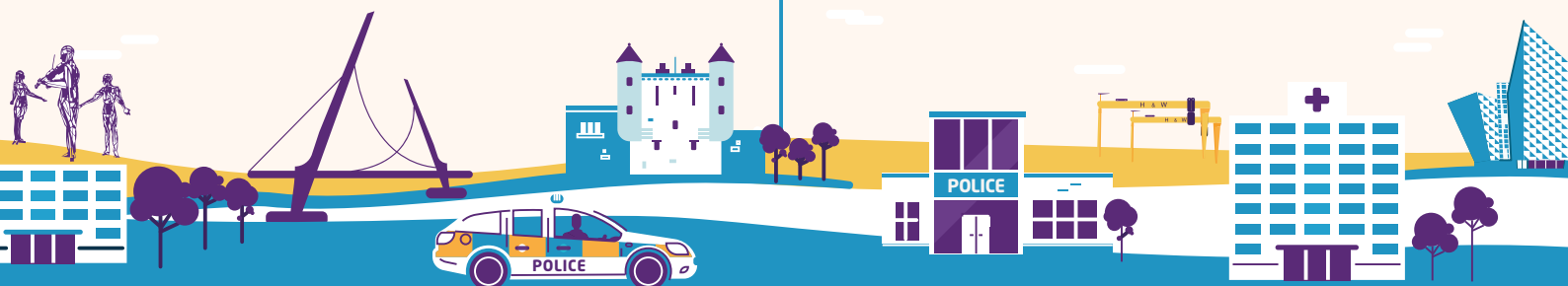




# LOCAL POLICING REVIEW 2018

CONSULTATION RESPONSE

YOUR POLICE SERVICE,  
YOUR VIEWS, OUR RESPONSE





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# JOINT FOREWORD

**In 2018 we asked for your views to help us shape the future of local policing. The consultation was one of the largest undertaken on policing in recent years and we really appreciate your response. We were hugely encouraged by the willingness of people and organisations across the public, private and voluntary sectors to engage and the feedback received reinforced for us the importance of policing in our community.**

You engaged and shared your views on the challenges faced and types of policing needed to effectively deal with vulnerability, crime and criminality in your area. Your feedback has shaped this Response Document and identified the following six priority Headline Actions:

- Visibility;
- Neighbourhood Policing;
- Vulnerability and Mental Health;
- Call Handling;
- Collaboration and Multi-Agency Working; and
- Competing Policing Demand.

This Response Document identifies a comprehensive programme of work that aims to deliver change in these areas of local policing.

The PSNI and the Board understand the community's strong desire for a policing service that is responsive to local needs and is visibly connected into local areas and issues. We are committed to delivering this by implementing all the actions within this Response Document. You will see that our collective desire is to be innovative in finding solutions, successful in our partnerships and effective in increasing collaborative working with the community.

The findings of the consultation will now inform the Policing Plan and Local Policing Plans moving forward. We want to see the best possible policing service for the community and hope that the actions now being taken forward provide assurance of our commitment to that.

**Professor Anne Connolly**

Policing Board Chair

5th November  
2019

**Simon Byrne QPM**

PSNI Chief Constable

5th November  
2019

# INTRODUCTION

**The Northern Ireland Policing Board (the Board) and the Police Service of Northern Ireland (PSNI) completed a 10 week public consultation process on the Local Policing Review 2018. This Consultation ran from 30th August until 9th November 2018.**

During this period the Board and the PSNI worked closely in partnership and set out to engage with as many individuals and groups as possible in a wide ranging consultation process. We view the consultation as a positive exercise, one of the largest undertaken in policing in recent years and are very grateful for the co-operation and participation from the public. At the close of the consultation we had engaged directly with over 3,000 people who had attended one of the 87 regional consultation meetings across Northern Ireland.

The consultation process therefore provided a rich source of information that consisted of:



In order to bring independence to the analysis of this information the Board appointed Ulster University to compile a report in relation to the consultation feedback. All the consultation data was made available to Ulster University. They then produced an Independent Analysis Report which informed the next stage of the process. The full report is available at either [www.nipolicingboard.org.uk](http://www.nipolicingboard.org.uk) or [www.psni.police.uk](http://www.psni.police.uk) with a summary of the observations within Annex A.

## CONTEXT

**The PSNI and the Board actively listened to what individuals and communities across Northern Ireland said during the extensive public consultation process. We gave considerable attention to all of the information that you and your communities provided to us. As a result, both organisations worked together on the development of this Local Policing Review Response Document for Northern Ireland.**

The Response Document encompasses 6 headline actions and 45 delivery actions which will be led by either PSNI, the Board or in partnership by both organisations. While the two organisations will lead on the Response Document delivery, it is important to highlight that a collaborative approach with a variety of stakeholders, including PCSPs, statutory agencies, civic and political leaders will be paramount to its success.

This Response Document lets you know what we are going to do and it will be supported by a detailed Implementation Plan. It is the Board's and PSNI's intention that these two documents will ensure effective, progressive and timely delivery of the solutions you told us you needed for local policing in Northern Ireland. The Implementation Plan will also serve as the basis for the Board to hold the PSNI to account on delivery and updates will be presented to the Board through the Partnership Committee.

Finally, you identified throughout the consultation process confusion regarding the terminology and language often used in policing. Therefore, to address this at the outset and for the purposes of a collective understanding of the Response Document, we have reviewed the terminology and language and provided clarity for each within our definitions and glossary sections.



## HEADLINE ACTION 1

# VISIBILITY

**You told us that the visibility of police is a high priority for you in local communities.**

### **In response the PSNI will:**

- 1.1. Explore ways of increasing visibility in communities through the work of the Local Policing Teams (LPT) and the Neighbourhood Policing Teams (NPT). This includes the use of vehicles, motorcycles, pedal cycles and beat patrols;
- 1.2. Extend the use of Single Officer Patrol (SOP) where possible;
- 1.3. Review the use of liveried and non-liveried vehicles by District resources balanced against the prevailing threat with the aim of increasing the proportion of fleet that is liveried;
- 1.4. Consider the use of existing GPS technology to understand how the system can help highlight areas which could receive visible patrols to increase confidence;
- 1.5. Engage the PSNI Digital Hub to develop a social media strategy which will help enable an understanding of the visible and less visible policing that occurs across communities;
- 1.6. Review our reporting mechanisms to the Board and Policing and Community Safety Partnerships (PCSPs) to maximise how they highlight the non-public crimes and how these demands are increasing;
- 1.7. Continue the development of a single Command, Coordination and Tasking Centre which will control a wider pool of uniformed resources and have the ability to move these resources to address community concerns;
- 1.8. Research and identify good practice in order to review our policing style.

### **In response the PSNI and the Board will:**

- 1.9. Explore the potential involvement of volunteers within policing;
- 1.10. Consider ways of maintaining and increasing a policing type presence in communities by utilising other suitable visible guardians<sup>1</sup>.

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1 E.g. Community Warden Schemes and Street Angels, Street Watch

## HEADLINE ACTION 2

NEIGHBOURHOOD  
POLICING

**You told us about your strong support for Neighbourhood Policing with communities and that you felt this had declined significantly in recent years.**

**In response the PSNI will:**

- 2.1 Commit to the 11 District model, with Districts remaining in line with Council boundaries and each commanded by at least a Superintendent;
- 2.2 Ensure that District Commanders, within their respective Districts, are responsible for service delivery based on a Policing with the Community style and tone;
- 2.3 Adopt and implement the National Policing Guidelines on Neighbourhood Policing to ensure all police officers follow and work to the principles of engaging communities, solving problems and targeted activity<sup>2</sup>;
- 2.4 Increase the numbers of officers in Neighbourhood Policing, including the introduction of schools officers in every district;
- 2.5 Create additional NPTs to deliver effective local policing;
- 2.6 Expand existing NPTs with sections working on a shift pattern to provide additional breadth of cover;
- 2.7 Work in partnership with local communities to deliver local collaborative problem solving and interventions;
- 2.8 Administer a formal selection process to appoint the most suitable officers to NPTs;
- 2.9 Ensure successful completion of the Open University, Collaborative Problem Solving for Community Safety Module as a mandatory requirement in advance of any officer being formally confirmed as a NPT Officer;
- 2.10 Develop an annual Continued Professional Development (CPD) programme with a mandatory requirement for participation embedded in every NPT officer's Individual Performance Review (IPR).

**In response the PSNI and the Board will:**

- 2.11 Explore the potential for Police Community Safety Officers (PCSO) and Special Constables.

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2 Based on HMIC PEEL: Police Effectiveness 2016 A National Overview - Recommendation 1



## HEADLINE ACTION 3

# VULNERABILITY AND MENTAL HEALTH

**You told us you recognised that supporting those within the community who are vulnerable to harm or have mental health issues is often not the responsibility of the police.**

### **In response the PSNI will:**

- 3.1 Conduct an analysis to quantify the demand on policing linked to vulnerable people and in particular those suffering from mental health issues;
- 3.2 Participate as active partners on the Health in Criminal Justice Steering Group and contribute to all relevant work streams;
- 3.3 Work in partnership to enhance, develop and implement Support Hubs across policing Districts to promote a multi-agency approach to dealing with those most vulnerable in our society;
- 3.4 Continue to build awareness with officers and staff on the range of mental health issues and conditions they may face in the operational policing environment;
- 3.5 Continue to roll out a transformed custody healthcare model which places equality of care at the centre of delivery.

### **In response the PSNI and Board will:**

- 3.6 Enhance and develop inter-departmental and inter-agency partnerships to ensure the appropriate agency works with the most vulnerable to support and resolve any underlying issues.

HEADLINE ACTION 4

# 101 CALL HANDLING

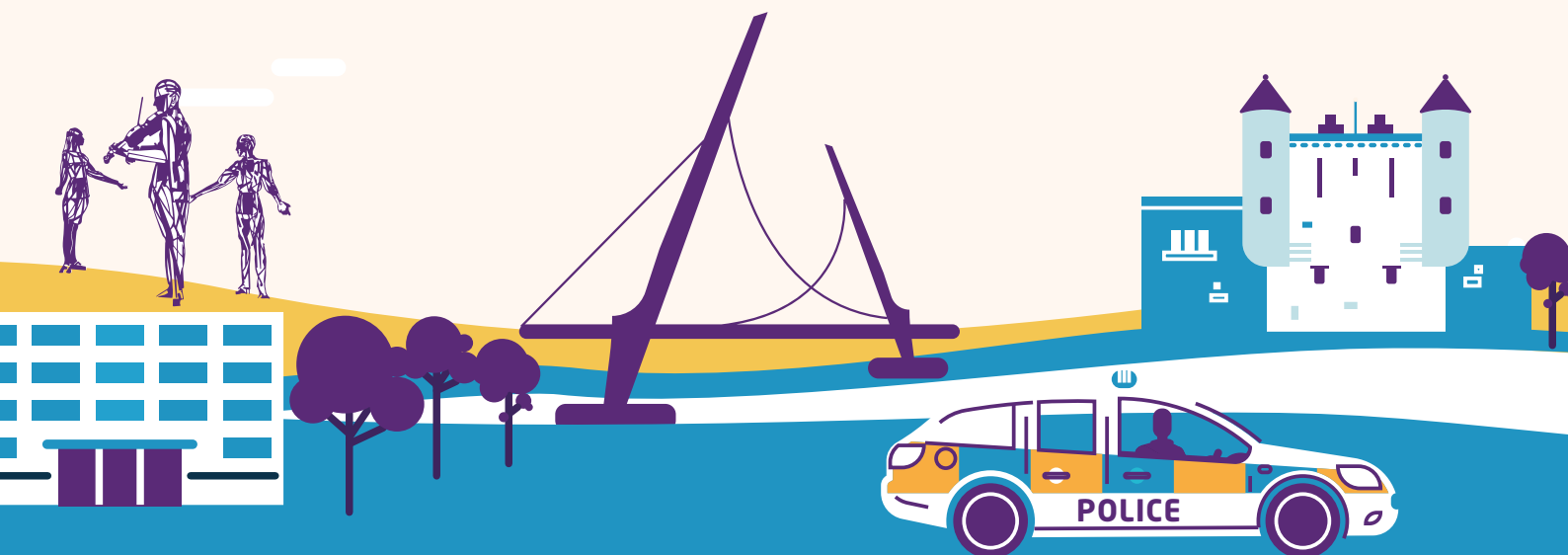
**You told us that the 101 call handling service was ineffective and of limited practical use.**

**In response the PSNI will:**

- 4.1 Conduct an end to end review of contact management and channels to access PSNI;
- 4.2 Introduce a new performance monitoring system for contact management and 101;
- 4.3 Improve the online reporting system;
- 4.4 Develop a social media reporting process;
- 4.5 Explore new technology to improve the prioritisation of calls;
- 4.6 Explore the involvement of mental health practitioners as the first point of contact for vulnerable callers.

**In response the PSNI and Board will:**

- 4.7 Consider the establishment of a contact management user group.



## HEADLINE ACTION 5

# COLLABORATION AND MULTI-AGENCY WORKING

**You told us that collaboration and multi-agency working inclusive of the police is very important in your community.**

### **In response the PSNI and Board will:**

- 5.1 Map and evaluate the effectiveness of multi-agency partnership working within policing;
- 5.2 Increase public awareness of the PSNI, Board and PCSP involvement in multi-agency partnerships;
- 5.3 Work towards the delivery of community empowerment approaches;
- 5.4 Develop effective community planning alongside the development of Support Hubs;
- 5.5 Increase engagement with young people and at risk, disadvantaged and diverse communities.



## HEADLINE ACTION 6

COMPETING  
POLICING DEMAND

**You told us that you recognised the competing demands on policing and wanted both the routine and everyday policing engagement and quick response in emergency.**

**In response the PSNI will:**

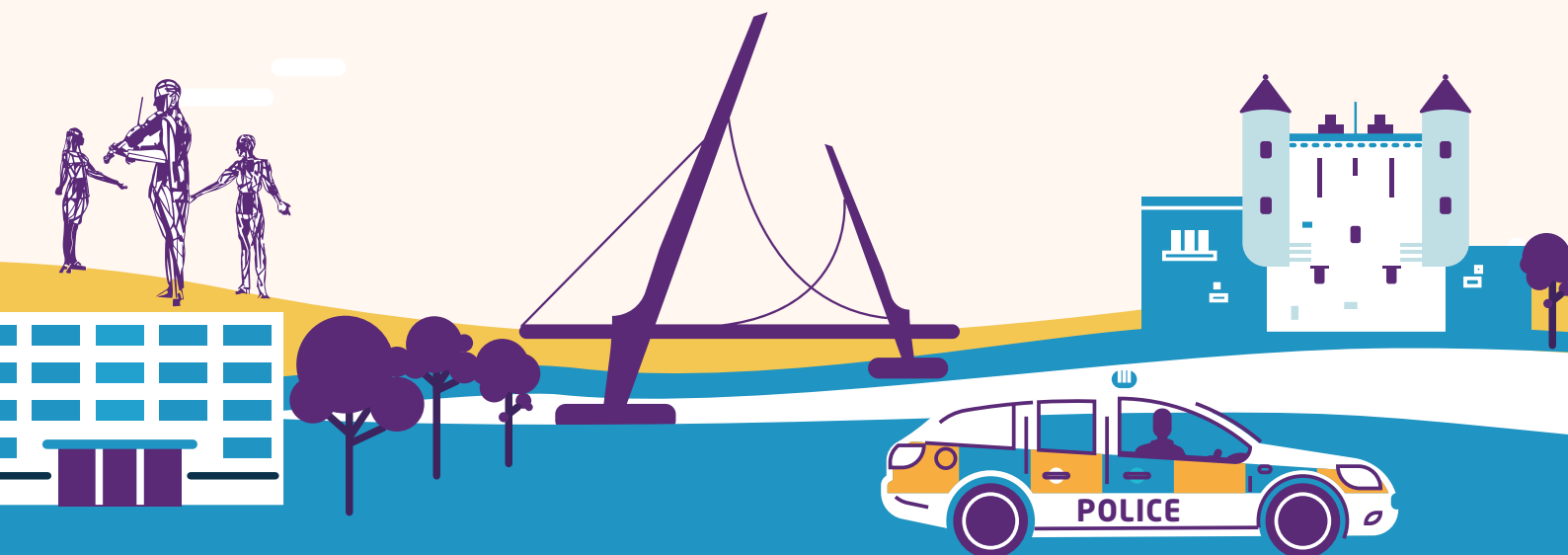
- 6.1 Ensure the Policing with the Community behaviours of courtesy, fairness, respect, collaborative decision making and accountability remain central to the style and tone for delivery of Policing;
- 6.2 Increase public awareness of how the PSNI THRIVE model is used to manage demand;
- 6.3 Develop and implement a new Communications and Engagement Strategy to raise awareness of the diverse demand on policing;

**In response the Board and the PSNI will:**

- 6.4 Work in partnership with PCSPs and local communities to improve the development of local policing plans which recognise the changing crime trends and variations in policing and the need for police to work with local communities;
- 6.5 Work with communities to increase public awareness of the changing demands on police resources.

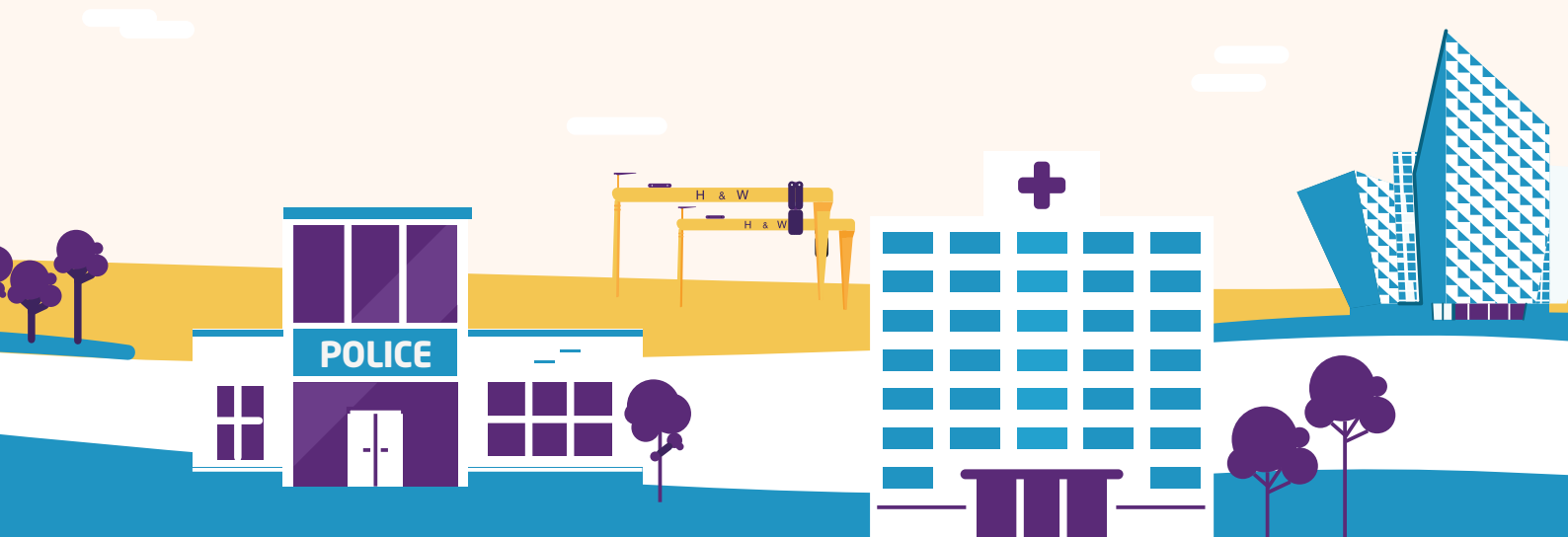
**In response the Board will:**

- 6.6 Develop and implement an organisational Engagement Strategy.



# GLOSSARY

<b>CPD</b>	Continued Professional Development
<b>GPS</b>	Global Positioning System
<b>IPR</b>	Individual Performance Review
<b>LPT</b>	Local Policing Team
<b>NPT</b>	Neighbourhood Policing Team
<b>PCSO</b>	Police Community Safety Officers
<b>PCSP</b>	Policing and Community Safety Partnership
<b>PSNI</b>	Police Service of Northern Ireland
<b>SOP</b>	Single Officer Patrol
<b>The Board</b>	The Northern Ireland Policing Board
<b>THRIVE</b>	Threat Harm Risk Investigation Vulnerability Engagement



## DEFINITIONS

**Policing with the Community** the police participating in the community and responding to the needs of that community, and the community participating in its own policing and supporting the police.<sup>3</sup>

**Community Policing** police seeking to build relationships with the community through interactions with local statutory, voluntary and community organisations and members of the public, creating partnerships and strategies for reducing crime and delivering local problem solving.

**Local Policing** the resources and structures within PSNI that spend the majority of their time delivering outcomes for their local communities.

**Neighbourhood Policing** the policing of individual neighbourhoods by dedicated officers, who work together with the community to reduce crime and find sustainable solutions to local problems.

**Visible Policing** the deployment of uniformed officers overtly in vehicles, cycles or on foot to provide reassurance to communities through increased engagement to protect life and property; preserve order; prevent the commission of offences and where an offence has been committed, to take measures to bring the offender to justice (Section 32 Police (NI) Act 2000).

**Contact Management** a call handling central point from which customer contacts are managed.

**Liveried** vehicles and pedal cycles with high visibility graphics applied which identifies them as Police and increases visibility of patrols.

**Non-liveried** vehicles also known as 'unmarked' and are patrol vehicles with no graphics to overtly identify them as Police.

**Support Hubs** a multi-agency approach to provide early intervention and support for individuals and families in crisis (also known as Concern Hubs).

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3 The Report of the Independent Commission on Policing for Northern Ireland (Paragraph 7.2)

# ANNEX A

## ULSTER UNIVERSITY INDEPENDENT ANALYSIS OBSERVATIONS

### Observation 1

#### **Multiple applications of terminology and language.**

**Summary:** The public do not appear to make clear distinctions between the ranges of terms used in policing and appear to use many inter-changeably. We detected significant overlaps in usage in terms such as a 'policing with the community', 'neighbourhood policing', 'community policing', 'visible policing' and even 'vulnerability and harm'. There is little consistency in the public application of these terms, and no clear assessment of what they believe success might look like in each case. Inevitably this makes it difficult for the NIPB or PSNI to measure police success or determine the impact of each approach. Likewise, 'visibility' tends to be used largely to mean the presence of individual 'known' officers on the streets in communities. In this consultation it was seldom used to describe regular sightings of police vehicles or security interventions.

### Observation 2

#### **'Visibility' is a consistent high priority in the public mind.**

**Summary:** The results of this consultation are very clear in one area in particular; the public values an active relationship with local police officers as an important tool in police effectiveness. However, respondents in this consultation consistently reported that there was a lack of police presence within local communities. The language of 'visibility' is also potentially confusing. There appears to be a strong tendency for the public to judge the PSNI by the policing which is most immediately accessible to them. Beyond doubt, local presence is most highly regarded and appears to be measured by personal relationships with police officers and neighbourhood policing. The demand for visible policing at local level is strong, and may be associated with a further presumption that the absence of visibility means the absence of policing. The respondents felt that a more visible police presence within communities would act as a deterrent to criminal behaviour and also increase response times to incidents. Confidence in local policing therefore seems have an association with an active relationship with officers. Given the research evidence that volume crime is decreasing and that police resources need to be allocated to cyber-crime, legacy investigation, inter-agency and community partnerships and other types of less visible 'smart' working, this represents a significant challenge to the messaging of the PSNI and the advocacy function of the NIPB with the public.

## ANNEX A (continued)

### Observation 3

**There was strong support for Neighbourhood Policing throughout the qualitative elements of the consultation.**

**Summary:** This was evident in the individual responses and in the workshops and in much of the qualitative material. Significant numbers of consultees noted a reduction in commitment to neighbourhood policing in recent years and where it was recorded this was always seen in negative terms e.g. it was common for members of the public to refer to 'neighbourhood policing' in the past tense.

### Observation 4

**In the absence of routine neighbourhood policing, the most regular public interaction with the police is reduced to emergency and traumatic incidents: where the 'policing' is reduced to reporting crime, enforcement or being a victim of crime.**

**Summary:** Potentially traumatic topics like Emergency and Priority Response, and Protecting Vulnerable Persons were the policing areas that tended to attract the greatest amount of resources from respondents in the simulator. More administrative or less acute aspects of police activity such as Criminal Justice Investigations or Legacy attracted the lowest allocation of resources in this consultation. This may mean that public assessment of police performance is most acute in situations of emergency or exception rather than an overall assessment of performance and effectiveness.

### Observation 5

**Paramilitarism and dealing with the past were lower priority issues in the simulator than they are in other surveys of public opinion.**

**Summary:** Perhaps surprisingly, there was little mention of addressing paramilitary activity and/or organised crime within local communities. Further many respondents identified issues of specific LOCAL importance, for example, speeding and dangerous driving in their local streets.



## Observation 6

**The demands of dealing with those who are vulnerable to harm, especially in relation to issues of mental health is recognised as a drain on policing resources.**

**Summary:** The demands on police to support those vulnerable to harm were often described as distracting police from their core tasks. In particular, the rising demands arising from mental health issues in the community appear to be regarded as problematic. While there was some recognition that police were obliged to address acute issues of distress or risk in relation to mental health, chronic issues or issues requiring officer accompaniment over the longer term were regarded as the province of health and social services. Mechanisms to ensure a more efficient division of labour were not directly discussed in this consultation but appear to be implied by our analysis of the results.

## Observation 7

**Multi-agency working is critical to addressing many policing functions, but does not appear to be visible to many community members.**

**Summary:** The importance of collaboration was implicit in many of the responses, and the agencies who responded directly to the consultation were extremely keen to emphasise the value of collaboration in their areas of activity. However it is not clear that the public yet fully grasp policing as a wider social function in which the police play a lead role but cannot be expected to take responsibility for all aspects: e.g. vulnerability and harm, anti-social behaviour, designing out crime, drugs, domestic abuse, hate crime etc.

## Observation 8

**There is scepticism about the value of the 101 call-handling service.**

**Summary:** In this consultation, many people considered that the 101 system, introduced to handle non-emergency calls was ineffective. There was frustration and scepticism with the system and a sense that it was of limited practical use.

## ANNEX A (continued)

### Observation 9

**There are marked, if perhaps not surprising, differences in the priorities in policing according to age.**

**Summary:** For example, older people were more likely to rate Local/Community policing issues as a priority than young people, whereas young people rated Mental Health higher than older people did. Visible policing and identified local officers were priorities for older people. Within the younger age groups, there was still a strong desire to address Anti-Social Behaviour and Drug related issues within local communities. The responses highlight the fact that young people participating in the consultation may see themselves as the victims of anti-social behaviour as much as its perpetrators, which is perhaps at odds with the usual public image.

### Observation 10

**Gender plays a role in prioritisation.**

**Summary:** While in some areas, men and women had similar priorities; there were some striking gender differences in the priorities identified by men and women in the simulator: -Men were more likely to give Emergency Calls, Priority Offenders, Drugs and Terrorism higher priority; - Women were more likely to give Education, Domestic Violence, responding to Child Abuse, dealing with Vulnerable Persons and Missing Persons as well as Mental Health issues higher priority - These differences were consistent over a variety of geographical districts. This suggests that police have to tailor community policing to men and women in different ways as part of their broader response to local communities.

### Observation 11

**Pulled in two directions?**

**Summary:** The public seem to want BOTH routine and everyday engagement and quick response in emergency. This dual pattern quickly emerged from the responses, which suggested that, the public saw both 'responding to emergencies' and 'visibility and neighbourhood policing' as the most important aspect of local policing depending on what form the question took. While these results were remarkably consistent regardless of geographical background, responses seemed to vary more by the method of consultation than by District. As Table 1, below, shows, Emergency calls were a priority in the Priority simulator responses in every district. However visible policing was the consistent theme in every area when ranked by importance or by the need for improvement arising from the qualitative element of the consultation (the three questions).



