



Northern Ireland Audit Office

Continuous improvement arrangements in policing



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K J Donnelly

Northern Ireland Audit Office

Comptroller and Auditor General

6 May 2014

The Comptroller and Auditor General is the head of the Northern Ireland Audit Office employing some 145 staff. He, and the Northern Ireland Audit Office are totally independent of Government. He certifies the accounts of all Government Departments and a wide range of other public sector bodies; and he has statutory authority to report to the Assembly on the economy, efficiency and effectiveness with which departments and other bodies have used their resources.

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Executive Summary

Background

1. The Northern Ireland Policing Board (the Board) was established on 4 November 2001 by the Police (Northern Ireland) Act 2000, which was designed to put the recommendations of the Patten Report on policing into practice. At the same time, the Police Service of Northern Ireland (PSNI) came into being, replacing the Royal Ulster Constabulary.
2. Section 28 of the Police (Northern Ireland) Act 2000 requires the Board to make arrangements to secure continuous improvement in the way in which its functions, and those of the Chief Constable, are exercised, having regard to economy, efficiency and effectiveness. The Board is required to prepare and publish a performance plan for each financial year. This includes a section setting out how the continuous improvement arrangements are to be implemented. The Board also has to prepare and publish a performance summary in respect of the previous year.

Basis and scope of the audits by the Comptroller and Auditor General

3. As the Comptroller and Auditor General (C&AG) for Northern Ireland, I am required under Section 29 of the Police (Northern Ireland) Act 2000 to audit the performance plan and performance summary and to send a report to the Board, the Chief Constable and the Department of Justice for Northern Ireland (the Department).

The C&AG's certificate and audit opinion to the Assembly on the Northern Ireland Policing Board's Performance Summary and Performance Plan

4. In accordance with Section 29 of the Police (Northern Ireland) Act 2000 as amended ¹, I certify that I have audited the Board's and PSNI's:
 - performance summary for the year ended 31 March 2013; and
 - performance plan for the year ended 31 March 2014.

Basis of my opinion:

5. I planned and performed my work so as to obtain all the information and explanations that I considered necessary, in order to provide an opinion on whether:

(i) for the 2012-13 Performance Summary

– the Northern Ireland Policing Board has prepared and published a summary assessment of its own and the Chief Constable's performance in 2012-13, measured by performance indicators and performance standards. My work included examination, on a test basis, of the evidence supporting the performance indicators and standards set out in the 2012-13 performance plan; and

¹ Police (Northern Ireland) Act 2003; The Northern Ireland Act 1998 (Devolution of Policing and Justice Functions) Order 2010.

(ii) for the 2013-14 Performance

Plan – arrangements are in place to secure continuous improvements; the plan includes those matters prescribed in legislation; the arrangements for publishing the performance plan complied with those requirements; and the performance indicators and standards are reasonable.

Main findings of my review

6. I have qualified my opinion on the 2013-14 Performance Plan (see Appendix 1). The performance measures (targets) included in the Plan lack sufficient clarity as to the degree of performance improvement required and the timeframe in which it is to be achieved. On that basis, they are not reasonable.
7. The other significant findings of my review are set out in the following paragraphs.

On the 2012-13 Performance Summary

- the Board's Corporate Business Plan for 2012-13 included a total of 30 targets, spread across three main Objectives. Overall, the Board reported that 21 (70 per cent) of its Outcomes/Targets/Activities for the year had been fully achieved, 1 (3 per cent) was not achieved and the remaining 8 (27 per cent) were partially achieved;
- performance measures were set in the context of four key themes – improved confidence in policing, personal policing (reduced level of crime and anti-social behaviour, less road trauma and fewer victims), professional policing (improved satisfaction with the service the public receives) and protective policing (vulnerable people are protected). Overall, the Board reported that, of the 44 targets set for 2012-13, PSNI met or exceeded 40 (90 per cent). In the remaining four target areas, the outturn figures showed some slippage against the previous year;
- based on the information provided in the Board's Annual Report, it is difficult to form a conclusion as to PSNI's overall performance over the period. While the majority of targets were fully achieved, a significant proportion was not. The Annual Report does not provide any commentary on the reasons for variations. It is difficult to obtain a proper appreciation of performance by looking at one year in isolation. In my view, it would be helpful to present a time series of performance data, to show the trend over a period of years; and
- there has not always been a continuity of target areas, year on year, within Policing Plans. It is difficult, therefore, to assess overall performance when looking at only a selection of types of crime in any given period. When assessing

Executive Summary

overall performance, I believe it would be useful for the Board to monitor and review progress in tackling all types of crime.

On the 2013-14 Policing Plan

- the Policing Plan for 2013-14 comprises 11 outcomes with 29 associated performance measures. As in the 2012-13 Plan, performance measures relating to road safety have been expressed in quantitative terms. Only two additional quantitative measures were introduced in the 2013-14 Plan. The performance measures do not specify the degree to which performance is to be improved; instead, they simply refer to an increase or decrease.
- as in previous years PSNI has expressed reservations about the use of quantitative measures. While I note PSNI's comments on target setting, it remains a fundamental principle of performance monitoring that targets should specify a minimum level of performance and define aspirations for improvement. PSNI says it will aim for the highest reduction or increase possible for those measures included in the Plan. What precisely this will mean in practice and the basis on which performance will be judged acceptable or otherwise, is not clear; and
- setting numeric targets can be complex and does involve a degree of uncertainty. However, targets can help to highlight the level of expected performance in any specific area. Where a target is substantially exceeded or falls below expectations, this should lead to closer examination and explanation. Targets also help to create a clear sense of focus, priority and timeframe. In the absence of clear targets, the effectiveness of the Board's scrutiny, and thereby accountability, may be diminished.

On the continuous improvement arrangements

- ten projects were selected for the Continuous Improvement Programme in 2012-13². Eight of these projects rolled over from the 2011-12 programme. Selection of these eight was based on a 'prioritisation tool' which assessed various project bids against weighted criteria. These included the extent to which a project would align to PSNI's strategic objectives and a summary of the expected outcomes to be delivered. By 31 March 2013, four projects were fully or substantially completed, with the remaining 6 projects being rolled over into the 2013-14 Continuous Improvement programme.

2 Pages 80-83 of the Northern Ireland Policing Board's Annual Report provide an assessment of the Continuous Improvement Approach for 2012-13

Summary of key recommendations

- the Board's Annual Report is a vehicle to provide the public with an integrated and comprehensive commentary on PSNI's annual performance. It should utilise the wide range of performance information available from the PSNI which is currently reported elsewhere, for example within PSNI's Annual Report. Including year on year comparative data, together with the use of benchmarking with most similar forces in the United Kingdom, would allow for more effective performance assessment.
- the Board and the PSNI should review their approach to performance measurement with a view to re-introducing a range of performance measures which specify the level of improvement sought, and the timeframe within which this is to be achieved in future Policing Plans. I welcome the assurances from the Board and PSNI that SMART targets will be included in the 2014-15 Policing Plan.
- there has been welcome progress in improving the working relationship between PSNI and the Board. This should remain a priority. In my view, it is essential that senior officers within the PSNI, officials and members of the Board and senior officials in the Department continue to take a close personal interest in

ensuring this, particularly in a time of change. To this end, Board members should take advantage consistently of the opportunity to sit on PSNI's continuous improvement Programme Boards.

Part One:
Introduction and Background

Part One:

Introduction and Background

Responsibilities of the Northern Ireland Policing Board

- 1.1 Under section 28 of the Police (Northern Ireland) Act 2000, the Northern Ireland Policing Board (the Board) is required to make arrangements to secure continuous improvement in the way in which its functions, and those of the Chief Constable of the Police Service of Northern Ireland (PSNI), are exercised, with regard to economy, efficiency and effectiveness.
- 1.2 The Board must prepare and publish a Performance Plan each financial year, containing details of how these arrangements are to be implemented. In particular, the Plan must:
- identify performance indicators, by reference to which performance in exercising functions can be measured;
 - set performance standards to be met in relation to those performance indicators; and
 - include a summary of the Board's assessment of:
 - its, and the Chief Constable's, performance in the previous financial year, measured by reference to performance indicators
 - the extent to which any performance standard, which applied at any time during that year, was met.

- 1.3 In practice, the Board works in partnership with PSNI to develop the Policing Plan and monitor and review progress in its implementation, within an overall context of continuous improvement.

Responsibilities of the Comptroller and Auditor General

- 1.4 Under section 29 of the Police (Northern Ireland) Act 2000, the Comptroller and Auditor General (C&AG) is required to audit the performance plan (including the assessment of the previous financial year's performance), to establish whether it was prepared and published in accordance with the requirements of section 28 of the Act. Accordingly, the C&AG must issue a report:
- certifying that he has audited the performance plan;
 - stating whether he believes the performance plan was prepared and published in accordance with the requirements of section 28;
 - stating whether he believes the performance indicators and standards are reasonable and, if appropriate, recommending changes to them;
 - if appropriate, recommending how the performance plan should be amended so as to accord with the requirements of section 28; and

- recommending whether the Department of Justice (the Department) should give a 'direction' to the Board, under Section 31 of the Police (Northern Ireland) Act 2000. Such a direction would require the Board to take appropriate corrective action to ensure compliance with the Act.

1.5 Under section 30 of the Police (Northern Ireland) Act 2000, the C&AG may carry out an examination of the Board's compliance with the requirements of section 28.

Scope of the C&AG's Review

1.6 During the course of the review, my staff liaised closely with both the Policing Board and the PSNI. My findings are set out as follows:

- Part 2: Review of 2012-13 Performance
 - Part 3: Review of the 2013-14 Performance Plan
 - Part 4: Operation of the Continuous Improvement Programme.
-

Part Two: Review of 2012-13 performance

Introduction

- 2.1 As outlined in Part 1, the Board is required to report, each year, a summary of its assessment of:
- its, and the Chief Constable's, performance in the previous financial year, measured by reference to performance indicators
 - the extent to which any performance standard, which applied at any time during that year, was met.

- 2.2 In this part of the report, I consider whether the performance summary published in its Annual Report for 2012-13 meets the Board's statutory obligations.

Policing Board Performance 2012-13

- 2.3 The Board's Corporate Business Plan for 2012-13 focused on three main

themes – ensuring the effectiveness and efficiency of PSNI; holding the Chief Constable to account and ensuring the effectiveness of the Board. The Plan included a total of 30 targets³, spread across these themes.

- 2.4 In accordance with the legislation, the Board's performance was summarised in its Annual Report for 2012-13. Overall, it reported that 21 (70 per cent) of its objectives for the year had been fully achieved, with a further 8 (27 per cent) partially achieved (see Figure 1).

PSNI Performance 2012-13

- 2.5 PSNI's performance indicators and standards for 2012-13 were set in the context of the overarching aim of increasing the level of public confidence and satisfaction in policing. This is seen as the most important measure of the PSNI's success and has been referred to by the Chief Constable as PSNI's 'share

Figure 1: Policing Board performance against targets, 2012-13

Theme	Targets	Fully Achieved	Partially Achieved	Not Achieved
To ensure the effectiveness and efficiency of PSNI	5	4	1	0
To hold the Chief Constable to account for the exercise of his functions	5	4	1	0
To ensure the effectiveness of the Board in delivering its statutory functions	20	13	6	1
Total	30	21	8	1

Source: Board Annual Report 2012-13

³ The Annual Report for 2012-13 referred to performance 'standards' as performance 'targets'. It can be viewed at http://www.nipolicingboard.org.uk/nipb_annual_report_and_accounts_final_pdf.pdf

price'. It is underpinned by three key themes:

- Personal Policing – reducing the level of crime and anti-social behaviour, less road trauma and fewer victims.
- Professional Policing – improved satisfaction with the service the public receives.
- Protective Policing - vulnerable people are protected.

2.6 During the year, PSNI's performance was subject to regular scrutiny by the Board. This oversight was carried out in part during the Board's monthly meetings, at which Board officials provide a highlight report on performance against targets. This was supplemented by a formal presentation on a quarterly basis, with questioning by Board Members. Reports were also provided by PSNI during the year to Board

Committees. At year end, the Chief Constable submitted a final report to the Board, summarising PSNI's overall achievements for the 12-month period, against the Policing Plan.

2.7 The Plan comprised 13 separate performance indicators with 44 associated performance measures. Overall, the Board reported that of the 44 targets set for 2012-13, PSNI met or exceeded 40 (90 per cent) (see Figure 2 and Appendix 2). Perhaps most significantly, overall confidence in policing increased by 0.3 percentage points to 64.8 per cent.

2.8 Only four of the performance measures, those on road safety, had specific targets. The remaining measures did not specify the degree to which performance was to be improved. Instead they referred simply to an increase or a decrease. Some qualitative measures included in the Plan are not

Figure 2: PSNI performance against targets, 2012-13

Theme	Measures	Achieved	Not Achieved
Confidence in Policing	7	7	0
Personal Policing	9	6	3
Professional Policing	15	15	0
Protective Policing	13	12	1
Total	44	40	4

Source: Board Annual Report 2012-13

Part Two: Review of 2012-13 performance

demonstrably met, for example, 3.2 (e) (see paragraph 2.10).

2.9 I am not required to audit the published performance results for policing targets. However, as regards the data systems underpinning the performance reporting, my staff carried out a sample check to review their reliability. No significant issues were identified.

Performance indicators and standards

2.10 I have several observations on the indicators and targets used to measure PSNI's 2012-13 performance and the Board's subsequent assessment and reporting of that performance. These observations are not a criticism of the work being done by PSNI or of its performance; rather, they are about how objectives and targets have been set and the extent to which a meaningful assessment of PSNI's ongoing performance can best be obtained.

Performance assessment

- in the 2012-15 Policing Plan the focus moved away from quantitative targets as a measure of performance. The Board and PSNI introduced more qualitative targets, aimed at achieving desired outcomes. These targets undoubtedly require different monitoring mechanisms, but it is unclear if the assessment in the Annual Report demonstrates that they have been met.
- based on the information provided in the Board's Annual Report, it is difficult to form a conclusion on PSNI's overall performance in 2012-13. The Annual Report does not provide any commentary on the reasons for variations and some performance measures are expressed in quite vague terms. For example, 3.2 (e) "to develop our ability to communicate using the internet". It is not clear what exactly has been measured or if the output – "biannual reports received as a supporting strategy" – represents achievement of the target.
- the decision to move away from numerical targets within the Plan to a narrative-based approach represented a major shift in performance assessment. It is a basic tenet of performance assessment to ensure, when setting targets, that they strike the appropriate balance between being both realistic and challenging. PSNI has said in the past that this is difficult to achieve. It also said that setting such targets can have a detrimental effect on improving performance particularly when there is a degree of guesswork. It is important therefore that PSNI and the Board work together to avoid the inclusion of arbitrary targets.
- it is difficult to obtain a proper appreciation of performance by looking at one year in isolation. In my view, it would be helpful to

present a time series of performance data, to show the trend over a period of years.

- there has not always been a continuity of performance measurement areas, year on year, within Policing Plans. It is difficult, therefore, to assess overall performance when looking at only a selection of types of crime in any given period. I recognise that, in any given year, priority may be given to tackling specific crimes and that this would be reflected in that year's Policing Plan (along with other policing priorities). I also recognise the impact that unforeseen events, such as the serious public disorder surrounding the flag protests which began in December 2012, may have on planned levels of performance and the continuity of performance measurement. However, when assessing overall performance, I believe it would be useful for the Board to use its Annual Report to monitor and review progress in tackling all types of crime⁴. PSNI's Annual Report includes considerable detail on its performance within the Chief Constable's introduction and in the management commentary. The Board also receives performance reports, including time series and benchmarking data, at public meetings every 3 months at which the Chief Constable updates members on PSNI's progress against agreed areas outlined in the Policing Plan. In my view, all this information could be brought together within the

Board's Annual Report to provide a comprehensive commentary on PSNI's performance, in the context of the priorities within the Policing Plan and its wider policing activity.

Performance Measures used

- Some 2012-13 performance indicators and measures continue to focus only on measuring activity, rather than examining the outcomes of that activity. For example, in the area of protective policing, measure 4.4 is "to improve the quality of engagement with, and service provided to," various groups in the community. It details the strategies undertaken rather than the impact of those strategies. There is a need to measure not simply the activity, but to also provide a measurement of quality.
- the only measure included within the plan on crime detection is 3.1(b) "to increase the number (not specified) of cases to be resolved by the use of officer discretion". This is surprising as detection rates remain an area of concern, with 680 fewer crimes detected in 2012-13 compared to 2011-12. Of particular concern are detections rates for violence against the person offences and sexual offences, yet sexual offences are only addressed in the Plan in terms of improving the quality of engagement with victims of serious sexual crime (target 4.4(e)).

4 For manageability, it may be helpful to combine certain crimes into broader groupings.

Part Two: Review of 2012-13 performance

- for some measures, there was no benchmark against which to judge how good the performance actually was - for example 3.1 (c), "increasing the amount of time spent by each officer on patrol". While the target was met and showed improvement on the previous year, it is difficult to judge the extent to which the result – an average of 66 per cent of police officers' time being spent on patrol – represented a good performance. It would be useful to include benchmarks from other similar police forces in the United Kingdom when assessing and reporting on PSNI's performance.
- one of the few quantitative measures adopted in the Plan concerns road safety related measures. However, their target dates are 2020. In terms of assessing police performance in 2012-13 this has limited value and interim deadlines would be helpful.
- although the focus of the Plan has shifted from quantitative measures and targets to desired outcomes, some of the performance measures are expressed in very high level or general terms. For example, under the umbrella of Professional Policing there is a measure "to put into practice the Procurement Strategy, Estates Strategy and Transport Strategy". Such performance measures should address the impact of the strategy as well as the desired levels of improvement.
- measures and reported performance do not make any reference to local or district variations - for example target 2.3 addressing "reducing the percentage of people who perceive the level of antisocial behaviour in their local area to be high". Focusing only on the overall Northern Ireland position can mask important local variations where poor performance may be an issue. For example, overall crime in Northern Ireland has fallen over the last 12 months. However, when the figures are further examined it becomes apparent that crime has fallen in rural districts and has risen in urban districts A, B, C and D.

Conclusion

- 2.11 The Board published its assessment of its own and the PSNI's performance in 2012-13 in line with its statutory responsibilities. Performance measures adopted in the 2012-13 Policing Plan were not specific and did not indicate the degree of improvement that was required. Setting a realistic but challenging target can be a difficult balance to achieve: targets that are highly aspirational and therefore unrealistic can debilitate rather than motivate; those that are easy to achieve may lead to complacency. Where qualitative measures are adopted they should clearly articulate how well goals and objectives are being met. The Board and PSNI should consider this when setting future targets.

Recommendation

The Board's Annual Report is a vehicle to provide the public with an integrated and comprehensive commentary on PSNI's annual performance. It should utilise the wide range of performance information available from PSNI which is currently reported elsewhere, for example within PSNI's Annual Report. Including year on year comparative data, together with the use of benchmarking with most similar forces in the United Kingdom, would allow for more effective performance assessment.

Part Three:
Review of the 2013-14 Performance Plan

Part Three: Review of the 2013-14 Performance Plan

Introduction

- 3.1 In this part of the report, I consider whether:
- the performance plan published in the update for 2013-14 of the Policing Plan for 2012-15 meets the Board's statutory obligations; and
 - the proposed performance indicators and standards are reasonable.

The planning process

- 3.2 The current approach is to produce a three-year Policing Plan, updated annually to reflect changing circumstances and priorities. Each year PSNI prepares a draft Plan for consideration by, and discussion with, the Board. The Plan for 2013-14 represents Year 2 of the 2012-15 Policing Plan however the intention for 2014-15 is to create a new stand alone plan. The focus and content of the Plan were identified through consultation with the community, together with PSNI's own assessment of the major policing issues facing Northern Ireland and a review of best practice at home and abroad.
- 3.3 An outline draft of the Policing Plan for 2013-14 was tabled and discussed at a Joint Strategic Conference, at which the PSNI Top Team and Policing Board Members discussed the performance indicators and measures for the incoming year.

The Policing Plan 2013-14

- 3.4 The main theme of the 2013-14 Policing Plan is to measure PSNI's performance against a series of desired outcomes:
- improved confidence in policing;
 - reduced level of crime and antisocial behaviour, fewer road deaths and injuries and fewer victims;
 - improved satisfaction with the service you receive; and
 - vulnerable people are protected.

The proposed performance indicators and standards for 2013-14

- 3.5 The Plan comprises 11 outcomes with 29 associated performance indicators and a further 49 associated performance measures⁵ (see Appendix 3). Apart from those relating to road safety, only two other performance measures⁶ have been expressed in quantitative terms. The other measures do not specify the degree to which performance is to be improved; instead, they simply refer to an increase or decrease. While I welcome the inclusion of the two new measures in this year's Plan, many more areas would lend themselves to similar quantitative measurement.
- 3.6 PSNI continues to hold reservations about the use of quantitative measures. The Chief Constable has stated that the inclusion of such measures significantly

5 The Policing Plan for 2013-14 referred to performance 'standards' as performance 'measures'. The Plan can be viewed at http://www.nipolicingboard.org.uk/33929_policing_plan_a4_with_hyper-2.pdf

6 A Continued reduction of 2% in the level of overall crime" and "To increase by 3 percentage points the overall rate of crime outcomes achieved by use of a variety of appropriate disposal methods."

skews the ability of PSNI to maintain public safety. He has also voiced his concerns about the inclusion of detection rate measures stating that they are not indicators of performance⁷. The Board, for its part, has highlighted the need for the Plan to include a mixture of both quantitative and qualitative targets.

3.7 While I note PSNI's concerns, I remain unconvinced as to this approach to performance improvement. It remains a fundamental principle of performance monitoring that targets should specify a minimum level of performance and define aspirations for improvement. What precisely the "highest reduction or increase possible" will mean in practice, and the basis on which performance will be judged acceptable or otherwise, is not clear. I acknowledge that setting numeric targets can be difficult and involves a degree of uncertainty. However, that is not a justification for not setting targets at all. The purpose of specific targets is ultimately to drive future improvements in performance and as such should be linked to the strategic goals of the organisation.

3.8 Whilst I acknowledge that the target setting process is not without problems, the use of specific targets informs stakeholders (including PSNI officers and staff) of the level of performance expected. If a target is substantially exceeded or if performance falls below expectations, it should serve to focus attention and direct intervention.

3.9 I have a number of other observations, based on the review of the performance

indicators and measures in the 2013-14 Plan:

- although a performance measure has been introduced regarding the "continued reduction of 2 per cent in the level of overall crime", there are no related quantitative measures for specific crimes, for example burglary.
- I welcome the inclusion in the 2013-14 Plan of performance measure 3.1 (a-e) "To increase by 3 percentage points the overall rate of crime outcomes achieved by use of a variety of appropriate disposal methods". This is a useful addition, particularly, in view of the fact that detection rates are below average compared to the most similar force data. This measure could be expressed more clearly to convey to the public that it is a measure of detections.
- some 2013-14 measures continue to focus on measuring activity, rather than the outcomes of that activity. For example, an outcome of "improved Service to Vulnerable people" intends to measure the improvement of "quality of engagement with, and service provided" to several vulnerable groups. How the impact of this strategy will be measured is unclear. There is a place for both qualitative and quantitative targets, but they must be meaningful and measurable and should clearly demonstrate not only the intended outcome but also the impact of the activity being undertaken.

7 Policing Plan Strategy Event November 2012.

Part Three: Review of the 2013-14 Performance Plan

- for some measures there is no benchmark against which to judge the impact of performance, for example outcome 6, target 2.1, "A further increase in the proportion of police officers deployed on frontline operational duty". Without a clear baseline it is difficult to judge how a further increase will represent a good performance. It may be useful to include benchmarks from police forces in the United Kingdom when assessing and reporting on PSNI's performance.
- One of the three quantitative measures in the Plan refers to road safety related measures, as in the 2012-13 Plan, the target date is 2020. In the context of a Policing Plan for 2013-14, this has limited meaning. In such cases, interim targets would be helpful. Although PSNI contributes substantially to the success of the Road Safety Strategy, this is an area that involves multi-agency input. Further information on the role of PSNI and associated agencies would also be useful.
- Of the remaining 40 performance measures, only one, to "submit annual accounts for 2012/13 with audit clearance by June 2013" has a deadline for completion/achievement. While there may be an implicit deadline of 31 March 2014 for others, there are a number which would benefit from a specific deadline, for example, "progress on reducing alcohol related crime".

Conclusion

- 3.10 The Board published an update to the 2012-15 Policing Plan in 2013 to meet its statutory responsibilities. However, there has been only limited progress in developing meaningful performance targets in the Plan. The majority of performance measures fail to specify a minimum level of performance or to define aspirations for improvement. This is not good practice and is unlikely to help the Board and PSNI to deliver continuous service improvement.

Recommendation

The Board and PSNI should review the approach to performance measurement with a view to re-introducing a range of performance measures which specify the level of improvement sought and the timeframe within which this is to be achieved in future Policing Plans. I welcome the assurances from the Board and PSNI that SMART targets will be included in the 2014-15 Policing Plan.

Part Four: Operation of the Continuous Improvement programme

Introduction

4.1 The Police (Northern Ireland) Act 2000 requires the Board to make arrangements to secure continuous improvement in its and PSNI's functions, having regard to a combination of economy, efficiency and effectiveness. The Board is also required to carry out reviews of the way in which its functions are exercised.

4.2 This part of the report examines the specific continuous improvement programmes operating within the Board and PSNI.

Continuous improvement within the Policing Board:

Methodology

4.3 The Board's approach to continuous improvement for 2012-13 consisted of four strands:

- a review of committee structures based on an analysis of the Board's critical business outcomes;
- a project based on the overarching theme of Policing with the Community;
- corporate continuous improvement projects; and
- continuous improvement within branch business plans.

Its year end assessment found all strands complete or on target.

4.4 The Board agreed a single continuous improvement project for 2013-14 which is "to implement and subsequently review the effectiveness of the Board's revised Committee Structure". A review of the existing committee structures was originally recommended in an independent report in 2010⁸.

Independent reviews of the Policing Board

4.5 The independent assessor's report was carried out in 2010. The report included 134 recommendations, focusing on strategic direction and priorities; scrutinising performance outcomes; achieving results through community engagement and partnership; and ensuring value for money. The Board accepted 118 of the recommendations and drew up an implementation plan.

4.6 One of the report's recommendations was that the Board should further commission an Organisational Review, focusing on its governance, organisational structures and staffing resource. This review was completed in June 2011 and amongst its significant conclusions were:

- there could be a more meaningful engagement between the Board, Department and PSNI; and

8 In February 2010 the Board commissioned an independent review of its performance. The report was written by an independent consultant and focused on the strengths and areas for improvement within the Board.

- the Board needed to focus on outputs and outcomes and to become less process driven. The aim should be to ensure that any activities of the organisation are concentrated on policing, that they add value and are outcome focused.

4.7 Overall, there were 20 recommendations for improvement from the review. The Board is satisfied that all recommendations from both this report and the independent assessor's report have now been implemented.

Working relationships

4.8 An effective partnership between the Board and PSNI is crucial to the success of the continuous improvement strategy and to the wider function of policing in Northern Ireland. The relationship came under strain during 2012-13, manifest in a difficult production process for the 2013-14 Policing Plan update. There is recent evidence of a better working relationship between the Board and PSNI as they developed the 2014-15 Policing Plan. A more collaborative approach has included significantly improved processes to agree the detail of the Plan: for example, a two day strategy event took stock of PSNI's performance and developed the priorities to be taken forward in the Plan. Perhaps most tellingly, the process has been characterised by a series of formal and informal meetings between senior officers of the PSNI, officials and members of the Board and representatives from the Department. The personal commitment of senior officers

and members has been essential to the progress being made.

4.9 In January 2012, PSNI issued an invitation to Board members to sit on its continuous improvement programme boards. This invitation was renewed at a strategy event held in November 2012. To date, however, attendance has been inconsistent. While the amount of time which members can devote to this type of engagement with PSNI may be limited, it nonetheless offers the prospect both of enhancing scrutiny and further developing working relationships.

Recommendation

There has been welcome progress in improving the working relationship between the PSNI and the Board. This should remain a priority. In my view, it is essential that senior officers within the PSNI, officials and members of the Board and senior officials in the Department continue to take a close personal interest in ensuring this, particularly in a time of change. To this end, Board members should take advantage consistently of the opportunity to sit on PSNI's continuous improvement programme boards.

Continuous improvement within the PSNI

Methodology

4.10 The approach to continuous improvement adopted by PSNI in 2012-13 is similar to that of previous years and it retains a three strand approach:

Part Four: Operation of the Continuous Improvement programme

- improvement projects;
- external inspections; and
- project assurance.

Management of the process lies with the Process Improvement Unit, under the direction of the Deputy Chief Constable.

Strand 1: Improvement projects 2012-13

4.11 Ten projects were selected for the programme in 2012-13 (see Figure 3 and Appendix 4). Eight of these projects were rolled over from 2011-12. These projects were selected originally using a 'prioritisation tool'. This assessed project bids against weighted criteria, including the extent to which a project would align to PSNI's strategic objectives and a summary of the expected outcomes to be delivered.

4.12 Milestone plans detailing the objective, scope, benefits and expected deliverables for each project were prepared. Each was assigned a senior PSNI member to lead and deliver, with a Programme Board (of which there are four in total, each chaired by an Assistant Chief Constable and another member of senior management) responsible for tracking project progress

4.13 PSNI has made a conscious effort to align the continuous improvement programme 2013-14 with its efficiency programme. Accordingly, new continuous improvement projects have been drawn from PSNI's 'Service First' efficiency programme. This programme is based on an external consultants' assessment of PSNI's Efficiency Plan which requires £23m to be saved by 2014-15. The report recommended:

Figure 3: PSNI Continuous Improvement Projects 2012-13 (see also Appendix 4)

1. Custody Provision
2. New Public Services College
3. Management and Decision Support System
4. Penalty Notice for Disorder
5. Reviewing the operating policing model
6. Reducing Offending in Partnership Programme
7. E Crime
8. Demand Modelling
9. Modernisation of Workforce
10. Human Exploitation (including reducing the demand for prostitution)

- a transformation programme of back office functions to improve productivity;
- progression of a workforce modernisation plan; and
- the development of opportunities to transform delivery of front office functions to release capacity that could be used to improve performance.

Strand 2: External inspections 2012-13

- 4.14 As in previous years, a co-ordinated programme of external inspections took place. These were largely undertaken by the Criminal Justice Inspectorate for Northern Ireland (CJINI). In addition, there were also a small number of ad hoc reviews carried out by Her Majesty's Inspectorate of Constabulary (HMIC) (see Appendices 5 and 6). The Board's Director of Policy has now established a bi-annual meeting involving HMIC and CJINI to further relationships and to better co-ordinate inspections of PSNI. Currently, PSNI is not included in this process and a more joined up approach would be welcome. While the CJINI and HMIC inspection programmes extend across all aspects of PSNI's work, there is no particular focus on the continuous improvement projects
- 4.15 In July 2013, HMIC reported its Value for Money Profiles to the Board. They showed that PSNI has high police officer, workforce and non staff costs,

with more overtime as a percentage of salary than any comparative service. There is a proposed HMIC inspection of PSNI to consider efficiencies in 2014, although the specific area of interest is yet to be determined.

- 4.16 The proposed 2014 inspection provides an opportunity to bring a degree of independent external scrutiny to the Service First Efficiency Programme that would provide a useful quality assurance mechanism. CJINI has also included aspects of Service First in its inspection programme.

Strand 3: Project Assurance – 2012-13 Continuous Improvement programme

- 4.17 This strand seeks to provide assurance to the Policing Board's Resources and Improvement Committee on the ten continuous improvement projects. PSNI provides updates on progress at mid-year and year-end.
- 4.18 Appendix 4 provides details of each of the ten continuous improvement projects in the 2012-13 programme, together with a summary of the outcomes and progress to 31 March 2013⁹. Overall, four projects were fully or substantially completed with the remaining six projects being rolled over into the 2013-14 programme. One further project, Demand Modelling, is included in the four projects that met requirements for 2012-13 however further work will continue in this area in 2013-14.

9 Taken from Pages 80-83 of the Board's Annual Report for 2012-13 which can be viewed at http://www.nipolicingboard.org.uk/nipb_annual_report_and_accounts_final_pdf.pdf

Part Four:

Operation of the Continuous Improvement programme

Project implementation reviews

- 4.19 On completion of a continuous improvement project, a Project Implementation Review (PIR) should be carried out by PSNI to review implementation, the extent to which targets and milestones were met, and to assess the initial impacts of the project. However, PSNI did not provide the Board with copies of the completed PIRs. In my view, without these, the extent to which the Board can meaningfully review PSNI's performance on continuous improvement projects is limited.

Recommendation

The Board should secure copies of PSNI's Post Implementation Reviews to enhance its scrutiny of continuous improvement.

- 4.21 As well as the Board and PSNI, membership of the Group currently includes the Department, the CJINI, HMIC and the Northern Ireland Audit Office. In my view, the Group has significant potential, but it needs to meet on a regular basis if it is to be fully effective. It has failed to do so over several years, despite periodic attempts to reinvigorate the process. It did not meet at all in 2012-13 and held its first subsequent meeting in January 2014.

Recommendation

The Board should ensure that the Continuous Improvement Strategic Working Group meets on a regular basis.

Continuous Improvement Strategic Working Group

- 4.20 A Continuous Improvement Strategic Working Group, organised and chaired by the Policing Board, was set up in 2004. This has provided a forum to discuss the development and implementation of a continuous improvement environment within each of the two organisations. It has also helped to ensure a level of co-ordination in the external inspection activity involving PSNI and avoidance of unnecessary duplication.

Appendix 1:

The Comptroller and Auditor General's certificate and opinion to the Assembly on the Northern Ireland Policing Board's Performance Plan and Performance Summary

1. In accordance with Section 29 of the Police (Northern Ireland) Act 2000 as amended¹⁰, I certify that I have audited the Northern Ireland Policing Board and Police Service of Northern Ireland's:
 - performance summary for the year ended 31 March 2013; and
 - performance plan for the year ended 31 March 2014

Basis of my opinion

Audit of the Performance Plan

2. I planned and performed my work so as to obtain all the information and explanations that I considered necessary in order to provide an opinion on whether:
 - the plan has been prepared and published in accordance with statutory requirements; and
 - the performance indicators and performance standards for 2013-14 are reasonable.
3. My work comprised a review and assessment of the plan and, where appropriate, examination on a test basis of relevant evidence sufficient to satisfy me that arrangements to secure continuous improvements are in place, that the plan includes those matters prescribed in legislation, and that the arrangements for publishing the plan complied with those requirements.

Audit of the Performance Summary

4. I planned and performed my work so as to obtain all the information and explanations that I considered necessary in order to provide an opinion on whether the Northern Ireland Policing Board has prepared and published a performance summary of the Board's assessment of its own, and the Chief Constable's, performance in 2012-13 measured by reference to performance indicators and performance standards.
5. My work comprised a review and assessment and, where appropriate, examination on a test basis of the evidence supporting performance against the indicators and standards as prescribed in the 2012-13 performance plan. I obtained sufficient evidence to satisfy myself that the summary provided includes those matters prescribed in legislation, and that the arrangements for publishing the summary complied with those requirements.

¹⁰ As reported in the Northern Ireland Policing Board and Police Service of Northern Ireland Policing Plan Update for 2013-14, and relevant sections on its performance as reported in the 2012-13 Annual Report and on its website.

Appendix 1 (continued)

Opinion

6. In my opinion:
- the Northern Ireland Policing Board has prepared and published its and the Police Service of Northern Ireland's performance summary for the year ended 31 March 2013 in accordance with the requirements of Section 28 of the Police (Northern Ireland) Act 2000;
 - the Northern Ireland Policing Board has prepared and published its Policing Plan for the year ended 31 March 2014, as required by the Police (Northern Ireland) Act 2000;
 - the performance indicators included within the Policing Plan 2013-14 are reasonable. However, the performance targets included in the Plan lack sufficient clarity as to the degree of improvement required and the timeframe within which it is to be achieved. On that basis, I do not consider that the performance targets are reasonable.

Recommendation to the Department of Justice

7. Under section 29 of the Police (Northern Ireland) Act 2000, I am required to make a recommendation as to whether the Department of Justice should issue a direction to the Policing Board under section 31 of the Act.
8. Notwithstanding my audit opinion at paragraph 6 above, I have decided not to recommend that a direction be issued. I am taking account of the positive response by the Policing Board to the findings and recommendations within my report. This includes assurances around the inclusion of quantified and time-bounded performance standards in future Policing Plans.

Kieran J Donnelly

Comptroller and Auditor General
106 University Street
Belfast
BT7 1EU
31 March 2014

Appendix 2: PSNI Performance Against Targets 2012-13

(Paragraph 2.7)

PSNI Performance against Targets 2012-13

(Extract from Northern Ireland Policing Board Annual Report 2012-13 Pages 39-53)

Confidence in Policing Desired outcome – Improved confidence in policing

An increase in the percentage of people saying they strongly agree/tend to agree that the local police:			
	Jan 11 to Dec 11	Jan 12 to Dec 12	Change
a) Can be relied on to be there when you need them	50.6%	51.4%	+0.8% pts
b) Would treat you with respect if you had contact with them	83.5%	84.6%	+1.1% pts
c) Treat everyone fairly regardless of who they are	65.8%	66.0%	+0.2% pts
d) Can be relied on to deal with minor crimes	49.9%	51.2%	+1.3% pts
e) Understand the issues that affect this community	62.2%	62.8%	+0.6% pts
f) Are dealing with the things that matter to this community	49.1%	51.2%	+2.1% pts ¹¹
Overall confidence in local police	64.5%	64.8%	+0.3% pts

¹¹ Corrected from 1.1 pts shown in the Board's 2012-13 Annual Report.

Appendix 2: (continued)

Personal Policing

Desired outcome – Reduced level of crime and antisocial behaviour, fewer road deaths and injuries and fewer victims

A reduction in the number of burglaries				
	2011/12	12/13	Change	% Change
Service	10,580	9,581	-999	-9.4%
The number of domestic burglaries and personal robberies where older people are victims				
	11/12	12/13	Change	% Change
Service	1,512	1,333	-179	-11.8%
A reduction in the number of antisocial behaviour incidents				
	11/12	12/13	Change	% Change
Service	64,184	65,357	+1,173	+1.8%
A reduction in the percentage of people who perceive the level of antisocial behaviour in their local area to be high				
	1 Jan 11 – 31 Dec 11	1 Jan 12 – 31 Dec 12	Change	
Service	11.7%	11.1%	-0.6% Points	
A reduction in the level of overall crime				
	11/12	12/13	Change	% Change
Service	103,389	100,389	- 3,000	- 2.9%

Appendix 2: (continued)

In partnership with other agencies, to reduce the number of people killed or seriously injured in road collisions:				
Road Safety Strategy targets ¹²	11/12	12/13	Change	% Change
a) A reduction in the number of people killed by at least 60% by 2020	52	53	1	+1.9%
b) A reduction in the number of people seriously injured by 45% by 2020	806	779	-27	-3.3%
c) A reduction in the number of children (0-15yrs) killed or seriously injured by at least 55% by 2020	86	87	1	1.2%
d) A reduction in the number of young people (16-24yrs) killed or seriously injured by at least 55% by 2020	222	204	-18	-8.1%

Professional Policing**Desired outcome – Improved satisfaction with policing**

Continue to reduce the number of allegations of incivility made against police officers				
	1 April 2011 – 28 Feb 2012	1 April 2012 – 28 Feb 2013	Change	% Change
Service	568	457	-111	-19.5%
Continue to increase the amount of cases resolved by the use of police officer discretion				
	11/12	12/13	Change	% Change
Service	5,487	5,925	438	+8.0%
Continue to increase the amount of time spent by each officer on patrol				
	March 2012	March 2013	Change	
Service	57.02%	66.24%	+9.2%	

12 Baseline is average of 2004-2008 figures from Road Safety Strategy to 2020.

Maintaining and enhancing our Policing Profile in areas of particular disadvantage	
<p>The Board's Omnibus survey shows that confidence in Policing has risen from 84% in January 2012 to 87% in January 2013. It should be noted this latest figure covers a period of serious public disorder in parts of Northern Ireland.</p>	
<p>PSNI will continue to work to establish a better performance management system in order to get better data to assess confidence expectations in areas of Social Disadvantage. An example is the Community Engagement Tracker pilot running in A, F & H Districts which will allow PSNI to assess and prioritise engagement.</p> <p>PSNI will continue to embed the PWC Strategy and also align the commitments with this Strategy.</p>	
Project	Progress
Complete a review of custody facilities	Continuous Improvement project on target.
Make the most of technology through implementation of the Information and Communications Technology (ICT) Strategy	Biannual reports received as a Supporting Strategy.
Continued progress towards the building of the New Public Services College	Continuous Improvement project not on target. Revised timeline of May 2016.
Develop our ability to communicate using the Internet	Biannual reports received as a Supporting Strategy.
Make sure we have the most effective workforce mix between police officers, police staff and outsourced contracts	Demand Modelling Continuous Improvement project complete.
Raise the investigative and behavioural standards of our officers	<p>April 2012 saw the establishment of a Service Improvement Department which is committed to improving the Service that is delivered both within and without the organisation to local communities and key stakeholders.</p> <p>In that regard various key component parts of the PSNI namely, Professional Standards Department, Criminal Justice, Public Protection, Policing With the Community, Firearms Licensing and Custody Healthcare have all been brought together to form Service Improvement Department under the lead of an ACC.</p>

Appendix 2: (continued)

<p>Raise the investigative and behavioural standards of our officers (continued)</p>	<p>This is significant in that previously for example Professional Standards Department would have been seen as a 'stand alone' Department which would have disseminated key lessons, themes and trends at bi-monthly Professional Standards Champions meetings where the focus was on wider discipline and misconduct issues. This meeting has been replaced by a Service Delivery meeting at which Discipline is only one of a number of component elements because the key point is that there are linkages between the various Departments that cumulatively have a positive impact on the Professional, Personal and Protective service that the PSNI strives to deliver.</p> <p>Practical evidence of the raising of standards is shown for example by the Complaint Reduction Strategy which to February 2013 had seen a 3% reduction in all complaints with significant reductions in the 3 key areas of Failure in Duty (down 13.4% to February 2013) Incivility (down 19.5% to February 2013) and Oppressive Behaviour (down 23.2% to February 2013).</p> <p>Additionally, Discipline Branch officers (the new name for Professional Standards Department along with Anti-Corruption and Vetting Unit) have been involved in a range of seminars and fora aimed at delivering key themes of standards of behaviour, integrity and leadership along with practical "ready reckoner" measures to Supervisors to assist them to discharge their roles.</p> <p>Besides this there have been a number of high profile investigations conducted by Anti-Corruption and Vetting investigators which have resulted in multiple suspensions from duty and for the first time the Service has proactively highlighted to the media and public what has been undertaken. This has had a "ripple effect" as the wider service has seen at first-hand what has been done to ensure that all officers are adhering to, and cognisant of, the high standards of behaviour expected of all officers as delineated in the Code of Ethics. Officers also have the opportunity to read the outcomes of Misconduct Hearings which are published in an anonymised format in Weekly Orders thereby providing officers with considerable food for thought.</p>
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Appendix 2: (continued)

Raise the investigative and behavioural standards of our officers (continued)	Justice Management Branch has a branch plan objective to introduce a joint Service Improvement Department/District Policing Command programme to improve standards of investigation through to case file quality. This is due for delivery in financial year 2013/14.
Put in place a new Individual Performance Review process for our officers and staff	Biannual reports received as a Supporting Strategy
Reduce the time and cost involved in paperwork, dealing with red tape and official procedures	<p>Several initiatives have been introduced to deliver benefits for officers and staff in terms of time, and in more efficient processes which improve service delivery, and enhance the capacity to protect article 2 rights for missing persons.</p> <ul style="list-style-type: none"> • PUMA - Continuing development of PUMA mobile data applications facilitates officer time on patrol and significantly reduces the need to return to station for minor administrative tasks. This has already delivered savings in the order of hours per officer per shift and continues to see improvements. • Officers can view and update incident data, perform police checks in respect persons, vehicles and addresses, capture images at scenes, and update Niche Tasks on their Blackberry device. • Missing Persons - Management of missing persons forms (form 57) was previously a manual process which potentially led to the information flow in relation to missing persons being less than satisfactory. This process has now been integrated within the Niche system with clear guidelines on the process of information capture and management, enabling timely risk assessment at an appropriate level in the organisation to ensure that in all cases PSNI maximise the chance of finding a missing person before they are at risk of harm. • Penalty Notices for Disorder - Penalty Notices for Disorder were rolled out to the service in June 2012. So far, in excess of 2100 have been issued and work continues to improve the uptake of PND in District. 67% of PNDs have been paid to date, an estimated 180 minutes is saved per PND compared with the time taken in submission of a case file, the total saving to date represents 4317 officer hours.

Appendix 2: (continued)

Continue to put the four Year Efficiency Plan into practice	Biannual reports received as a Supporting Strategy.
Put into practice the Procurement Strategy, Estates Strategy and Transport Strategy	Biannual reports received as a Supporting Strategy.

Protective Policing				
Desired Outcome – Vulnerable people are protected				
To demonstrate progress in tackling organised crime by reporting on the number of organised crime gangs frustrated, disrupted and dismantled.				
	Frustrated	Disrupted	Dismantled	Total No. of OCG's Currently Monitored
12/13	47	46	23	168
To demonstrate actions taken to reduce the harm caused by human exploitation				
<ul style="list-style-type: none"> • In the 2012 – 13 reporting year, 13 Potential Victims of Human Trafficking were detected within Northern Ireland and reported to the Competent Authorities of the UK Human Trafficking Centre (SOCA) and UKBA. • The PSNI continue to chair the Immigration and Human Trafficking Sub Group of the OCTF which shares and develops operational and policy matters across statutory agencies and Law Enforcement partners. The recently published first annual action plan on Human Trafficking has been informed by the work of this sub group and it identifies priorities and objectives for the year ahead across a range of areas including the prevention of human trafficking, the protection and support of victims and bringing perpetrators to justice through the Courts. • PSNI Lead Officer for this crime type has been centrally involved in the development and introduction of a diverse NGO Engagement Group on Human Trafficking. This has been progressed in partnership with the DOJ under the Organised Crime Task Force structures. A number of meetings have been held since its introduction and has identified a challenging programme of work, which is being taken forward through three subgroups, focusing on education, awareness-raising and training. • PSNI Lead Officer has been involved in the development of a national operational approach, Operation Eagle, within the ACPO Regional Representatives Forum. This approach will not only assist PSNI, but wider policing within the UK, with awareness raising, training and skills development and data collection. 				

Appendix 2: (continued)

- 53 Briefings / Awareness Raising events undertaken by Organised Crime Branch specific to Human Trafficking across a number of sectors of community, including statutory, health, youth, voluntary, business. This has been as diverse as briefing medical practitioners at the Regional Sexual Health Conference to briefing Church congregations concerning the harvesting of human beings.
- PSNI provided both financial and practical advice and guidance in early 2013 to the national Crimestoppers Campaign on Forced Labour to improve and increase community reporting. Financial support was provided from Asset Recovery Incentivisation Scheme, using criminal profits to fight and prevent crime in the future.
- Over 3700 frontline officers and staff within the PSNI have completed an online training package concerning the indicators of human trafficking. This is the highest percentage of any UK Police Service and demonstrates the focus that PSNI are maintaining in this area.
- Continued operational focus at both a local and national level has been maintained throughout the year. Two examples of this are as follows. In May 2012 the PSNI and colleagues in An Garda Síochána progressed a major cross border operation, Operation Quest in order to address the issue of prostitution and trafficking. The PSNI have also engaged with other European States within a formal Joint Investigation Team structure with Europol assistance, to tackle an Organised Crime Group, suspected of trafficking vulnerable women for sexual exploitation, operating in Sweden, Romania and Northern Ireland.
- In 2012 convictions against two separate Organised Crime Groups were secured in Northern Ireland in respect of Human Trafficking, both concerning sexual exploitation. A Hungarian national was sentenced to three years imprisonment; and another person sentenced to seven years imprisonment. A number of other matters are currently within the Criminal Justice Process awaiting court hearing.

The actions taken to reduce the harm caused by drugs

	11/12	12/13	Change	% Change
Drug Seizures	3,920	4,475	555	+14.2%

- During the year, the PSNI Organised Crime Branch continued to work in partnership with other Law Enforcement Agencies including An Garda Síochána, the Serious Organised Crime Agency (SOCA) and the United Kingdom Border Agency (UKBA) in efforts to prevent both controlled and prescription drugs reaching the streets of Northern Ireland. PSNI law enforcement activity remained focused on organised crime gangs who were assessed as potentially causing the greatest harm to the community.

Appendix 2: (continued)

- PSNI continue to note a rise in the amount of prescription only medication being sourced via the internet. This continues to be an area for concern for PSNI. The use of the internet to commit crime continues to represent a significant challenge due to prosecutorial issues relating to the location of computer servers and the difficulties identifying offenders.
- The PSNI Organised Crime Branch conducted a number of intelligence-led operations into suspected Organised Crime Gangs involved in the commission of serious drugs trafficking offences. These operations resulted in the seizure of significant quantities of suspect controlled drugs and the arrest of suspect crime gang members.
- Total seizures of controlled drugs for PSNI was £10.6M. The previous year was £13.1M.
- Operation Torus: This was a District led operation aimed at those suspected of street level dealing throughout Northern Ireland. It commenced on 27 August 2012 and continued until 16 September 2012. Thousands of 'prescription only pills' believed to have been purchased over the internet were seized. Other seizures included cocaine and cannabis.
- External: PSNI were represented at a number of levels. Work continued with organisations whose primary focus relates to the education, prevention and treatment of those who misuse controlled (and prescription) drugs. Local Intelligence Network (LIN) – PSNI continued to have representation at the 'Local Intelligence Network' at Stormont. This body, chaired by the Department of Health, Social services and Public Safety, exist to discuss and take action when any concerns arise in relation to medication and controlled drugs throughout the Health Service.
- Presentations: PSNI have provided numerous presentations to PCSPs throughout Northern Ireland as well as Home Office (Cannabis Cultivation) and local voluntary and statutory organisations.
- 'Bin It Now' Campaign: This initiative which was launched in October 2011, continues to be very successful. It provides the community with a mechanism (drugs drop bins) to dispose of a variety of drugs and prescription medication thereby reducing the potential for causing harm.
- Media: PSNI continued to maximise media opportunities to reduce public concern regarding controlled drugs and new psychoactive substances (aka 'legal highs'). PSNI made media appeals after public concern surrounding the drugs 'Ocean Snow', PMMA and Diazepam.
- Early Warning System: PSNI continued to be involved in an early warning system to share information when any of the partner agencies become aware of any product with the potential to cause harm. This initiative has been used to advise all members of the issue and to decide what action should be taken in response PSNI highlighted concerns regarding suspect contaminated Ecstasy and released an appeal via the media warning users of the risks.

Appendix 2: (continued)

- Organised Crime Task Force (OCTF): PSNI continued to chair the Drugs Expert Sub- Group of the OCTF. The OCTF meet quarterly to discuss current issues and any barriers to progress.
- Naloxone: PSNI were involved in developing an awareness package for all operational police officers regarding this substance which 'buys time' for heroin addicts who unintentionally overdose. The prescription only medication (injection) is issued to registered heroin addicts and is carried by them for use by those 'first attenders' at scene. The medication blocks opioid receptors in the brain whilst awaiting the arrival of paramedics. An education pack has been developed and distributed to all operational officers.
- Cannabis Cultivation: Operation Ishido is an over-arching operation aimed at tackling the issue of cannabis cultivation throughout Northern Ireland. This led to the successful seizures of cannabis and the arrests of numerous individuals during the year.
- Drugs Strategy – A PSNI Drugs Strategy is being drafted.

To increase the number of financial interventions into criminal finances and the amount recovered by interventions

	11/12	12/13	Change
Number of Interventions	238	183	-55
Value of Cash Seizures	£1,426,062	£1,805,194	+£379,132
Value of Confiscation Orders	£1,748,964	£1,054,068	- £694,296

A reduction in the number of non-domestic violence with injury crimes

	11/12	12/13	Change	% Change
Service	12,006	11,176	-830	-6.9%

To benchmark and analyse the number and type of incidents where alcohol is a contributory factor

The number of antisocial behaviour incidents where alcohol is a contributory factor

	12/13		
	All	Alcohol related	Alcohol as % of all
ASB Incidents	65,357	8,388	12.8%

Appendix 2: (continued)

The number of crimes where alcohol is a contributory factor					
	12/13			12/13 Detection Rate	
	All	Alcohol related	Alcohol as % of all	All	Alcohol related
Domestic violence with injury	3599	2156	59.9%	38.0%	37.6%
Non domestic violence with injury	11176	6298	56.4%	31.4%	29.4%
Violence without injury	15963	5976	37.4%	33.7%	43.8%
Most serious sexual crime	1676	346	20.6%	18.5%	16.5%
Criminal Damage	21364	2774	13.0%	13.0%	38.6%
Total all crime	100389	20004	19.9%	26.4%	37.9%

Appendix 2: (continued)

Improve the quality of engagement with, and service provided to the following groups:

- Children and Young People, in particular males aged 16-24 and Children in Care
- Older People
- Victims of Domestic Abuse
- Victims of Hate Crime
- Victims of Serious Sexual Crime

Children and Young People

- **Young People and ASB.** PSNI are developing a process that will identify young people at an early stage who are engaged in antisocial behaviour and are at risk of going into the criminal justice system and provide them with the necessary support where applicable. This new process is part of the PSNI Prevent and Deter strategy and aims to ensure that there is a consistent and corporate approach to dealing with young people engaged in repeated ASB.
- **Prevent and Deter** - 3 December 2012 - Roll out of Prevent and Deter pilot with selected NPT in each District in respect of early identification of young people who are not priority offenders and management of those who have been de-selected as priority offenders (in partnership with Inspector Lilley). Selection and de selection process between YDO's, ROU, NPT and YJA. Creation of Niche white board and tasking process.
- **Child's Rights training package,** that will be delivered through all aspects of training within PSNI. This creates the opportunity for more positive engagement when officers interact with children and young people. How policing engages the human rights of children & young people and how knowledge, skills and attitudes of officers can influence this e.g. *the right to a fair hearing rather than an assumption of guilt.*
- **Youth Engagement Scheme (Triage),** a partnership between PSNI, Youth Justice Agency and the Public Prosecution Service. Delivery of Triage aims to speed up processes to deal with young people through the Youth Diversion Scheme, keeping them out of court where possible, and preventing reoffending.
- Procurement of a **dedicated Youth Worker to support youth engagement at District level.**

Older People

- Crime Prevention in association with Operation Bullent have engaged on a strategic level with the Commissioner for Older People Claire Keatinge, who now promotes PSNI's protection packages for older people such as Quick Check and hands out materials at her meetings and when she addresses conferences. PSNI are on the safer ageing platform where the lead organisations gather with the DOJ to help facilitate solutions for older people and their specific concerns, PSNI also work with the Pensioners Parliament and Young at Heart to provide reassurance messages.

Appendix 2: (continued)

Victims of Domestic Abuse

- PSNI have developed an aide memoire and produced posters for display in stations for officers responding to domestic abuse. A Practical Peeler Aide Memoire has also been uploaded onto Blackberry phones in relation to honour based violence, stalking and harassment and domestic abuse.
- PSNI supported the National Stalking Awareness Day 2012 and developed joint literature for victims of stalking and harassment, and supported the Home Office Teenage Abuse Campaign in 2013.
- PSNI are currently liaising with the Royal Military Police, Ministry of Defence Police and support agencies in developing a protocol and information sharing agreement for dealing with domestic abuse in the military community.
- A protocol and information sharing agreement is also being drafted between the PSNI and Woman's Aid.

Victims of Hate Crime

- PSNI met with Strathclyde Police as a response to recommendation 15 of the Institute for Conflict Research paper- '*Criminal Justice Responses to Hate Crime in Northern Ireland*' (Neil Jarman October 2012) which states 'The PSNI should be encouraged to review the approaches to dealing with hate crime that have been developed by police organisations in other jurisdictions to identify differences in policy and practice which may either account for the difference in detection rates and / or may lead to an improvement in the detection rates for hate crime in Northern Ireland'. Adaptation of the approach that is in place in the Scottish jurisdiction, including a Hate Crime toolkit, is work in progress.
- Hate Crime input continues to be delivered at the initial course for Call Handlers and Station Enquiry Assistants at Garnerville. A 2-day session was conducted on 31 January and 1 February 2013 with District Training Officers regarding Hate Crime. Input was also provided by external agencies including PPS; Sail; Disability Action; NICEM and The Rainbow Project. A briefing by The Serious Crime Review Team was given to Neighbourhood Inspectors in February on how to review hate crimes.
- Work is ongoing with the Polish/Chinese/LGB&T advocates and monthly meetings with the advocates continues to address underreporting, poor service levels and highlight good practice.

Victims of Serious Sexual Crime

- PPANI - Victims Subgroup has been established under the PPANI and this will ensure that the victims voice is heard within the arrangements, PSNI are one of the core agencies within PPANI and play a full part in the risk management of PPANI relevant offenders within the community.
- Extradition - PSNI are seeking to support victims of serious crime, and in turn, the investigations by facilitating cross jurisdictional enquiries and cooperation.
- The Rowan - Northern Ireland's new regional Sexual Assault Referral Centre (SARC), located on the Antrim Area Hospital site, is the first of its kind in the province. The centre, named The Rowan, is due to open and become fully operational on the 2nd September 2013, although is already receiving all police referrals. The service provides 24 hour care and support, 365 days a year to victims, both children and adults, in the aftermath of sexual assault and is a joint initiative between the Police Service of Northern Ireland and the Department of Health.

To demonstrate progress in tackling public disorder by implementing the actions identified by the Review of Public Order

ACC Finlay (Operational Support) attended the Human Rights and Professional Standards Committee meeting in June 2012 to brief Members on PSNI's review of public order policing. In advance of the meeting Members were provided with a copy of an internal review report. The report represented the culmination of analysis, discussion and consultation with a broad range of police officers and staff and a range of external partners. Members discussed the report findings with ACC Finlay and queried how PSNI was going to implement the recommendations made therein.

In addition to the internal review report, PSNI commissioned an external piece of research on community attitudes to public order policing. In August 2012 PSNI consulted the Human Rights and Professional Standards Committee on the terms of reference for this piece of work. In September 2012 the Committee met with ACC Finlay, ACC Kerr (Urban Region) and a member of the research team to discuss the research. A number of Members attended a workshop organised in November 2012 at which initial findings were presented as a stimulus to a series of roundtable discussions between police and community representatives on key issues. The final report, *Community Perspectives on Public Order Policing in Northern Ireland*, was provided to the Human Rights and Professional Standards Committee in March 2013.

Appendix 2: (continued)

Overall PSNI Crime Performance

(Extract from Northern Ireland Policing Board Annual Report 2012-13 Page 54)

The table below illustrates PSNI performance on recorded crime and detection rates for 2012-13 compared to 2011-12:

OFFENCE GROUP	Number and percentage changes					
	Recorded crime			Sanction detection rate (%)		
	2011/12	2012/13	% change between years	2011/12	2012/13	% point change
Violence against the person offences	30,922	30,703	-0.7	36.2	33.4	-2.8
<i>Violence against the person – with injury</i>	15,503	14,740	-4.9	34.0	33.0	-1.0
<i>Violence against the person – without injury</i>	15,419	15,963	3.5	38.3	33.7	-4.6
Sexual offences	1,836	1,948	6.1	26.9	20.7	-6.2
<i>Most serious sexual crime</i>	1,574	1,676	6.5	24.9	18.4	-6.5
<i>Other sexual offences</i>	262	272	3.8	38.5	34.9	-3.6
Robbery offences	1,221	1,014	-17.0	20.6	21.3	0.7
<i>Robbery of business property</i>	420	303	-27.9	27.1	33.7	6.5
<i>Robbery of personal property</i>	801	711	-11.2	17.2	16.0	-1.2
Burglary offences	10,580	9,581	-9.4	12.6	11.8	-0.8
<i>Burglary in a dwelling</i>	6,650	5,945	-10.6	12.0	11.2	-0.8
<i>Burglary in a building other than a dwelling</i>	3,930	3,636	-7.5	13.7	12.9	-0.8
Offences against vehicles	6,017	5,339	-11.3	17.2	20.1	2.9
<i>Theft from a vehicle</i>	3,126	2,770	-11.4	3.8	4.7	0.9
<i>Theft or unauthorised taking of a motor vehicle</i>	2,290	2,138	-6.6	37.4	40.6	3.2
<i>Interfering with a motor vehicle</i>	601	431	-28.3	10.0	17.6	7.7
Other theft offences	19,809	19,855	0.2	20.1	20.5	0.4
<i>Of which: Shoplifting</i>	6,201	5,890	-5.0	45.1	49.5	4.4
Fraud and forgery offences	2,750	3,169	15.2	29.8	30.4	0.6
Criminal damage offences	23,255	21,364	-8.1	13.3	13.0	-0.3
TOTAL PROPERTY CRIME	62,411	59,308	-5.0	16.4	16.9	0.5
Drug offences	3,780	4,378	15.8	76.8	80.5	3.8
<i>Drug trafficking</i>	846	890	5.2	75.8	81.3	5.6
<i>Drug non-trafficking</i>	2,934	3,488	18.9	77.1	80.3	3.3
Other miscellaneous offences	3,219	3,038	-5.6	65.0	68.2	3.2
TOTAL RECORDED CRIME – ALL OFFENCES	103,389	100,389	-2.9	26.3	26.4	0.1

Appendix 3: Policing Plan 2013-14 Update: performance indicators and measures

(Paragraph 3.5)

Policing Plan 2013-14 Update: performance indicators and measures

(Extract from Policing Plan Update 2013-14)

Confidence in Policing

Outcome	Indicator	Measure
Improved confidence in Policing	Level of confidence in policing	<p>Increase the level of confidence/satisfaction in policing. The percentage of people saying they strongly agree / tend to agree that the local police;</p> <ul style="list-style-type: none"> a) Can be relied on to be there when you need them. b) Would treat you with respect if you had contact with them. c) Treat everyone fairly regardless of who they are. d) Can be relied on to deal with minor crimes. e) Understand the issues that affect this community. f) Are dealing with the things that matter to this community. <p>Overall Confidence in the local Police</p>

Appendix 3: (Paragraph 3.5) (continued)

Personal Policing

Outcome	Indicator	Measure
Reduced crime and antisocial behaviour	The level of overall crime	A continued reduction of 2% in the level of overall crime
	The number of antisocial behaviour incidents	A reduction in the number of antisocial behaviour incidents.
	The percentage of people who perceive the level of antisocial behaviour to be high in their local area	A reduction in the percentage of people who perceive the level of antisocial behaviour to be high in their local area.
	The number of burglaries	A continued reduction in the number of burglaries.
		A continued reduction in the number of burglaries and robberies where older people are victims.
	Reducing the harm caused by drugs in local neighbourhoods	To support local PCSP initiatives aimed at removing drugs from the community and reducing the harm caused by drugs and report progress to the Board.
Reduced road deaths and injuries	The number of people killed or seriously injured in road collisions	In partnership with other agencies, a reduction in the number of people killed in road collisions by at least 60% by 2020 ¹³ .
		In partnership with other agencies, a reduction in the number of people seriously injured in road collisions by 45% by 2020 ¹³ .
	The number of children and younger people killed or seriously injured in road collisions	In partnership with other agencies, a reduction in the number of children (0-15yrs) killed or seriously injured in road collisions by at least 55% by 2020 ¹³ .
		In partnership with other agencies, a reduction in the number of young people (16-24yrs) killed or seriously injured in road collisions by at least 55% by 2020 ¹³ .

Appendix 3: (Paragraph 3.5) (continued)

Outcome	Indicator	Measure
Crime Outcomes	The rate of crime outcomes achieved	<p>To increase by 3 percentage points the overall rate of crime outcomes achieved by use of a variety of appropriate disposal methods including:</p> <ul style="list-style-type: none"> – Offender Charged or summonsed – Offender Cautioned – Other Offences Taken into consideration – Penalty notice for disorder issued – Discretionary Disposal administered by police

Appendix 3: (Paragraph 3.5) (continued)

Professional Policing

Outcome	Indicator	Measure
Continued implementation of the Policing with the Community Strategy	High Quality of Service	Increased use of Discretionary Disposals Commitments 4, 5, 9 & 10
	Effective Community Engagement	Commitments 2 & 3
	Effective Joint Problem Solving	Progress on reducing alcohol related violent crime (PCSPs)
	Tackling Crime and Protecting the Public	Report on recorded crime and antisocial behaviour statistics
	Targeted Patrolling Activities	Commitment 7 – Supported by LOCATE initiative when fully implemented.
	Treating People Fairly and With Respect	Continued reductions in the levels of allegations of Incivility, Oppressive Behaviour and Failure in Duty Commitment 1
	Providing Information to the Community	Commitment 6
Maintaining our operational capability whilst ensuring high standards of leadership, governance and stewardship.	Financial Planning	<ul style="list-style-type: none"> • Achieve a balanced budget for the 2013/14 Financial Year • Carry out costed scenarios and resilience review • Agree the Medium Term Resource Plan to 2016/17 • Submit Annual Accounts for 2012/13 with audit clearance by June 2013

Appendix 3: (Paragraph 3.5) (continued)

Outcome	Indicator	Measure
	Organisational efficiency and effectiveness	<ul style="list-style-type: none"> • A further increase in the proportion of police officers deployed on front line operational duty. • A further increase in the amount of time spent by officers on patrol • Continued implementation of key supporting strategies (See appendix 1)¹⁴ • Report on progress against The Service First Strategy.
	Continuous Improvement	See Appendix 2 ¹⁴

¹⁴ See Appendices 1 and 2 Policing Plan Update 2013-14

Appendix 3: (Paragraph 3.5) (continued)

Protective Policing

Outcome	Indicator	Measure
Reduced harm caused by Organised Crime	The impact on Organised Crime	<p>Demonstrate progress in tackling organised crime by reporting on:</p> <ul style="list-style-type: none"> a) The number of organised crime gangs frustrated disrupted and dismantled b) The actions taken to reduce the harm caused by human exploitation c) The actions taken to reduce the harm caused by drugs <p>To increase:</p> <ul style="list-style-type: none"> d) The number of financial interventions into criminal finances and; e) The amount recovered by interventions
Reduced level of Violent crime	The level of violent crime	A reduction in the number of non-domestic violent crimes involving injury
Reduced proportion of Violent crime where alcohol consumption is a contributory factor	The proportion of violent crimes recorded where alcohol is a contributory factor	To support PCSPs in delivering a reduction in the proportion of violent crimes where alcohol is a contributory factor and report progress to the Board
Improved service to vulnerable groups	Service provided to vulnerable groups	<p>To improve the quality of engagement with, and service provided to the following groups :</p> <ul style="list-style-type: none"> a) Children and Young People, in particular males aged 16-24 and Children in care b) Older People¹⁵ c) Victims of Domestic Abuse d) Victims of Hate Crime e) Victims of Serious Sexual Crime

15 "Older person" means a person aged 60 or over. (Sec 25 Commissioner for Older People (Northern Ireland) Act 2011)

Appendix 3: (Paragraph 3.5) (continued)

Outcome	Indicator	Measure
Enhanced confidence and reassurance to the public through our response to risk and harm	<ul style="list-style-type: none"> • Serious Crime • Critical Incidents • Civil Contingencies • Public Order • Public Protection Arrangements for Northern Ireland • Police Action against Drugs 	Provide an Annual report and assessment of threat to the Policing Board

Appendix 4: PSNI Continuous Improvement Projects 2012-13

(Paragraph 4.11)

PSNI Continuous Improvement Projects 2012-13

(Extract from Board's 2012-13 Annual Report Pages 80-83)

Project	Brief description	Timeline	Outcome/Position at 31 March 2013
Custody provision	We will review custody facilities to improve the experience of people in custody.	March 2015	Rolled Over On Target
New public services college	We will move training functions from the existing training locations in the Police Service to the new Joint Public Services College in Desertcreat, Cookstown.	June 2014	Rolled Over Not on Target
Managing resources and supporting decisions	By using tracking technology we can significantly improve our ability to respond and be seen to be doing so.	March 2013	Rolled Over Not Achieved
Introducing penalty notices for disorder	We will introduce penalty notices for disorder for the most common crimes and low-level crimes.	September 2012	Complete
Reviewing the operational policing model	This project will review and examine the operational policing model to make sure that it can deliver against service priorities and manage risk.	March 2013	Rolled Over Not Achieved
Reducing Offending in Partnership Programme	We will bring together the right agencies to make sure that the right interventions are carried out with the right offenders at the right time.	September 2013	Rolled Over Not on Target
E Crime	This project is designed to increase our effectiveness in identifying and making best use of online evidence and information in the most timely way possible to support investigations into crime carried out over the internet	March 2013	Complete

Appendix 4: (Paragraph 4.11) (continued)

Project	Brief description	Timeline	Outcome/Position at 31 March 2013
Demand modelling	We will develop a model to help us understand the nature and extent of the demand for the police. We will then use this information to make sure that the right number of officers with the right skills are in place to meet this demand.	March 2013	Rolled Over for additional work Completed requirements for 2012-13
Modernising the workforce	We will work towards delivering the Chief Constable's vision of the finest personal, professional, protective police service in the world by making best use of the workforce and mix of skills, efficient structures and processes, and use of technology, against what is affordable for this Comprehensive Spending Review period.	March 2015	Rolled Over On Target
Human exploitation (including reducing the demand for prostitution)	We will tackle human trafficking through reducing the demand for prostitution and sexual exploitation. We will also raise community awareness around the issue of human trafficking and prostitution and drug dealing. As victims of human exploitation are particularly vulnerable, we will continue to deal with them sensitively. By doing so, we will inspire public confidence in policing.	March 2013	Complete

Appendix 5: PSNI Inspection Programme 2013-14

PSNI Inspection Programme 2013-14

Criminal Justice Inspection Northern Ireland (CJINI)

CJINI Inspection	Timescale
How the criminal justice system deals with serious and organised crime	July – November 2013
The effectiveness of the arrangements for adult safeguarding across the criminal justice system	August – December 2013
Disclosure in serious cases (excluding national security)	November 2013 – March 2014
The use of discretionary disposals by the PSNI	September – November 2013
State Pathology	October – December 2013
The effectiveness of fixed penalties and other diversions from prosecution	December 2013 – March 2014
The effectiveness of Police Community Safety Partnerships	February – March 2014
Quality and timeliness of police prosecution files	March 2014
Safety of prisoners held by NI Prison Service	October 2013 – February 2014

HMIC Inspections of PSNI

HMIC Inspection	Timescale
PSNI Human Tissue Act	Awaiting information from HMIC
Historical Enquiries Team	Complete
PSNI Inspection	Awaiting information from HMIC

Appendix 6: PSNI Inspection Programme 2012-13

PSNI Inspection Programme 2012-13

Criminal Justice Inspection Northern Ireland (CJINI)

CJINI Inspection	Timescale
The use of special measures in the criminal justice system in Northern Ireland	Published April 2012
Northern Ireland Courts and Tribunals Service: An inspection of the adequacy of the courts estate	Published May 2012
Telling Them Why - An inspection of the Public Prosecution Service for Northern Ireland's giving of reasons for its decisions	Published May 2012
Answering the call: An inspection of the Police Service of Northern Ireland's contact management arrangements	Published June 2012
Anti-Social Behaviour	Published October 2012
An announced inspection of Maghaberry Prison	Published December 2012
The use of early guilty pleas in the criminal justice system in Northern Ireland	Published February 2013
A review of the Voluntary and Community Sector's involvement in the Northern Ireland criminal justice system	Published March 2013

HMIC Inspections of PSNI

HMIC Inspection	Timescale
PSNI Inspection Programme	During 2012/13

NIAO Reports 2013-2014

Title	Date Published
2013	
Department for Regional Development: Review of an Investigation of a Whistleblower Complaint	12 February 2013
Improving Literacy and Numeracy Achievement in Schools	19 February 2013
General Report on the Health and Social Care Sector by the Comptroller and Auditor General for Northern Ireland	5 March 2013
Northern Ireland Water's Response to a Suspected Fraud	12 March 2013
Department of Culture, Arts and Leisure: Management of Major Capital Projects	22 March 2013
Sickness Absence in the Northern Ireland Public Sector	23 April 2013
Review of Continuous Improvement Arrangements in Policing	3 September 2013
The Agri-Food and Biosciences Institute (AFBI)	12 September 2013
Tackling Social Housing Tenancy Fraud in Northern Ireland	24 September 2013
Account NI: Review of a Public Sector Financial Shared Service Centre	1 October 2013
DOE Planning: Review of Counter Fraud Arrangements	15 October 2013
Financial Auditing & Reporting 2013	5 November 2013
The exercise by local government auditors of their functions in the year to 31 March 2013	19 November 2013
Department for Regional Development: Archaeological Claims Settlement	3 December 2013
Sport NI's Project Management and Oversight of the St Colman's Project	10 December 2013
2014	
The Future Impact of Borrowing and Private Finance Initiative Commitments	14 January 2014
Improving Pupil Attendance: Follow-Up Report	25 February 2014
Belfast Metropolitan College's Titanic Quarter PPP Project	25 March 2014
Safer Births: Using Information to Improve Quality	29 April 2014



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