of offenders. PPANI refers to the arrangements established for the risk management of sexual and violent</li> </ul>


	<p>provision of appropriate training and guidance for all staff in PPU matters.</p> <p>Also MASRAM was to be further developed and include training, assessment and evaluation in its process.</p>	<p>offenders, and certain potentially dangerous persons whose assessed risks require multi agency input to the delivery of individual risk management plans. The arrangements facilitate key agencies (police, prisons, probation, social services and other relevant government departments) to work together and share information, in discharging their statutory responsibilities, to better protect the public in a co-ordinated manner.</p> <p>vi. The protection of the public from the risk posed by sex offenders living in the community is a high priority for the PSNI and guidance is contained within Multi-Agency Sex Offender Risk Assessment and Management (MASRAM).</p> <p>vii. PSNI has led the pilot of the Multi Agency Risk Assessment Conference (MARAC) that involves agencies in partnership making interventions to reduce the risk to victims and children. This process has now been extended to all police districts with assistance from partner agencies. An agreed risk identification and assessment model and process has now been introduced within this development and is used by operational officers.</p> <p>viii. The Best Value Review of Protecting Vulnerable People included development of Public Protection Units and supporting strategies for effectively dealing with vulnerable people. In many respects the BVR ran in parallel and duplicated in-force development touching on structure, staffing, training and implementation of PPUs across the force. Central to implementation is the Chief Constables directive that all posts across the force should be assessed to identify whether staff can be redirected to operational policing to increase visibility.</p> <p>ix. Each of the established PPUs in districts provides specialist support in respect of the associated areas of police business being Domestic Violence, Child Abuse, Missing Persons, and Offender Management and Vulnerable Adults. Significant improvements have taken place since the BVR was completed which includes the establishment of appropriate staffing levels and enhancing the skills of staff in PPUs through focused training to the required level. Role profiles are in place together with job descriptions for all staff.</p>
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		<ul style="list-style-type: none"> <li data-bbox="981 204 2040 539">x. In respect of the BVR, this has not been the main driver of change. Many of the recommendations made are considered by key staff to have been unrealistic and not appropriate against the backdrop of wider and more strategic developments in regard to the protection of vulnerable people in Northern Ireland. There is clear evidence that some of the recommendations have been ill-conceived and not properly considered by the BV team or indeed specialists in this field of police work. Additionally, many of the recommendations, although marked in the 'overview database' as discharged have not been costed nor has any attempt been made to assess their outcome/impact.</li> <li data-bbox="981 577 2040 778">xi. Since the BVR was completed the PSNI have introduced into its accountability arrangements a central strategic function headed by a Detective Superintendent with 2 Detective Chief Inspectors being responsibility for developing and overseeing strategy and policy and coordination of resources. New and integrated policies for PVP disciplines have been introduced in line with the introduction of PPU's.</li> <li data-bbox="981 817 2040 1050">xii. A central Public Protection Team set up in late 2008 is in place and headed by a Chief Inspector. This team is established and deals with high risk sex offenders and violent offenders. VISOR is managed through this team. To ensure good practice is identified and shared and to deliver central policy and direction, lead officers from the Public Protection Team and district based PPU's meet quarterly. In line with new developments a missing person liaison officer is in place in District Command Units.</li> <li data-bbox="981 1088 2040 1289">xiii. In terms of day to day line management PPU's report to the District Commander who also has the responsibility to ensure effective staffing levels are maintained. The PSNI continues to develop new ways of working and is currently examining workloads across the District Command Units compared with staffing levels to seek to introduce a more efficient, rational and consistent approach to dealing with relevant incidents.</li> <li data-bbox="981 1327 2040 1417">xiv. Training has been provided to all relevant staff on issues such as VISOR and new policies introduced to ensure a consistent and professional approach and service are delivered.</li> </ul>
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		<p>xv. The PSNI is in the process of considering the most appropriate way of offering Occupational Health and Welfare (OHW) support to PPU's and other relevant staff. A more proactive approach is being developed with OHW to discuss such an approach with PPU Inspectors in January 2010. Currently referral to OHW is not mandated as suggested by the BV recommendation.</p> <p>xvi. A new vetting policy has been approved by the Chief Constables forum which has been thoroughly researched and considered in the operational context of PSNI. It includes management vetting (MV). Vetting to MV level has to date been completed for 151 officers/staff in PPU's and continues to be expanded to cover other relevant staff such as Gaolers.</p> <p>xvii. An appropriate risk assessment model has been introduced across the force to effectively prioritise PVP related incidents and activity. Officers in the PPT and PPU's have been trained in its application which takes account of static and dynamic circumstances and linked intelligence. The same model is used by relevant partners such as the Probation service and Social Services across Northern Ireland.</p> <p>xviii. A new policy and associated procedures are in place to deal more effectively with unauthorised absences from residential units which are aided by the introduction of a traffic light system based on a time/risk basis. Reported missing people will be treated within a separate service procedure in line with the agreed Missing Persons policy and new electronic based forms in early 2010. .</p> <p>xix. The newly introduced NICHE IT system (part of Causeway) facilitates the management, tracking and therefore auditing of decisions and activity. Although the force has made some progress in making available information for the use of operational officers, further work is still required to provide the correct level and appropriate access to information.</p> <p>xx. Evidence was presented that indicated that the Northern Ireland Court Service is behind other partners in its implementation of the Causeway project. As a result the implementation of the BV recommendation relating</p>
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		<p>to molestation orders remains dependent on orders being input onto the system by the court service. This recommendation has not been implemented to date.</p> <p>xxi. The policing areas associated with protecting vulnerable people are integrated into the NIM and tasking and coordinating process across the PSNI and are included in the agenda on each daily meeting/briefing with BCU commanders in which operation updates on incidents of note over the previous 24 hours are delivered using a structured approach. PSNI should continue to develop the NIM to be proactive and forward looking to identify and reduce risks in respect of vulnerable people for example in respect of the activities of registered sex offenders. Developments currently being undertaken should be coordinated across the force and be undertaken in line with a generic briefing/de-briefing model being developed. A pilot in 'F' district (HITAD – Human Resource, Information, Tasking, Allocation and Debriefing model) is being undertaken.</p> <p>xxii. In terms of performance outcomes between 2007/08 and 2008/09 the number of domestic abuse incidents increased by 515 (+2.2%). Recorded crimes decreased - there were 9,211 crimes with a domestic abuse motivation recorded in 2008/09, which is a decrease of 72 (-0.8%) on 2007/08. During 2008/09 the majority of all crimes with a domestic abuse motivation fell within the category of violent crime (offences against the person, sexual offences and robbery). The overall clearance rate for crimes with a domestic abuse motivation in 2008/09 was 37.8%, 4.0 percentage points higher than in 2007/08.</p> <p>xxiii. The NIPB should discuss with PSNI the undertaking of a robust evaluation of the changes implemented to improve efficiency and effectiveness in the business areas associated with protecting vulnerable people including the introduction of Public Protection Units. Such evaluation should focus on benefits realisation (outcomes) and include an updated risk appraisal.</p>
<b>BVR of Fixed Penalty Processing</b>	Confidence in level of strategic change/ implementation.	i. The purpose of the Fixed Penalty Processing Centre is for the processing of non-endorsable and endorsable fixed penalty notices. The FPPC is also responsible for the processing of all safety camera detections and the

<p><b>Completed 2004/05</b></p>	<p style="text-align: center;"><b>Green</b></p> <p>The BVR produced 32 recommendations which were mainly tactical or process based. They related to the development of an effective approach to the management and administration of the process surrounding fixed penalty notices, accuracy in recording details, changes to responsibility and deployment of staff within the Fixed Penalty Process Centre (FPPC) resources pool. Emphasis was placed on enhancing communication and the flow of information. Additionally, the introduction of technology was recommended with regard to the provision of hand-held computers and improving wider data transfer.</p>	<p>processing of driving documents produced by motorists.</p> <ul style="list-style-type: none"> <li>ii. The Best Value review of Fixed Penalty Processing focused on service delivery and the processes and practices used within the FPPC and sought to increase efficiency and effectiveness in the way fixed penalty tickets were being processed and to rationalise associated resourcing and management. Research resulted in 32 recommendations which involved administration and recording issues, changes to responsibilities, the redesign of fixed penalty forms, challenges to legislation and the recognition of the enhanced use of opportunities/solutions presented by new IT such as hand held computers and better communication methods.</li> <li>iii. Many of the BVR recommendations were in the main superseded in 2004 following research undertaken internally within PSNI's Process Improvement Unit and a subsequent report which comprehensively examined the function of the Fixed Penalty Processing Centre. The identified areas for improvement from this work overtook many of the BV recommendation and redefined the fixed penalty process, reallocated duties and re-designated grades of staff working within this function. Notably, since the BVR was completed the responsibility for the FPPC has been transferred to the Criminal Justice Unit from Road Policing in August 2008.</li> <li>iv. The introduction of NICHE has driven significant change in the way data from fixed penalties forms are dealt with. Details from fixed penalty forms are now input into NICHE although, there is a recognition that further development work is required to enable the fixed penalty computer system to be integrated and provide intra-operability with NICHE. Currently this facility is not in place which is resulting in duplication of the efforts of inputting staff.</li> <li>v. The operation of safety cameras is now carried out by dedicated civilian support staff and there has been an increase in resources allocated to the safety camera operation. Performance has improved in recent years from 16,000 detections in 2008 to 22,000 detections at the end of October 2009. Currently there are 16 full time posts and 8 safety camera vans operating across the province. They are targeted and tasked according to need and</li> </ul>
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		<p>risk after consultation on site allocation, with for example DPPs, and operations are based on a balanced approach underpinned by the NIM tasking model.</p> <ul style="list-style-type: none"> <li>vi. A public survey has been conducted which indicated higher public approval of the underlying ethos of camera detection i.e. road safety improvement and greater awareness of public safety issues.</li> <li>vii. The indicative outcomes associated with the changes shows an increase in detections with less back office support, however comprehensive analysis and evaluation has not been undertaken which could have properly identified outcomes and efficiencies. Further work should be undertaken to evidence the outcome of investment in the camera safety function.</li> <li>viii. Although speed camera detections have increased over time there is no evidence of corresponding decrease in fatal and serious accidents (KSIs). More work should be undertaken by PSNI to understand the correlation of activity and the impact of initiatives.</li> </ul>
<p><b>BVR of Enquiry Offices</b></p> <p><b>Completed 2004/05</b></p>	<p>Confidence in level of strategic change/ implementation.</p> <div style="text-align: center;">  <p>Green</p> </div> <p>The BVR produced 32 recommendations which relate to the development of a corporate style, resourcing approach and management of enquiry offices. Specifically considered were required changes to satisfy the Disability Discrimination Act requirements, with regard to evacuation plans, guidance for management and</p>	<ul style="list-style-type: none"> <li>i. Enquiry offices have seen significant development in recent years with a clear and regularly reviewed policy in place to ensure a corporate and consistent approach is applied across the force area. The policy is accessible and held in enquiry officers. It out sets standards to which officers and station administration assistants work to together with operating procedures that cover staffing issues. .</li> <li>ii. Opening hours are discussed and agreed locally after consultation with key groups, local communities and partners such as District Policing Partnerships and are clearly linked to the rationalisation of the police estate. Demand profiles are a key consideration when agreeing opening times which are published in the local press and outside stations. It was noted that more could be done to assess the outcome of this work through surveys of people attending the stations.</li> <li>iii. The Estate Services Business Unit has in place a standard and guide referring to the corporate image of the Enquiry Office, which includes</li> </ul>

	<p>training for appropriate staff.</p> <p>Resourcing of enquiry offices was a focused consideration of the BVR as was public information and public access to services.</p>	<p>standardised colours, materials, door finishes and signage. Many stations have received a makeover to update decor and appearance to make them softer in appearance and more visually inviting to the public. Police literature is available in a range of languages and formats.</p> <p>iv. Work to facilitate police co-locating with the community based partners has been undertaken. This occurs at local level driven by local need. The purpose being to provide public access to facilities/ police services other than through a police station. A generic risk assessment is in place for use by commanders in considering the need and the function of a NHP facility outside of police premises.</p> <p>v. Station Enquiry Assistants (SEA) have been introduced in all full time stations. Staff are recruited through open competition, are aware of their role which has minimum standards and is flexible according to local need. Appropriate training has been delivered in line with role requirements particularly in respect of understanding diversity and equality including disability (DDA). All SEAs undertake Annual Appraisal Reviews. There is currently no career path open to SEAs which is seen as repetitive shift based work and results in many SEAs viewing the role as a stepping stone to a career as an officer in PSNI.</p> <p>vi. There is currently no survey or any other method to measure customer performance, undertaken with customers to assess the effectiveness of the operation in enquiry offices and to identify improvement opportunities The PSNI should develop such an approach.</p> <p>vii. The PSNI is examining this service along with others in a more strategic way within its corporate review driven by the Chief Constable particularly within the service excellence strand which is being developed. This work is being driven by an ACC. The work will examine the wider enquiry office process, business through-put and profiles of when and how enquiry offices are used and who uses them as well as what information is provided and how. Staffing levels will also be examined and appropriate performance measurement arrangements put in place. The Performance Improvement Unit is currently undertaking this work which has involved consultation with District Commanders to provide local context.</p>
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## Suggestions Actions / Improvement for NIPB

- i. It was noted that outcomes and impact to the level and quality of service to the public following the implementation of individual recommendations has in most cases not been quantified by PSNI nor has there been any realist effort made to cost the implementation of recommendations or to systematically identify efficiency savings from implementation. The NIPB should encourage PSNI to actively seek to identify and document outcomes and efficiency savings in future improvement activity.
- ii. The 'overview database', although considered by many as a success in terms of its ability to allow the effective tracking of recommendations from initial acceptance to discharge, contains information about the discharge of recommendations that is in some cases unintentionally misleading and/or incorrect in their assumption. Examples being in respect of recommendations needing legislative change being marked as discharged although not implemented. The NIPB should encourage PSNI to present a more accurate and realistic statement of the status of recommendations and be clearer about the reason recommendations are discharged. Additionally, outcomes and the impact expected or realised should also be clearly stated.
- iii. 'Policing with the Community' is the focus of business which together with the Neighbourhood Policing Programme demonstrates ongoing commitment to a changing style of policing. In work undertaken in August 2008 the Criminal Justice Inspectorate highlighted a lack of corporacy in PSNIs approach to implement NHP and a lack of a robust accountability mechanism. It is important that the drive to implement policing with the community, through the developing neighbourhood policing approach, is consistently applied within a corporate framework and that effective accountability and performance measures are maintained. The NIPB should ensure through its oversight arrangements that corporacy is maintained.
- iv. The NIPBs survey methodology should be developed in order to test PSNI's approach to neighbourhood policing, its development across districts and public confidence levels. The NIPB should work with PSNI to allow more timely, flexible and focused survey engagement with the public and partners, with an option to focus surveys to examine service delivery where considered appropriate at a district and neighbourhood level. This will facilitate a better understanding of the impact of implementation across the force, differentiation in approach in districts, and the identification and affect of successful tactics and practices on levels of public confidence. Additionally, it will facilitate the spreading of good/best practice.
- v. The NIPB should recommend and drive a robust evaluation of changes implemented to improve efficiency and effectiveness in the business areas associated with protecting vulnerable people which includes the introduction of Public Protection Units. Evaluation undertaken by PSNI should focus on benefits realisation (outcomes) and particularly examine structure, corporacy, staffing, strategies, policies, training, performance, partnership activity and IT intra-operability/support. It should also include risk appraisal and risk reduction.

- vi. Enquiry Offices opening hours are discussed and agreed locally after consultation with key groups, local communities and partners such as District Policing Partnerships and are clearly linked to the rationalisation of the police estate. Demand profiles are a key consideration when agreeing opening times which are published in the local press and outside stations. More could be done by NIPB and PSNI to assess the outcome of this work through surveys of people attending the stations. There is currently no survey or any other method to measure customer performance undertaken with customers to assess the effectiveness of the operation in enquiry offices and to identify improvement opportunities. The NIPB and PSNI should develop such an approach.

## Appendix 1.

### Assessment Methodology

This independent assessment was undertaken in late December 2009 commencing with a desktop review of appropriate recommendations contained in the 'overview database'. Focus was placed on examining recommendations, progress and reasons for discharge relating to the BVRs of the Patrol Function, Protecting Vulnerable People, Fixed Penalty Process Centre and Enquiry Offices. Additionally, information published on the NIPBs and PSNIs websites was considered as were available strategic documentation and specific documents requested and collected as a result of interviews.

During the fieldwork the following police areas visited were - F District, C District, Strategic premises at Knocknagoney, Castlerea and Lisnasharragh.

The following is a list of the personnel who were interviewed during this phase of the fieldwork;

- Chief Inspector Operations (District Command Unit)
- Head of the Criminal Legislation and Procedures
- Head of Business (District Command Unit)
- Inspector (Public Protection Unit)
- Head of Criminal Legislation and Procedures Branch
- Inspector (Operations Policy)
- Chief Inspector (Road Policing Development Branch)
- Head of Information and Communication Services
- Station Enquiry Assistant (District Command Unit)
- Superintendent (Public Protection and Vetting)
- Chief Inspector (PWC and Quality of Service Programme)
- Chief Inspector (Justice Support)
- Head of Fixed Penalty Processing Centre
- Inspector (Occurrence Case Management Team Manager – DCU)
- Staff Officer to District Commander (District Command Unit)