



Northern Ireland Audit Office

# Continuous improvement arrangements in policing





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This report has been prepared under Section 29 of the Police (Northern Ireland) Act 2000 for presentation to the Northern Ireland Assembly in accordance with Section 30 of the Act.

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Comptroller and Auditor General

Northern Ireland Audit Office  
4 April 2017

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# Abbreviations

<b>C&amp;AG</b>	Comptroller and Auditor General
<b>CJINI</b>	Criminal Justice Inspectorate for Northern Ireland
<b>DOJ</b>	Department of Justice
<b>HMIC</b>	Her Majesty's Inspectorate of Constabulary
<b>NIAO</b>	Northern Ireland Audit Office
<b>NIPB</b>	Northern Ireland Policing Board
<b>PCSP</b>	Policing and Community Safety Partnerships
<b>PIR</b>	Post Implementation Review
<b>PSNI</b>	Police Service of Northern Ireland

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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 put the recommendations of the Patten Report on policing into practice. At the same time, the Police Service of Northern Ireland (the 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 (known as the Policing 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 audit 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 Policing 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<sup>1</sup>, I certify that I have audited the Board's and the PSNI's:
  - performance summary for the year ended 31 March 2016; and
  - Policing Plan for the year ended 31 March 2017.

## Basis of my opinion:

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

**(i) for the 2015-16 Performance Summary** – the Board has prepared and published a summary assessment of its own and the Chief Constable's performance in 2015-16, measured by performance targets and performance measures against the Board's Business Plan and Policing Plan respectively. My work included examination, on a

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

test basis, of the evidence supporting the performance indicators and measures set out in the 2015-16 Policing Plan; and

**(ii) for the 2016-17 Policing Plan**

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

been fully achieved (2014-15: 79 per cent), 8 were partially achieved (17 per cent), and the remaining three (6 per cent) were not achieved.

8. In 2016, I recommended that the Board should report performance against all the targets and measures included in its Business Plan to provide the reader with an appropriate understanding of the Board's performance. In its 2015-16 annual report the Board provided some additional information, commenting on targets which were either partially achieved or not achieved. However, this did not link targets to objectives and explanations generally lacked detail.

## Main findings of my review

6. I have given an unqualified audit opinion on the 2015-16 Performance Summary and the 2016-17 Policing Plan (**Appendix 1**). I have also raised a number of issues and recommendations for the attention of the Board and the PSNI. The most significant are set out in the following paragraphs.

9. The PSNI's annual report 2015-16<sup>2</sup> sets out its performance against the Policing Plan. The Policing Plan set out 49 measures grouped by their respective outcome and performance indicator. However, the annual report does not set out measures in the same order or format, making comparison difficult. The wording of the measures in the annual report has been changed so it is not always clear when action should be completed or what target the outcome should be compared to. This complicates any comparison between the Policing Plan at the beginning of the year and the outturns at the year end. Due to these inconsistencies, the presentation of performance in the annual report and the performance report is incomplete.

## On 2015-16 performance – The Policing Board and the PSNI

7. Performance measures are published for both the Board and the PSNI in the Board's Business Plan and the Policing Plan respectively. The Board's Business Plan for 2015-16 included 48 targets, spread across four main objectives. Overall, the Board reported that 37 of its targets for the year (77 per cent) had

2 <https://www.psn.police.uk/globalassets/inside-the-psni/our-departments/finance-and-support-services/documents/AnnualStatementofaccounts15-16>

## Executive Summary

### On the 2016-17 Policing Plan

10. The Policing Plan for 2016-17 reflects the Board's 2016-2020 strategic outcomes document, and comprises the five overarching themes and 12 strategic outcomes underpinned by 26 high level performance measures and 13 lower level quantitative and qualitative targets.
11. In my 2016 report, I recommended a reduction in the number of performance indicators and measures in order to focus on the most important aspects of policing performance. While there has been some progress, there remains scope to reduce further the number of performance indicators and measures.
12. Progress has been made by the Board in developing the suite of strategic outcomes. However, these need to be written statements that describe an intended outcome which can be measured. Many of the strategic outcomes included in the Policing Plan for 2016-17 are not measureable and are not outcomes; rather, they describe activities that may have an intended outcome. The Board and the PSNI need to give more consideration to how objectives are framed to ensure that they focus on strategic outcomes and to how success will be measured.

### On continuous improvement arrangements

13. A fundamental building block of continuous improvement is a clear

definition of what the Board perceives as continuous improvement of its and the PSNI's functions. In the past, too many objectives and measures have been ill-defined; focused on activity rather than outcome; and have not delivered the required impact to make a difference to communities' experience of policing. The development of the strategic outcomes for 2016-2020 provides an opportunity for the Board and the PSNI to establish a clear continuous improvement definition specific to the strategy.

14. My reports in recent years have identified a large proportion of projects not being completed within their published timescales. Slippage in the delivery of key projects that underpin the 'ServiceFirst' programme indicates continuing issues around the project management arrangements supporting the individual projects and the overall programme management. A key part of that process is the completion of Post Implementation Reviews (PIRs) to review the implementation of continuous improvement projects.
15. The legislation that underpins the audit of continuous improvement has been in place since 2000. Since then there have been significant changes in policing in Northern Ireland and in Great Britain. It is essential that the legislation continues to be relevant; linked to current initiatives and requirements, such as developing outcome based targets within the draft Programme for Government; and in tune with developments in policing in the

rest of the United Kingdom. It is also increasingly important, in an environment of austerity, that it drives the best outcome from limited resources. In my view, it is now time for the Department of Justice to consider changes to the legislation governing continuous improvement.

## Overall Conclusion

16. This year's audit has once again identified many of the issues raised in previous years. The continuing failure to address previous years' recommendations is not indicative of a positive attitude towards delivering improvement. It is essential that the Board and the PSNI now address long standing issues around their shared leadership and management of continuous improvement.

### Summary of recommendations

**R1:** The Board and the PSNI should follow a consistent presentation of information when reporting performance. Information should be sufficiently detailed to enable the reader to link reported performance to planned objectives and understand why targets were not met.

**R2:** The Board and the PSNI should review the strategic outcomes and key performance indicators and measures which underpin them to ensure that they are clearly defined and time bound, are outcome-based and focus on demonstrating improvement in policing performance in line with the Board's and the PSNI's strategic priorities.

**R3:** The Board and the PSNI should develop a clear definition and shared understanding of continuous improvement to drive projects and demonstrate impact in terms of the outcome for citizens.

**R4:** The Board and the PSNI should examine current programme and project management arrangements to ensure that they support the effective delivery of the continuous improvement programme.

**R5:** Benefits realisation is an important part of the continuous improvement process. Timely completion of reviews should be embedded into the governance arrangements for strategic improvement projects.







## 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 (the PSNI), are exercised, with regard to economy, efficiency and effectiveness.

1.2 The Board must prepare and publish a performance plan (known as the Policing Plan) each financial year, containing details of how these continuous improvement arrangements are to be implemented. In particular, the Policing Plan must:

- identify performance indicators, by reference to which performance in exercising functions can be measured;
- set performance outcomes 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 and measures; and
  - 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 the 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, I am required to audit the Policing 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, I must issue a report (**Appendix 1**):

- certifying that I have audited the Policing Plan;
- stating whether I believe the Policing Plan was prepared and published in accordance with the requirements of section 28;
- stating whether I believe the performance indicators and measures are reasonable and, if appropriate, recommending changes to them;
- if appropriate, recommending how

the Policing Plan should be amended so as to accord with the requirements of section 28; and

- recommending whether the Department of Justice 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, I may carry out an examination of the Board's compliance with the requirements of section 28 of the Act.

1.6 In March 2016, I published a similar report<sup>3</sup> summarising my audit of the previous (2015-16) Policing Plan. My 2016 report contained a number of recommendations that are presented at **Appendix 2**, along with an update from the PSNI and the Board on progress.

standards were met;

- **Part Three: Review of the Policing Plan 2016-17:** considering whether the Policing Plan meets the Board's statutory obligations and whether proposed performance indicators and measures are reasonable; and
- **Part Four: Operation of the Continuous Improvement Programme:** examining specific continuous improvements operating within the Board and the PSNI.

## Scope of the review

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

- **Part Two: Review of 2015-16 Performance:** summarising the Chief Constable's performance in 2015-16 and the extent to which performance

3 *Continuous Improvement Arrangements in Policing: Report by the Comptroller and Auditor General 8th March 2016*  
[https://www.niauditoffice.gov.uk/sites/niao/files/media-files/continuous\\_improvement\\_2016.pdf](https://www.niauditoffice.gov.uk/sites/niao/files/media-files/continuous_improvement_2016.pdf)





## Part Two:

### Review of 2015-16 performance

#### Introduction

- 2.1 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; and
  - 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 2015-16 meets the Board's statutory obligations.

#### Policing Board performance 2015-16

- 2.3 The Board's Corporate Plan for 2014-17<sup>4</sup> had an over-arching theme of promoting public confidence in policing and its Business Plan for 2015-16<sup>5</sup>

comprised 48 targets split across the following four objectives:

- an effective and efficient Policing Board;
- an effective and efficient PSNI;
- effective engagement and communication; and
- partnership working.

- 2.4 In accordance with the legislation, the Board's performance was summarised in its annual report for 2015-16<sup>6</sup> and relevant extracts are shown at **Appendix 3. Figure 1** presents a summary of the Board's performance against targets in its business plan. Overall, 37 targets (77 per cent) were fully achieved, with a further eight partially achieved (17 per cent). Three targets were not achieved (six per cent).

- 2.5 In 2016, I recommended that the Board should report performance against all the targets and measures included in its

**Figure 1: Policing Board performance against Corporate Business Plan Targets, 2015-16**

Objective	Targets	Fully Achieved	Partially Achieved	Not Achieved
An Effective and Efficient Policing Board	12	9	2	1
An Effective and Efficient PSNI	16	15	1	-
Effective Engagement and Communication	13	8	3	2
Partnership Working	7	5	2	-
<b>Total</b>	<b>48</b>	<b>37</b>	<b>8</b>	<b>3</b>

Source: NI Policing Board Annual Report 2015-16

4 <https://www.nipolicingboard.org.uk/sites/nipb/files/media-files/corporate-plan-2014-17.pdf>

5 <https://www.nipolicingboard.org.uk/sites/nipb/files/media-files/business-plan-2015-16.pdf>

6 <https://www.nipolicingboard.org.uk/sites/nipb/files/media-files/nipb-annual-report-2015-2016.pdf>

Business Plan to provide the reader with an appropriate understanding of the Board's performance. In its 2015-16 annual report the Board provided some additional information, commenting on targets which were either partially achieved or not achieved. However, this did not link targets to objectives and explanations generally lacked detail.

## PSNI performance 2015-16

2.6 The Policing Plan for 2015-16<sup>7</sup> was developed as a second year update to the 2014-17 Policing Plan<sup>8</sup>. The Plan included performance measures similar to the 2014-17 Plan, but was revised to reflect a strengthened emphasis on quality of service; partnership working; and a focus on policing priorities. Those revisions significantly altered the outcomes and measures included from those in the original Plan.

2.7 The 2015-16 Policing Plan is structured around three objectives:

- Personal Policing: dealing with local concerns;
- Professional Policing: delivering an excellent service; and

- Protective Policing: tackling serious harm.

2.8 The Plan comprised 11 outcomes underpinned by 16 performance indicators and 49 associated performance measures (32 of the measures being quantitative measures)<sup>9</sup>.

2.9 The PSNI's annual report 2015-16<sup>10</sup> sets out its performance against the Plan (**Appendix 4**). The PSNI also submits a performance report to its Service Executive Board and to the Board. The PSNI's performance was subject to regular scrutiny by the Board<sup>11</sup>.

2.10 The Policing Plan set out 49 measures grouped by their respective outcome and performance indicator. However, the annual report does not set out measures in the same order or format, making comparison difficult. Most of the 32 quantitative measures in the Plan had a target date (usually 31 March 2016), and the 2014-15 outturn as a comparator. The wording of the measures in the annual report has been changed so it is not always clear when action should be completed or what target the outcome should be compared to. This complicates any comparison between the Policing Plan at the beginning of the year and the

7 <https://www.nipolicingboard.org.uk/sites/nipb/files/media-files/policing-plan-2015-16.pdf>

8 [https://www.psnipolice.uk/globalassets/my-area/districts/newry-mourne-down/documents/NewryMourneDown\\_PolicingPlan\\_2014-2017](https://www.psnipolice.uk/globalassets/my-area/districts/newry-mourne-down/documents/NewryMourneDown_PolicingPlan_2014-2017)

9 This includes 1 outcome, 2 indicators and 5 performance measures which relate to road safety, as per the Road Safety Strategy 2020. None of the 5 performance measures were achieved in 2015-16 and the target date is 2020. The Strategy can be accessed at: <https://www.infrastructure-ni.gov.uk/system/files/publications/infrastructure/northern-ireland-road-safety-strategy-to-2020-annual-statistical-report-2016.pdf>

10 <https://www.psnipolice.uk/globalassets/inside-the-psni/our-departments/finance-and-support-services/documents/AnnualStatementofaccounts15-16>

11 <https://www.psnipolice.uk/globalassets/inside-the-psni/our-statistics/in-year-performance-against-policing-plan/documents/performance-summary-2015-16-end-of-year-report.pdf>

## Part Two:

### Review of 2015-16 performance

outturns at the year end. Due to these inconsistencies, the presentation of performance in the annual report and the performance report is incomplete (see **Figure 2**).

#### Recommendation 1

The Board and the PSNI should follow a consistent presentation of information when reporting performance. Information should be sufficiently detailed to enable the reader to link reported performance to planned objectives and understand why targets were not met.

**Figure 2: PSNI performance against Policing Plan targets, 2015-16**

Outcome	Indicators	Measures	Achieved	Not Achieved	Not specified
Improved confidence in policing	1	8	1	3	4
Reduced antisocial behaviour	1	3	3	-	-
Reduce harm caused by drugs and drug related criminality	1	2	2	-	-
Reduced levels of activity and harm caused by individuals or groups involved in organised crime	1	5	2	-	3
Improved quality of service	3	9	7	2	-
Improved service to vulnerable groups	1	3	-	-	3
Reducing crime and keeping people safe	3	5	2	3	-
Reduce the level of violent crime and improve the service provided to vulnerable groups	1	2	-	2	-
Reduce crime and improve the service provided to vulnerable groups	1	5	2	3	-
Reduce the number of road deaths and serious injuries	2	5	-	5	-
Maintaining our operational capability whilst ensuring high standards of leadership, governance and stewardship	1	2	-	2	-
<b>Total</b>	<b>16</b>	<b>49</b>	<b>19</b>	<b>20</b>	<b>10</b>
<b>%</b>		<b>100%</b>	<b>39%</b>	<b>41%</b>	<b>20%</b>

Source: NIAO summary of PSNI information



## Conclusion

- 2.11 In 2016, I reported that the Board's annual report included only high level information relating to both its own performance and the PSNI's performance. In its 2015-16 annual report the Board provides some additional information, commenting on targets which were either partially achieved or not achieved. However, it has again failed to provide further analysis of all the targets and measures included in its Business Plan and the information provided in the annual report does not link targets to objectives.
- 2.12 The PSNI's annual report sets out its performance against the 2015-16 Policing Plan and the PSNI submit a performance report to its Service Executive Board. These reports do not set out measures in the same format as the Policing Plan and do not summarise the overall performance against all measures in the Policing Plan. This makes assessment of performance difficult. This issue was also raised in my 2016 report. The Board and the PSNI should clearly report performance against all of the measures. This is the only way to ensure that performance is reported in an open and transparent manner.
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# Part Three:

Review of the Policing Plan 2016-17

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## Part Three:

### Review of the Policing Plan 2016-17

#### Introduction

- 3.1 In this part of the report, I consider;
- the development of the Strategic Outcomes for Policing in Northern Ireland 2016-2020;
  - whether the Policing Plan for 2016-17 meets the Board's statutory obligations; and
  - whether the proposed performance indicators and performance measures are reasonable.

#### Development of the Strategic Outcomes for Policing in Northern Ireland 2016-2020

- 3.2 Section 25(1) of the Police (Northern Ireland) Act 2000 provides for the Board to determine the objectives for the policing of Northern Ireland. In order to meet its statutory duty, the Board has developed a number of Strategic Outcomes for Policing for the period 2016-2020<sup>12</sup>. Using an outcome-based approach, the Board has outlined what it wants the PSNI to focus on, at a strategic level, over four years. The objectives form the basis of the Annual Policing Plan 2016-17 which sets out the strategic outcomes and measures for the first year. The Board's Strategic Outcomes 2016-2020 document supersedes the Policing Plan 2014-2017.

- 3.3 In February 2012, the Minister of Justice identified five long term objectives intended to set the broad strategic direction for policing (**Appendix 5**). Because they were meant to be in place for up to ten years they did not have specific measurable targets. Setting more specific objectives and priorities was left to the Chief Constable and the Board for the short to medium term.

- 3.4 In developing its strategic outcomes for 2016-2020, the Board carried out an extensive consultation process with stakeholders using a variety of consultation methods such as events, partnership working and meetings with key organisations. The consultation ran for 13 weeks from April to July 2015, and the Board also considered relevant documents such as the Programme for Government, the Minister of Justice's long term policing objectives and PSNI's strategic priorities. This is a welcome development.

- 3.5 The Board identified 12 outcomes which the PSNI should achieve by 2020, falling under five key themes:
- communication and engagement;
  - protection of people and communities;
  - reduction in offending;
  - more efficient and effective delivery of justice; and
  - more efficient and effective policing.

12 <https://www.nipolicingboard.org.uk/sites/nipb/files/media-files/Strategic-outcomes-for-policing-2016-2020.pdf>

## Development of the Policing Plan 2016-17

3.6 The Policing Plan for 2016-17<sup>13</sup> reflects the Board's 2016-20 strategic outcomes and comprises the five overarching themes. As set out in **Figure 3**, within these five themes there are 12 strategic

outcomes. The strategic outcomes in turn are supported by 26 high level performance measures and 13 lower level quantitative and qualitative targets (**Appendix 6**). All measures are set out together in the body of the Plan, and the quantitative measures are highlighted in an appendix to the Plan.

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13 <https://www.nipolicingboard.org.uk/sites/nipb/files/media-files/Policing-Plan-2016-17.pdf>

## Part Three:

### Review of the Policing Plan 2016-17

**Figure 3: Strategic Outcomes for Policing 2016-2020**

Theme	Strategic Outcome
<b>1. Communication and Engagement</b>	1.1 Increasing trust and confidence in policing
	1.2 Ensuring the PSNI engages with communities to improve understanding of the impact of policing decisions and involve communities wherever possible in those decisions.
<b>2. Protection of people and communities</b>	2.1 Reducing harm caused by crime and anti-social behaviour with a focus on protecting the most vulnerable
	2.2 Protecting and supporting repeat victims
	2.3 Keeping people safe on the roads
<b>3. Reduction in offending</b>	3.1 working in partnership to identify and intervene with priority offenders
	3.2 Working in partnership to address serious and organised crime
	3.3 Working in partnership to address paramilitary activity
<b>4. More efficient and effective delivery of justice</b>	4.1 Delivering significant improvement in the quality of files and disclosure to the Public Prosecution Service
	4.2 Achieving an effective partnership with the Public Prosecution Service and other key partners in the Criminal Justice system in order to deliver an effective professional service which strives for positive outcomes for victims
<b>5. More efficient and effective policing</b>	5.1 Providing an efficient, effective police service focused on protecting frontline services and continually improving and responding to need
	5.2 Demonstrating the best use of resources for the PSNI

Source: NIAO Summary based on Policing Plan 2016-17 – full version further detail is at Appendix 6

## Performance indicators and standards

- 3.7 Progress has been made by the Board in developing the suite of strategic outcomes. However, these need to be written statements that describe an intended outcome which can be measured. Many of the strategic outcomes included in the Policing Plan for 2016-17 are not measurable and are not outcomes; rather, they describe activities that may have an intended outcome. The Board and the PSNI need to give more consideration to how objectives are framed to ensure that they focus on strategic outcomes and to how success will be measured.
- 3.8 In my 2016 report, I recommended a reduction in the number of performance indicators and measures in order to focus on the most important aspects of policing performance. While there has been some progress, there remains scope to reduce further the number of performance indicators and measures.
- 3.9 In 2016, I stressed the need to ensure that quantitative measures selected were specific, measurable and focused on outcomes rather than activities. Of the 13 quantitative measures included in the 2016-17 Policing Plan, only three<sup>14</sup> specify the date by which the objective is to be achieved; the comparison for performance; and the percentage improvement to be met. Others (for example, hate crimes
- involving homophobia; sectarianism; and racism) are not time-bound and the baseline against which progress is to be measured is not specified.
- 3.10 Thirteen performance measures within the Plan simply record activity, requiring the PSNI to report to the Board. These could be considered as standard operating requirements and it is not clear how performance will be improved. Other outcomes are for the PSNI to complete qualitative research; develop or implement a plan; or report on the implementation of projects. These outcomes have no measure against which to gauge improvement or progress.
- 3.11 One performance measure requires the PSNI to develop and enhance systems to identify repeat victims. Again, there is no timetable, no improvement measure and the PSNI is not required to report progress to the Board. Similarly, the PSNI in partnership with statutory agencies is expected to manage the top 100 priority offenders to reduce the frequency and seriousness of offences they commit, without a timetable, benchmark, or a target against which to measure progress.

14 Two of these measures refer to increasing outcomes of burglaries and reducing offences against older people, and the third refers to a reduction in statute barred cases.

## Part Three:

### Review of the Policing Plan 2016-17

#### Recommendation 2

The Board and the PSNI should review the strategic outcomes and key performance indicators and measures which underpin them to ensure that they are clearly defined and time bound, are outcome based and focus on demonstrating improvement in policing performance in line with the Board's and the PSNI's strategic priorities.

### Conclusion

- 3.12 There remains scope to reduce further the number of performance indicators and measures, although good progress has been made by the Board in developing a suite of strategic outcomes for the PSNI through the consultation process. However, the Board and the PSNI need to give more consideration to how objectives are framed to ensure that they focus on strategic outcomes and to how success will be measured.
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## Part Four:

Operation of the Continuous Improvement programme

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## 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 within its and the 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 the PSNI.

functions. The development of the strategic outcomes for policing for 2016-2020 (paragraph 3.2) has provided an opportunity for the Board to establish a clear continuous improvement definition specific to that Strategy. However, this continues to be a challenge for the Board and the PSNI.

#### Recommendation 3

The Board and the PSNI should develop a clear definition and shared understanding of continuous improvement to drive projects and demonstrate impact in terms of the outcome for citizens.

#### The definition of continuous improvement

- 4.3 Improvement in the context of the 2000 Act means more than just delivering quantifiable gains in service output or efficiency, or the internal effectiveness of the Board or the PSNI. Arrangements should ensure that the improvement objectives remain relevant, that the best arrangements for delivering them are established, and that the Board and the PSNI can demonstrate their impact in terms of the outcome for citizens.
- 4.4 It is important that the Board and the PSNI have a shared definition and understanding of continuous improvement. A fundamental building block is a clear definition of what the Board perceives as continuous improvement of its and the PSNI's

#### Continuous improvement within the Policing Board

- 4.5 For its 2015-16 continuous improvement project the Board agreed to undertake a review of its internal and external corporate governance arrangements and implement improvements. The following progress was reported to the Resources Committee in April 2016:
- the Board has revised its Members Handbook, and established an induction programme for new Board members which was delivered in July 2015 and June 2016;
  - the Board has four committees that report to it: Audit and Risk Management, Partnership, Performance and Resources. The terms of reference for each committee

have been reviewed to better align each work programme to each committee's respective role;

- the Board and the Department reviewed two key governance arrangements underpinning their relationship – the Management Statement and Financial Memorandum; and
- the protocol for information exchange between the Board and the PSNI was updated in December 2016, following consideration by the Audit and Risk Management Committee.

### Strand 1 – Strategic Improvement Projects 2015-16

- 4.7 Eight projects were selected by the PSNI's Senior Executive Team for the continuous improvement programme in 2015-16 and are being implemented under the PSNI's 'ServiceFirst' programme (**Figure 4** and **Appendix 7**). Five of these projects were brought forward from 2014-15.

## Continuous improvement within the PSNI

- 4.6 The continuous improvement strategy 2015-16 is similar to that of previous years, employing a three strand approach:

- Strand 1 – selection of strategic improvement projects;
- Strand 2 - a programme of external inspections; and
- Strand 3 - project assurance to the Board's Performance Committee.

Management of the continuous improvement strategy lies with the PSNI's Process Improvement Unit, under the direction of the Deputy Chief Constable.

## Part Four:

### Operation of the Continuous Improvement Programme

**Figure 4: PSNI Continuous Improvement Programme 2014-15 and 2015-16**

	<b>Project</b>	<b>Period</b>	<b>Target Date / Revised Target Date</b>	<b>Board Committee</b>
<b>1</b>	Review of Operational Support Department (was Operational Support Review)	Brought forward from 2014-15	31-03-15 <b>Completed in 2015-16</b>	Performance Committee
<b>2</b>	Review of Public Administration (was Review of Public Administration and Restructuring)	Brought forward from 2014-15	31-03-15 31-03-16 <b>Completed in 2015-16</b>	Partnership Committee
<b>3</b>	Review of Business Services (was Finance Phase 2 – Business Service Delivery Review)	Brought forward from 2014-15	31-03-15 31-03-17	Resources Committee
<b>4</b>	Workforce Optimisation Project	Brought forward from 2014-15	31-05-14 31-03-17	Resources Committee*
<b>5</b>	Policing with the Community	<b>New</b> Project for 2015-16	31-03-17	Partnership Committee
<b>6</b>	Review of Crime Operations Department	<b>New</b> Project for 2015-16	31-03-17	Performance Committee
<b>7</b>	Custody Reform/Healthcare Project**	Brought forward from 2014-15	31-03-17	Performance Committee
<b>8</b>	Review of Corporate Communications Department	<b>New</b> Project for 2015-16	31-03-17	Partnership Committee

Source: NIAO based on information supplied by the Board and the PSNI

\* This project was aligned with the PSNI People Strategy (at request of the Board) the PSNI will continue to report progress on Workforce Optimisation to the Board.

\*\* This was previously two Custody Provision projects – Custody Suite Estate and Healthcare

4.8 My reports over the last three years have identified a large proportion of projects were not been completed within their published timescales. In 2015, I recommended that PSNI should ensure that the timescales set for the full completion and implementation of continuous improvement projects are realistic, and that sufficient resources are available to complete projects as planned. Slippage in the delivery of key projects that underpin the 'ServiceFirst' programme indicates continuing issues around the project management arrangements supporting the individual projects and the overall programme management.

#### Recommendation 4

The Board and the PSNI should examine current programme and project management arrangements to ensure that they support the effective delivery of the continuous improvement programme.

### Strand 2 - External inspections 2015-16

4.9 As in previous years, a programme of external inspections was undertaken largely by the Criminal Justice Inspectorate for Northern Ireland (CJINI) and the remainder carried out by Her Majesty's Inspectorate of Constabulary (HMIC) - see **Appendix 8**. All reports and corresponding recommendations accepted by the PSNI Senior Executive Team are captured on the 'Overview' database, and tracked through to final completion. Outstanding

recommendations are also an agenda item of the Audit and Risk Committee. The CJINI and HMIC inspection programmes extend across all aspects of the PSNI's work and, as in previous years, there is no specific focus on the continuous improvement projects.

### Strand 3 - Project assurance – 2014-15 Continuous Improvement programme

4.10 Strand 3 seeks to provide assurance to the Board's Performance Committee that the continuous improvement projects selected for 2014-15 are progressing and realising the intended benefits that improve service delivery.

4.11 Section 28(2) of the 2000 Police (NI) Act requires the Board to review the way in which its functions are exercised. A key part of that process is the completion of Project Implementation Reviews by the PSNI to review continuous improvement projects to assess the extent to which targets and milestones were met, and the initial impacts of the project. Completion of PIRs has been inconsistent. To date, none have been completed for projects from the 2013-14 or 2014-15 programmes. The PSNI recognises that PIRs are required but many projects, although implemented, are at an early operational stage. The PSNI advised us that it intends to schedule and conduct the reviews in due course.

## Part Four:

### Operation of the Continuous Improvement Programme

#### Recommendation 5

Benefits realisation is an important part of the continuous improvement process. Timely completion of reviews should be embedded into the governance arrangements for strategic improvement projects.

### Conclusions

- 4.12 A fundamental building block of continuous improvement is having a clear definition of what the Board perceives as continuous improvement of its and the PSNI's functions. In the past, too many objectives and measures have been ill-defined; focused on activity rather than outcome; and have not delivered the required impact to make a difference to communities' experience of policing. The development of the Strategic Outcomes for Policing 2016-2020 provides an opportunity for the Board and the PSNI to establish a clear continuous improvement definition specific to the strategy.
- 4.13 A number of projects have not achieved their expected delivery. The Police (Northern Ireland) Act 2000 requires the Board to review the way in which its functions are exercised. A key part of that process is the completion of PIRs to review the implementation of continuous improvement projects, however this has been inconsistent.
- 4.14 The legislation that underpins the audit of continuous improvement has been in place since 2000. Since then

there have been significant changes in policing, in Northern Ireland and in Great Britain. It is essential that the legislation continues to be relevant; linked to current initiatives and requirements, such as developing outcome based targets within the draft Programme for Government; and in tune with developments in policing in the rest of the United Kingdom. It is also increasingly important, in an environment of austerity, that it drives the best outcome from limited resources. In my view, it is now time for the Department of Justice to consider changes to the legislation governing continuous improvement.



## 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 amended, 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 2016; and
  - performance plan for the year ended 31 March 2017.

### Basis of my opinion

#### Audit of the Performance Summary

2. I planned and performed my work 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 summary of the Board's assessment of its own, and the Chief Constable's, performance in 2015-16, measured by reference to performance indicators and performance standards.
3. 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 2015-16 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.

#### Audit of the Performance Plan

4. I planned and performed my work 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 measures for 2016-17 are reasonable.
  5. 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.
-



## 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 2016 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 2017, as required by the Police (Northern Ireland) Act 2000; and
- the performance indicators included within the Policing Plan 2016-17 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. On the basis of my work, I do not recommend that the Department of Justice issues a direction under section 31 of the Police (Northern Ireland) Act 2000.

### Kieran Donnelly

Comptroller and Auditor General  
106 University Street  
Belfast  
BT7 1EU

22 February 2017

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## Appendix 2:

### Progress on recommendations in the Comptroller and Auditor General's Report (March 2016)

Reference	NIAO Recommendation	PSNI Update	NIPB Update
<b>P5 Executive Summary</b> <b>Summary of key recommendations</b>	The Board should report performance against all the targets presented in the Corporate Business Plan.	<b>NIPB recommendation</b>	The Board reports on its performance against all of the targets within the Corporate Business Plan, and publishes this document on its website. <sup>15</sup>
	The Board and the PSNI should report on all performance measures set out in the Policing Plan.	PSNI provided the NIPB with a performance report covering all the PSNI measures in the 2015-16 Policing Plan on 31st May 2016. This process will continue each year.	A performance Monitoring Framework is currently being developed to ensure that all measures within the Policing Plan are adequately reported on.
	The Board and PSNI should reduce the overall number of performance indicators and measures in future Policing Plans, focusing on key aspects of policing performance in line with the Board's and the PSNI's strategic priorities.	The number of performance measures and targets was reduced in the 2016/17 Policing Plan. Through collaboration with the NIPB it is intended to further reduce the number in the 2017/18 plan by concentrating on and prioritising the strategic outcomes.	The Board has developed a Strategic outcomes document which sets out the priorities for policing for the four year period between 2016 and 2020; all performance indicators and measures included within annual policing plans are in line with this document. The 2015/16 Plan had 49 targets and measures, this was reduced to 26 high level performance and 13 lower level targets in the 2016/17 Plan, and discussions have taken place to assess the number of measures to be included within the 2017/18 policing plan, with a focus on reducing the quantity whilst maintaining quality and adding value.

## Appendix 2: (continued)

	Urgent attention is necessary to ensure there is a robust process for tracking, monitoring and reporting the benefits realised from the Continuous Improvement projects. Addressing the issues highlighted by the internal audit review of 'ServiceFirst' should be the first priority in this.	A Benefits Review Plan process was introduced during 2015 and is embedded as part of continuous improvement methodology. Benefits monitoring is reported every three months to 'ServiceFirst' Board. PSNI will further enhance the approach to Benefits realisation as part of an ongoing review of project Post Implementation Review process.	The Board currently receives reports from PSNI on each of the Continuous Improvement projects; work will be undertaken with PSNI in order to ensure that the content of these documents enables the Board to effectively track progress and ultimately assess the benefits realised following a meeting with PSNI and NIAO on 29th November 2016.
<b>P15 Part Two – Review of 2014-15 Performance</b>	The Board should report performance against all the targets presented in the Corporate Business Plan.	<b>NIPB recommendation</b>	As above.
	The Board and the PSNI should report on all performance measures set out in the Policing Plan	PSNI provided the NIPB with a performance report covering all the PSNI measures in the 2015-16 Policing Plan on 31st May 2016. This process will continue each year.	As above
	PSNI has improved the quality of its performance reporting but there is still an opportunity to do more. In particular, explanatory information should be sufficiently detailed to provide the reader with an appropriate understanding of performance.	A full performance report was produced on the 2015-16 Policing Plan providing explanatory information on all the PSNI measures. Both qualitative and quantitative information was provided on all the PSNI measures. This was provided to NIPB on 31st May 2016. This process will continue each year.	Board Officials are due to meet with those with the responsibility for Continuous Improvement within PSNI to ensure that information submitted to the Board is sufficiently detailed going forward.

## Appendix 2: (continued)

<p><b>p16 Part Two – Review of 2014-15 Performance</b></p>	<p>PSNI should ensure that all outstanding recommendations arising from HMIC and UK Statistics Authority reports are fully considered and implemented where feasible.</p>	<p>All the outstanding recommendations arising from the HMIC and UK Statistics Authority reports have been fully considered and implemented where feasible. The UK Statistics Authority reviewed the actions taken to address the requirements in the assessment report and confirmed designation of Statistics on Police Recorded Crime in Northern Ireland as National Statistics on 18th February 2016. The last outstanding recommendation was rec 6 from HMIC which was addressed by the review and re branding of the PSNI's discretionary disposals which took place on 30th June 2016. PSNI's responses to all the various HMIC and United Kingdom Statistics Authority recommendations are published on the PSNI website as an appendix within the PSNI's Crime Statistics User Guide.</p>	<p>The Board has conducted a detailed assessment of the contents of both the PEEL (police effectiveness, efficiency and legitimacy programme) reports published in 2016. Correspondence has been sent to PSNI requesting detailed updates on the issues raised, which have also been incorporated in to the development of the 2017/18 Policing Plan.</p>
<p><b>p 20 Part Three – Review of the Policing Plan 2015-16</b></p>	<p>The PSNI should provide regular updates to the Board on its contribution towards the achievement of the 2020 Road Safety Strategy targets.</p>	<p>Updates are provided to NIPB as per their reporting schedule.</p>	<p>Road safety is included within the Policing Plan, and will be captured within the performance monitoring framework to ensure that reports are received.</p>

## Appendix 2: (continued)

	<p>The Board and PSNI should reduce the overall number of performance indicators and measures in future Policing Plans focusing on key aspects of policing performance in line with the Board's and the PSNI's strategic priorities.</p>	<p>The number of performance measures and targets was reduced in the 2016/17 Policing Plan. Through collaboration with the NIPB it is intended to further reduce the number in the 2017/18 plan by concentrating on and prioritising the strategic outcomes.</p>	<p>As above</p>
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## Appendix 3:

### Extract from Northern Ireland Policing Board Annual Report and Accounts 2015-16

#### PERFORMANCE ANALYSIS

##### Performance of the Policing Board as an Organisation

The Board's three year corporate plan was published in 2014. Each year, in support of the objectives set in the plan, the Board agrees an Annual Business Plan. Performance against the plan is monitored by the Board's Chief Executive and Senior Management Team, with reports being presented biannually to the Board.

Set out below are details of performance against the Business Plan targets for the 2015-16 period. More detail on how the Board takes forward aspects of its work and monitors the performance of the PSNI is included in this report.

##### Policing Board performance against the Corporate Business Plan Targets 2015-16

Objective	Targets	Fully Achieved	Partially Achieved	Not Achieved
An Effective and Efficient Policing Board	12	9	2	1
An Effective and Efficient PSNI	16	15	1	0
Effective Engagement and Communication	13	8	3	2
Partnership Working	7	5	2	0
<b>TOTAL</b>	<b>48</b>	<b>37</b>	<b>8</b>	<b>3</b>

Details of the targets which were partially achieved or not achieved are set out below along with information on the current position.

**Continue to plan and agree an implementation plan with the DOJ and PSNI on the review and the guidance regarding injury on duty and medical retirements issued by the DOJ. This is linked to the draft Injury Award Regulations which were published in April 2015 with policy intent from the DOJ in September 2015. Subject to this input by DOJ to progress implementation of Scofield Review by 31 March 2016.**

An Action Plan to take forward this target was agreed on 1 May 2015. Eight of the nineteen recommendations have been completed. Of the remaining eleven recommendations, three require legislative change and will be implemented when the new regulations are published by the DOJ. Liaison with DOJ will continue in respect of the remaining recommendations with a view to progressing implementation.

## Appendix 3: (continued)

**To continue to pursue the installation of a case management system in collaboration with and through a joint business case with the PSNI by 31 March 2016.**

Procurement of the Case Management System is ongoing with Central Procurement Department. This work remains ongoing and will be carried forward to the 2016-17 financial year.

**To approve the PSNI Financial Statements for 2014-15 by 30 September 2015.** Due to an unexpected delay PSNI financial statements were presented to Resources Committee at the October 2015 meeting.

**To support the work of PCSPs (Policing and Community Safety Partnerships) and the inclusion of initiatives and projects in PCSP Action Plans linked to the objectives of the Policing Plan by 31 March 2016.** Guidance to PCSPs on development of Action Plans was issued by the Board/DOJ Joint Committee and included joint PSNI/PCSP Policing Plan measures. Delivery was impacted by the delay in PCSP reconstitution and the ability of PCSPs to plan initiatives following cuts to operational budgets.

**To deliver by 31 March 2016 at least two public meetings of the Policing Board aimed at raising public confidence in the work of the Board.** A public meeting of the Board was held on 17 June 2015 in Craigavon. The launch of the Policing Plan 2016-17 was planned as a public meeting but had to be postponed.

**The Board's Performance Committee was required to monitor and report on the work of the PSNI Legacy Investigations Branch (LIB) within one month of the publication of the Her Majesty's Inspectorate of Constabulary (HMIC) follow-up inspection report on their work.** To progress this, the Performance Committee met with HMIC in June 2015 to discuss the follow-up report. PSNI requested additional time to respond to its findings to allow for a full discussion on the work of the LIB and the implementation of HMIC's recommendations. PSNI briefed the Performance Committee at the January 2016 meeting on:

- Implementation of the outstanding recommendations in the HMIC follow up inspection of Historical Enquiries Team (HET);
- The LIB case sequencing model;
- Review summary reports/family reports; and
- HET/LIB manual of guidance.

Until the Historical Investigations Unit (HIU) is established and becomes fully operational, the Board will continue to monitor the work of the LIB on a six monthly basis.

**To finalise a Board Partnership Strategy and review performance against the Strategy by 31 March 2016.** A draft Partnership Strategy was considered by the Partnership Committee in March 2016 and the Committee agreed to complete a scoping study to determine appropriate strategic partners.

**To appoint Independent Members to PCSPs and DPCSPs by 30 June 2015.** Eight of the eleven PCSPs were reconstituted on 25 June 2015. The remaining three were completed in September 2015.

## Appendix 3: (continued)

A summary of the targets which were not achieved is set out below.

**To reduce the staff absenteeism rate by complying with Board policy and ensuring access to, and awareness of, support services.** Staff Absence increased during this reporting year to 13.78 days per employee / 5.64% equivalent. (4.79% in 2014-15 equivalent to 11.89 days per employee). Absence continues to be managed in line with the Board's Absence Policies and Procedures and a new e-learning course on attendance will be rolled out for all staff in the next reporting year.

**To increase the percentage of people who think that the Board is working well by 31 March 2016<sup>16</sup>.** The January 2015 Omnibus figure of 30% is on a par with the 2014 figure of 31%.

**To increase the percentage of people who feel that their local PCSP has helped to improve policing in their local area by 31 March 2016<sup>17</sup>.** The January 2015 Omnibus figure of 37% is on a par with the 2014 figure of 38%. The Board has established with PCSP Managers a Communications Group to identify opportunities for communications and messaging at a local and NI wide level. All Partnerships are now constituted and developing work plans to include awareness raising activities.

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<sup>16</sup> Comparison will be made with the January 2014 Omnibus figure of 31% who think that the Policing Board is working well

<sup>17</sup> Comparison will be made with the January 2014 Omnibus figure of 38% who feel that their local PCSP



## Appendix 4:

### Extract from PSNI Annual report 2015-16

#### PERFORMANCE REPORT PERFORMANCE ANALYSIS

### Recorded Crime

Crime has shown an overall downward trend over the last 12 years. There were 105,023 crimes recorded in 2015-16 compared with 103,176 in 2014/15, an increase of 1,847 offences (1.8%). Crime increased in seven of the nine main crime classifications. Within these classifications are types and categories of crimes for which underreporting is an issue. This is particularly applicable to sexual offences and crimes that are hate or domestically motivated resulting in initiatives to increase reporting of these offence types. This has had a positive effect on reporting of sexual offences and domestically motivated crime. However, these increases have also contributed to the rise in overall crime, violence against the person, sexual and criminal damage offences. Police activity and operations also have an impact on the levels of recorded crime; this has had a noticeable effect on the increase in drugs offences and seizures and also possession of weapons offences.

- Offences of violence against the person increased by 4.2% (1,454 offences).
- Sexual offences increased by 11.3%, an increase of 308 offences. Offences of rape increased by 53 to 780, the highest level recorded since 1998/99<sup>18</sup>.
- Criminal damage offences were up by 3.5% (686 crimes).
- Drug offences were up by 10.5% (529 offences). In 2015-16 there were 5,597 drug seizure incidents, an increase of 9.7%. This is the highest seizure figure for ten years.
- Possession of weapons offences were up by 19.6% (151 crimes).
- Public order offences were up by 1.6% (23 crimes).
- Miscellaneous crimes against society were up by 4.8% (131 crimes).
- Crimes with a domestic motivation increased by 5.4% (717 offences) from 13,356 to 14,073. This represents just over 13% of all crime. There were increases in domestically motivated violence against the person (6.1%, 579 crimes), sexual offences (17.6%, 79 crimes) and criminal damage (8.3%, 116 crimes).

There were decreases in the remaining two crime classifications and in hate crime.

- Robberies decreased by 16.8%, a reduction of 148 offences.

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<sup>18</sup> The first year for which crime data comparable under the revised Home Office counting rules is available.

## Appendix 4: (continued)

Extract from PSNI Annual report 2015-16

- Theft offences decreased by 3.6%, a reduction of 1,287 crimes. Within this classification there were reductions in burglary, vehicle crime and bicycle theft. However, there were increases in theft from the person and shoplifting.
- Crimes with a hate motivation decreased by 4.9% from 2,281 to 2,169. The main area of decrease was in respect of criminal damage.

**Outcome Rates:** The overall crime outcome rate increased to 28.7% in 2015-16, this is an increase of 1.2 percentage points from the outcome rate of 27.5% in 2014/15. The majority of districts (seven of the eleven districts) achieved an increase in their crime outcome rates whilst the remaining four districts recorded a decrease.

### Anti-social Behaviour (ASB)

ASB has reduced from 60,982 incidents in 2014/15 to 59,502 (-2.4%) in 2015-16. This maintains the downward trend from a position of over 65,000 incidents experienced in 2012/13. Public perceptions of the level of ASB are tested through the Northern Ireland Crime Survey (NICS). NICS 2014/15 findings estimate that 7.7% of respondents perceived there to be a high level of anti-social behaviour in their local area, a statistically significant decrease from that observed in 2013/14 (9.8%). This maintains the continuing reduction in this figure since a high of 14.4% in 2009/10.

### Confidence in Policing

Confidence in policing is measured using information from the Northern Ireland Crime Survey. The survey is reported on a quarterly basis by NISRA statisticians and is based on a random sample of households selected from the Land and Property Services domestic property database.

In the year to September 2015 there was a 2 percentage point increase (not statistically significant) in the level of overall confidence in local policing. In a year which has seen considerable challenges for policing and the significant re-structuring of frontline services, it is encouraging that confidence in policing has continued to increase.

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**Table 1: The level of confidence in the local police**

% agreeing that the local police...	Oct 10 to Sep 11	Oct 11 to Sep 12	Oct 12 to Sep 13	Oct 13 to Sep 14	Oct 14 to Sep 15
<b>Overall confidence in the local police<sup>19</sup></b>	63.9	64.0	66.8	66.6	68.6
Can be relied to be there when you need them	50.0	50.4	54.1	52.8	53.4
Would treat you with respect if you had contact with them	83.3	84.2	84.6	82.6	86.1
Treat everyone fairly regardless of who they are	65.6	65.8	66.0	64.8	68.2
Can be relied on to deal with minor crimes	50.2	49.4	52.7	50.3	53.0
Understand the issues that affect this community	62.6	62.0	62.0	63.9	66.2
Are dealing with things that matter to this community	48.4	50.2	51.4	51.8	54.7

## Most Similar Force Comparisons

Most similar force percentage change comparisons for some of the main crime areas are provided in the following table. The comparisons cover the 2014 and 2015 calendar years as the England and Wales' figures for 2015-16 will not be published until 21st July 2016. The green text represents performance better than PSNI and the red text indicates that performance in that force was worse than PSNI's in that area. With the exception of domestic burglary the Northern Ireland figures compare favourably with the overall figures for England and Wales with Devon and Cornwall as the only force to have performed better than PSNI across the nine crime categories considered. Two of the forces have substantial increases in all nine areas, particularly violence against the person and sexual offences.

<sup>19</sup> Based on respondents agreeing with the statement, 'Taking everything into account, I have confidence in the police in this area'.

## Appendix 4: (continued)

Extract from PSNI Annual report 2015-16

	England & Wales	GMP	Merseyside	Northumbria	West Yorkshire	Nottinghamshire	West Midlands	Devon & Cornwall	PSNI
<b>All Crime</b>	9%	14%	4%	20%	26%	1%	3%	-5%	1.4%
<b>Violence against the Person</b>	27%	31%	39%	43%	77%	13%	15%	9%	1.6%
<b>Sexual Offences</b>	29%	29%	22%	42%	57%	29%	23%	13%	12.7%
<b>Domestic Burglary</b>	-3.0%	-1%	1%	15%	14%	-19%	-4%	-19%	6.9%
<b>Theft</b>	0%	6%	-2%	12%	9%	-3%	-1%	-13%	-2.1%
<b>Vehicle Offences</b>	3%	10%	9%	11%	12%	2%	4%	-11%	-7.8%
<b>Criminal Damage</b>	6%	15%	2%	21%	20%	0%	1%	-7%	2.6%

### Performance against the 2015 – 2016 Policing Plan

The following table provides an overview of progress against 28 numeric targets from the 2015-16 Policing Plan. Fifteen of these numeric targets were achieved.

There were notable successes in a number of areas including –

- victim updates
- increased reporting of domestically motivated crime
- drug seizures
- activity against organised crime groups
- reductions in allegations.

The increase in domestic burglaries and robberies of older people is of continuing concern. This area has been the focus of activity throughout the year and as a result is currently on a downward trend. Reporting of hate crime reduced during the financial year despite extensive efforts, however the five year trends show a consistent increase in reporting across the differing strands.

Police Performance at a Glance	
Outcome/Indicator	Progress against 2014/15 performance
Increase <b>Confidence</b> (by 3% points). (Oct 13 to Sep 14 compared to Oct 14 to Sep 15)	Increased by 2.0%pts <sup>20</sup>
Decrease <b>Crime</b> prioritised for reduction.	Increased by 0.2%
Increase the overall rate of <b>Outcomes</b> (by 2% points).	Increased by 1.2%pts
Reduce <b>ASB</b> (by 2%).	Reduced by 2.4%
Reduce percentage of people who <b>perceive ASB</b> to be high (Oct 13 to Sep 14 compared to Oct 14 to Sep 15)	Reduced by 2.1%pts
Reduce <b>Domestic Burglaries and Robberies in which Older People are Victims</b> (by 2%).	Increased by 4.0%
Increase Outcome rate for Domestic Burglary in which Older People are Victims (by 2% points).	Increased by 0.8%pts
Reduce <b>Rural Crime</b> (by 2%).	Reduced by 8.5%
Increase 10 day <b>Victim Updates</b> (by 5% points).	Increased by 35.5%pts
Increase reporting of <b>Domestically Motivated Crime</b> (by 3%).	Increased by 5.4%
Increase the outcome rate for <b>Domestically Motivated Crime</b> (by 5% points).	Increased by 0.1%pts
Increase the outcome rate for <b>Rape Crime</b> (by 2% points).	Increased by 1.5%pts
Increase reporting of <b>Hate Crime</b> (by 3%).	Reduced by 4.9%
Increase Outcome Rates for:	
– <b>Sectarian Hate Crime</b> (by 3% points).	Increased by 0.6%pts
– <b>Homophobic Hate Crime</b> (by 3% points).	Increased by 5.1%pts
– <b>Racist Hate Crime</b> (by 3% points).	Increased by 4.7%pts
– <b>Disability Hate Crime</b> (by 3% points).	Reduced by 6.8%pts
Reduce alcohol related violent crime (by 3%).	Reduced by 4.6%
Reduce non-domestic violent crime involving injury (by 2%).	Increased by 4.2%
Increase <b>Drug Seizures</b> (by 2%).	Increased by 9.7%
Increase the outcome rate for <b>Drugs Offences</b> (by 2% points).	Increased by 4.9%pts

20 This increase is not statistically significant

## Appendix 4: (continued)

Extract from PSNI Annual report 2015-16

Police Performance at a Glance	
Outcome/Indicator	Progress against 2014/15 performance
Increase the number of <b>OCGs</b> whose activities have been frustrated, disrupted or dismantled (by 5%).	Increased by 31.9%
Reduce <b>Paramilitary Style Attacks</b> (by 2%).	Reduced by 23.4%
Reduce allegations of <b>Failure in Duty</b> (by 2%).	Reduced by 12.5%
Reduce allegations of <b>Oppressive Behaviour</b> (by 2%).	Reduced by 14.6%
Reduce allegations of <b>Incivility</b> (by 2%).	Reduced by 10.6%
Reduce the <b>AWDL</b> for Police Officers (by 25%).	Reduced by 7.33%
Reduce the <b>AWDL</b> for Police Staff (by 15%).	Increased by 8.18%

## Police and Criminal Evidence (PACE) Order – Article 5 Persons and Vehicles Searched

Table 2: Police and Criminal Evidence (PACE) Order – Article 5 Persons and Vehicles Searched 2015-16

		Apr	May	Jun	Jul	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Total
Stolen Property/ Articles	Searches	271	261	372	322	342	454	550	488	385	389	476	355	<b>4,680</b>
	Arrests <sup>1</sup>	41	40	78	52	39	66	55	53	36	38	55	31	<b>584</b>
Offensive Weapon/ Blade or Point	Searches	111	91	121	108	112	113	124	105	87	107	82	69	<b>1,230</b>
	Arrests <sup>1</sup>	33	29	30	33	31	28	30	27	29	24	29	14	<b>337</b>
Going Equipped/ Prohibited Articles	Searches	185	129	184	144	181	180	267	203	167	125	187	157	<b>2,109</b>
	Arrests <sup>1</sup>	21	17	23	17	26	36	28	37	21	14	25	18	<b>283</b>
Fireworks	Searches	0	1	0	1	3	30	252	18	5	0	0	1	<b>311</b>
	Arrests <sup>1</sup>	0	0	0	0	0	2	3	0	1	0	0	1	<b>7</b>
<b>Total</b>	Searches	<b>567</b>	<b>488</b>	<b>677</b>	<b>575</b>	<b>638</b>	<b>777</b>	<b>1,202</b>	<b>814</b>	<b>644</b>	<b>621</b>	<b>745</b>	<b>582</b>	<b>8,330</b>
	Arrests <sup>1</sup>	<b>95</b>	<b>86</b>	<b>131</b>	<b>102</b>	<b>96</b>	<b>132</b>	<b>116</b>	<b>117</b>	<b>87</b>	<b>76</b>	<b>109</b>	<b>64</b>	<b>1,211</b>

<sup>1</sup> Arrests as a result of search

## Police and Criminal Evidence (PACE) Order – Article 6 Road Checks

There were 41 road checks authorised in 2015-16, all of which were for the purpose of ascertaining whether a vehicle was carrying a witness to an indictable offence.

## Police and Criminal Evidence (PACE) Order – Detention statistics 2015-16

**Table 3: Arrests under PACE by Gender and whether requests for friends/relatives or a solicitor were made, for each Quarter during 2015-16.**

	Arrests Under PACE			Requests	
	Totals*	Gender		Friend/ Relative etc.	Solicitor
		Male	Female		
<b>Quarter 1</b> April-June	6,175	5,263	910	1,493	3,620
<b>Quarter 2</b> July-September	6,333	5,387	945	1,607	3,744
<b>Quarter 3</b> October-December	6,097	5,126	971	1,529	3,564
<b>Quarter 4</b> January-March	5,605	4,729	874	1,436	3,331
<b>TOTAL</b>	<b>24,210</b>	<b>20,505</b>	<b>3,700</b>	<b>6,065</b>	<b>14,259</b>

\*5 transgender persons are included in "Totals"

**Extended Detention:** During 2015-16 there were 63 persons who were detained in police custody for more than 24 hours and released without charge.

**Magistrate's Warrants:** There were 39 applications to Magistrates Courts for warrants of further detention, all of which were granted. Seven of these applications were for 24 hours or less, 5 were for between 25 and 35 hours and the other 27 were for a period of 36 hours. Of the 39 applications to Magistrates Courts for warrants of further detention 5 of these were for a second warrant of further detention. Of the 34 persons subject to a warrant of further detention, 8 spent less than 24 hours under its authority, while 22 spent between 24 hours and 36 hours and the remaining 4 persons were detained over 36 hours under the authority of these warrants. 22 persons were subsequently charged.

**Intimate Searches:** There were no intimate searches carried out by a suitably qualified person during 2015-16.

## Appendix 4: (continued)

Extract from PSNI Annual report 2015-16

**X-rays & ultrasound scans:** During 2015-16 one x-ray was carried out. No ultrasounds were recorded.

### PACE Detention statistics by PSNI Custody Suite 2015-16

1st April 2015 – 31st March 2016

	Quarter 1	Quarter 2	Quarter 3	Quarter 4	Total
Antrim Custody <sup>(1)</sup>	644	608	0	0	1,252
Armagh Custody	377	456	429	378	1,640
Banbridge Custody <sup>(1)</sup>	80	0	0	0	80
Bangor Custody <sup>(1)</sup>	68	307	506	433	1,314
Coleraine Custody	463	537	665	560	2,225
Dungannon Custody	325	326	315	301	1,267
Enniskillen Custody	244	259	250	256	1,009
Lurgan Custody	545	547	538	446	2,076
Musgrave Street Custody	2,455	2,241	2,381	2,310	9,387
Omagh Custody	233	235	268	233	969
Strabane Custody	199	219	151	107	676
Strand Road Custody	542	598	594	581	2,315
<b>Total</b>	<b>6,175</b>	<b>6,333</b>	<b>6,097</b>	<b>5,605</b>	<b>24,210</b>

(1) Antrim Custody suite was closed for refurbishments during quarters 3 and 4. Banbridge Custody suite was closed for refurbishments during a period of quarter 1 as well as quarters 2, 3 and 4. Bangor Custody suite was closed for refurbishments for a period of time during quarter 1.



## Appendix 5:

### The Minister of Justice identified five long term objectives for policing

In February 2012 the Minister of Justice identified five long term objectives intended to set the broad strategic direction for policing. They are intended to set the broad strategic direction for policing over the next ten years.

#### Objective 1

That policing is delivered in a way that protects and vindicates the human rights of all and preserves the fundamental responsibility of the police to serve all parts of the community.

#### Objective 2

That the community has an effective, accessible and accountable policing presence to address the identified and understood needs of the community, to enhance public confidence in the police, and to deter criminality and reduce harm.

#### Objective 3

That policing in its widest sense is a shared responsibility that involves effective partnership working between police services, the public, and statutory, voluntary and private partners.

#### Objective 4

That policing contributes to the transformation of Northern Ireland to a more inclusive and cohesive society; and that it pro-actively responds and adapts to emerging changes in society.

#### Objective 5

That the Police Service continues to be:

- free from external interference in operational matters;
  - accountable within the rule of law;
  - answerable to the community through the Policing Board for operational decisions and overall performance and locally to Policing and Community Safety Partnerships (PCSPs); and
  - accountable to the public through the Policing Board, the Department and the Assembly for the use of public money
-

## Appendix 6: Strategic Outcomes and Measures set for 2016-17

<b>Keeping People Safe through Policing with the Community</b>	
<b>Overarching Theme 1: Communication and engagement</b>	
<b>Strategic Outcome</b>	<b>What the Board wants the Chief Constable to do</b>
<b>1.1 Increasing trust and confidence in policing</b>	<ul style="list-style-type: none"> <li>• Increase the level of public confidence in the police's ability to provide an ordinary day-to-day service and in the local police.<sup>21</sup></li> <li>• Where confidence in policing is lower, PSNI along with the Board, PCSPs and District Commanders will select six areas across NI in which to conduct qualitative research. Thereafter the PSNI will report to the Board twice yearly on initiatives in these areas to improve confidence.</li> <li>• PSNI with the Board, PCSPs, expert stakeholders and District Commanders will conduct targeted qualitative research where young people's confidence in policing is lower. Thereafter the PSNI will report to the Board twice yearly on initiatives in these areas to improve confidence.</li> <li>• Report to the Board on the Complaints Reduction Strategy, showing reductions in the most frequent types of allegations.</li> <li>• By June 2016 to develop a Positive Action Plan to address under-representation in respect of gender and community background in identified Departments and Branches and report to the Board twice yearly on implementation.</li> </ul>
<b>1.2 Ensuring the PSNI engages with communities to improve understanding of the impact of policing decisions and involve communities wherever possible in those decisions.</b>	<ul style="list-style-type: none"> <li>• Implement the Policing with the Community Project and report on its progress specifically referencing:               <ul style="list-style-type: none"> <li>– the development and delivery of the action plan informed by the internal PSNI Wellbeing survey;</li> <li>– show that the Policing with the Community ethos is evidenced in all personnel's Individual Performance Reviews (IPRs)<sup>22</sup> and in all service policies, procedures and literature; and</li> <li>– carry out a scoping exercise to inform the development of a Collaborative Working Plan for PSNI, which will set out how PSNI works with communities and PCSPs to deliver positive outcomes for communities.</li> </ul> </li> </ul>

21 Using the 2015-16 NICS Crime Survey and Omnibus Survey

22 The IPR requires an officer/staff to present evidence to demonstrate the behaviours of: accountability, fairness, courtesy and respect, and collaborative decision making.

<b>Preventing Harm, Protecting People, and Detecting those who Commit Crime</b>	
<b>Overarching Theme 2: Protection of people and communities</b>	
<b>Strategic Outcome</b>	<b>What the Board wants the Chief Constable to do</b>
<b>2.1 Reducing harm caused by crime and anti-social behaviour with a focus on protecting the most vulnerable.</b>	<ul style="list-style-type: none"> <li>• Implement and assess the impact of interventions to support service to the most vulnerable, in partnership with others and report to the Board.</li> <li>• Implement and evaluate models of good practice in areas of high deprivation [and/or high crime] to address anti-social behaviour including repeat victimisation and report to the Policing Board.<sup>23</sup></li> <li>• Report to the Board on initiatives and outcomes in relation to: <ul style="list-style-type: none"> <li>– Hate crimes: Increase the outcome<sup>24</sup> rate by 2% points for crimes with a racist motivation, a homophobic motivation, or a sectarian motivation.</li> <li>– Crimes against older people: Increase the outcome rate for burglary against older people by 2% points by 31 March 2017 compared to the outcome rate recorded in 2015-16; and reduce the number of offences committed against older people by 2% by 31 March 2017 compared to the number of offences recorded in 2015-16.</li> </ul> </li> <li>• Report to the Board on initiatives and outcomes in relation to: <ul style="list-style-type: none"> <li>– Sexual offences.</li> <li>– Child sexual exploitation and child abuse.</li> <li>– Missing persons.</li> </ul> </li> <li>• Report to the Board on how PSNI respond to: <ul style="list-style-type: none"> <li>– Looked after children<sup>25</sup>.</li> <li>– People with mental health concerns.</li> </ul> </li> <li>• Report to the Board on activity, initiatives and outcomes in relation to Domestic Abuse, taking account of the implementation of the recommendations from the Board's Domestic Abuse Thematic Update Report<sup>26</sup>.</li> </ul>
<b>2.2 Protecting and Supporting repeat victims</b>	<ul style="list-style-type: none"> <li>• Develop and enhance systems to identify repeat victims.</li> </ul>

23 Project Terms of Reference to include: engagement with the local community, identification of how the police identify/measure anti-social behaviour and impediments to reporting anti-social behaviour, measure the experience of local people in terms of a reduction in anti-social behaviour and evaluate and share good practice.

24 In line with England and Wales, Northern Ireland adopted a revised crime outcomes framework in April 2015. This framework comprises a broader range of categories against which to record an outcome for crimes.

25 Further information will be captured on 'looked after children' through the performance reports on 'child sexual exploitation', 'child abuse' and 'missing persons'.

26 [http://www.nipolicingboard.org.uk/domestic\\_abuse\\_thematic\\_review\\_\\_update\\_report\\_\\_may\\_2011.pdf](http://www.nipolicingboard.org.uk/domestic_abuse_thematic_review__update_report__may_2011.pdf)

## Appendix 6: (continued)

### Strategic Outcomes and Measures set for 2016-17

<b>Preventing Harm, Protecting People, and Detecting those who Commit Crime</b>	
<b>Overarching Theme 2: Protection of people and communities</b>	
<b>Strategic Outcome</b>	<b>What the Board wants the Chief Constable to do</b>
<b>2.3 Keeping People Safe on the Roads</b>	<ul style="list-style-type: none"> <li>Provide regular updates to the Board on its contribution towards the achievement of the targets contained within the Northern Ireland Road Safety Strategy 2020<sup>27</sup> through, education, prevention and increased enforcement activity with an increase of 10% in the specified number of road safety related offences detected<sup>28</sup> compared to the number recorded in 2015-16.</li> </ul>

27 NI Road Safety Strategy: <http://www.doeni.gov.uk/publications/ni-road-safety-strategy-2020>

28 Drink/Drug Driving; Speeding; Mobile Phone Use; Non-Wearing of Seatbelt; and Driving without Insurance.

<b>Preventing Harm, Protecting People, and Detecting those who Commit Crime</b>	
<b>Overarching Theme 3: Reduction in offending</b>	
<b>Strategic Outcome</b>	<b>What the Board wants the Chief Constable to do</b>
<b>3.1 Working in partnership to identify and intervene with priority offenders.</b>	<ul style="list-style-type: none"> <li>• In partnership with all relevant statutory agencies<sup>29</sup> to manage the top 100 priority offenders to reduce the frequency and seriousness of offences committed by those offenders.</li> </ul>
<b>3.2 Working in partnership to address serious and organised crime.</b>	<ul style="list-style-type: none"> <li>• Increase the number of organised crime groups whose activities have been frustrated, disrupted and / or dismantled by 3% compared to the number recorded in 2015-16.</li> <li>• Report to the Board on initiatives, interventions and outcomes in relation to drugs and to increase by 3% the number of drugs seizures compared to the number recorded for 2015-16.</li> <li>• Report to the Board on work carried out in partnership with other law enforcement agencies in respect of the pursuit of criminal assets of all kinds.</li> <li>• Report to the Board on initiatives, interventions and outcomes in relation to: <ul style="list-style-type: none"> <li>– cyber dependent, enabled and facilitated crime; and</li> <li>– human exploitation and trafficking.</li> </ul> </li> </ul>
<b>3.3 Working in partnership to address paramilitary activity</b>	<ul style="list-style-type: none"> <li>• Report to the Board on PSNI's contribution to the Joint Agency Task Force established under the Fresh Start Agreement.<sup>30</sup></li> <li>• Report to the Board on PSNI activity to tackle paramilitary activity in Northern Ireland.</li> </ul>

29 Police Service of Northern Ireland, Department of Justice, Probation Board for Northern Ireland, the Northern Ireland Prison Service and the Youth Justice Agency

30 [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/479116/A\\_Fresh\\_Start\\_-\\_The\\_Stormont\\_Agreement\\_and\\_Implementation\\_Plan\\_-\\_Final\\_Version\\_20\\_Nov\\_2015\\_for\\_PDF.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/479116/A_Fresh_Start_-_The_Stormont_Agreement_and_Implementation_Plan_-_Final_Version_20_Nov_2015_for_PDF.pdf)

## Appendix 6: (continued)

### Strategic Outcomes and Measures set for 2016-17

<b>Preventing Harm, Protecting People, and Detecting those who Commit Crime</b>	
<b>Overarching Theme 4: More efficient and effective delivery of justice</b>	
<b>Strategic Outcome</b>	<b>What the Board wants the Chief Constable to do</b>
<b>4.1 Delivering significant improvement in the quality of files and disclosure to the Public Prosecution Service [PPS].</b>	<ul style="list-style-type: none"> <li>• Improve the effectiveness and efficiency of the working relationship between PSNI and the PPS<sup>31</sup> and report to the Board.</li> </ul>
<b>4.2 Achieving an effective partnership with the Public Prosecution Service and other key partners in the Criminal Justice System in order to deliver an effective professional service which strives for positive outcomes for victims.</b>	<ul style="list-style-type: none"> <li>• Decrease by 5% the number of statute barred cases by 31 March 2017 compared to the number recorded in 2015-16.</li> <li>• Report to the Board on progress made in reference to legacy cases.</li> </ul>

<b>Efficiency and Governance</b>	
<b>Overarching Theme 5: More efficient and effective policing</b>	
<b>Strategic Outcomes</b>	<b>What the Board wants the Chief Constable to do</b>
<b>5.1 Providing an efficient, effective police service focused on protecting frontline services and continually improving and responding to need.</b>	<ul style="list-style-type: none"> <li>Report to the Board on the implementation of the HMIC efficiency inspection and indicate PSNI plans to match their human and financial resources to meet demand for PSNI services.</li> </ul>
<b>5.2 Demonstrating the best use of resources for the PSNI</b>	<ul style="list-style-type: none"> <li>Reduce average working days lost for Police Officers and Police Staff by 10% by 31 March 2017 compared to the number recorded in 2015-16.</li> </ul>

## Appendix 7:

### PSNI Performance against Policing Plan 2015-16 Continuous Improvement Projects

Project 1: Policing With the Community	Due Date: 31.03.2017
Objectives	Progress During Last Financial Year
<p>Formally embed Policing with the Community as the PSNI culture and ethos through employee engagement and collaborative working.</p>	<p>Deliverables have been reviewed and now defined below:</p> <p><b>Strategic Direction and Integrity</b></p> <ul style="list-style-type: none"> <li>• Strategic Narrative</li> <li>• Definition of a Corporate Performance Framework</li> <li>• Development of a Corporate Identity Plan</li> <li>• Culture and Ethics Committee</li> </ul> <p><b>Engaging Managers</b></p> <ul style="list-style-type: none"> <li>• Leadership Strategy</li> <li>• Leadership Delivery Plan</li> </ul> <p><b>Employee Voice</b></p> <ul style="list-style-type: none"> <li>• Development of Internal Communications Channels</li> <li>• Development of an annual Wellbeing Survey and Supporting Structures</li> </ul> <p><b>Collaborative Working</b></p> <ul style="list-style-type: none"> <li>• Development of a Collaborative Working Plan</li> </ul> <p>Work has continued on developing these Deliverables.</p> <p>Employee Engagement and Wellbeing Survey has been carried out across the organisation in partnership with Durham University. There was a 40.8% response rate and final results will be received in early April 2016.</p> <p>Engaged with NIPB's Auditors to demonstrate how current Project Deliverables are mapped to the original Delivery Plan.</p>



Challenges	
Emerging Challenges/Trends	Actions
<p>Competing demands with other organisational priorities and Projects. Lack of resources within the organisation and on the Project Team which may impact on delivery.</p> <p>Lack of understanding of the meaning of Policing with the Community and the Project Deliverables by key Internal and External Stakeholders.</p>	<p>Project lead continues to liaise with other Change Management Project Leads/Enablers and Senior Management. ServiceFirst Board has deemed this Project a Priority.</p> <p>Significant engagement with SET, Senior Leaders Engagement Forum and NIPB.</p>

Overall Project Status					
<b>On Track</b>	<input checked="" type="checkbox"/>	<b>Delayed</b>	<input type="checkbox"/>	<b>Ceased</b>	<input type="checkbox"/>

Comments
<p>This Project is considered to be on track however, the original timelines were reviewed and adjusted due to a change in the scope of the Project to include the Development of a Collaborative Working Plan.</p>

## Appendix 7: (continued)

### PSNI Performance against Policing Plan 2015-16 Continuous Improvement Projects

Project 2: Review of Crime Operations Department	Due Date: 31.03.2017
Objectives	Progress During Last Financial Year
Permanent appointment of staff to Co-ordination and Tasking Centre (CTC).	<ul style="list-style-type: none"> <li>Vacancy bulletin issued and recruitment process underway.</li> </ul>
Implement plan for centralised Crime Ops Planning Function to be developed with appropriate milestones.	<ul style="list-style-type: none"> <li>Approval for initiation of project from ACC Kerr.</li> </ul>

Challenges	
Emerging Challenges/Trends	Actions
Delivery of the Project within agreed timescales is subject to maintaining business as usual.	<ul style="list-style-type: none"> <li>If required, the Project Team will review Project timelines to determine if planned dates can be achieved within agreed tolerances. Any required changes will be agreed through the Project Board.</li> </ul>

Overall Project Status					
On Track	<input checked="" type="checkbox"/>	Delayed	<input type="checkbox"/>	Ceased	<input type="checkbox"/>

Comments

<b>Project 3: Review of Operational Support Department</b>		<b>Due Date: COMPLETE</b>
<b>Objectives</b>	<b>Progress During Last Financial Year</b>	
Create a single Operational Planning, Tasking and Performance Hub for OSD to support the three Co-ordination and Tasking Centres (CTCs), Districts, and Specialist Departments.	• Completed	
Manage daily demands through appropriate prioritisation and optimised tasking of resources. Develop processes to guide the allocation of OSD resources to balance threat, risk, harm and opportunity.	• Completed	
Realise efficiencies by aligning resources with demand.	• Completed	
Improve training and efficiency to best serve and support the needs of OSD customers in a way that promotes flexibility and increases resilience.	• Completed	

<b>Challenges</b>	
<b>Emerging Challenges/Trends</b>	<b>Actions</b>
None - approved Option has been fully implemented	

<b>Overall Project Status</b>					
<b>On Track</b>	<input checked="" type="checkbox"/>	<b>Delayed</b>	<input type="checkbox"/>	<b>Ceased</b>	<input type="checkbox"/>

<b>Comments</b>
The approved Option is fully implemented and three of four benefits have been fully realised. The final benefit is on track to be realised by May 2016.

## Appendix 7: (continued)

### PSNI Performance against Policing Plan 2015-16 Continuous Improvement Projects

Project 4: Custody Reform	Due Date: 31.03.2017
Objectives	Progress During Last Financial Year
<p>Optimise Police Custody Estate to ensure it is fit for purpose and sustainable</p>	<p>Full de-commissioning plan of closed custody suites underway to enable corporate re-allocation of former custody estate for new use e.g. stores; staff accommodation.</p> <p><b>Estates Strategy progressed:</b></p> <ul style="list-style-type: none"> <li>• Musgrave Custody suite (50 cell capacity) is fully operational.</li> <li>• Banbridge refurbishment has been impacted by further delays and will not open this financial year.</li> <li>• Antrim PACE closed on 21st September 2015 and is on target for reopening in May/June 2016.</li> <li>• New build at Waterside target date for commencement has been delayed until Autumn 2016 due to funding issues.</li> <li>• Reduction of Custody footprint to 11 permanent suites by December 2015 on track.</li> </ul>
<p>Optimise Police Healthcare Provision to ensure it is fit for purpose and sustainable</p>	<ul style="list-style-type: none"> <li>• Secondment of PHA Registrar to collaboratively work with PSNI and AFMONI Executive to develop a Health Needs Assessment. This is now complete.</li> <li>• Significant media coverage (via social media) to outline vulnerability within custody.</li> <li>• Briefing provided to the Performance Committee (Dec 15).</li> <li>• Agreement to second Senior Commissioning Lead from Public Health Agency to support Healthcare Business Case development (due to commence circa May 16).</li> <li>• Agreement to second Pharmacist from Health &amp; Social Care Board to support the development of a medication management protocol in line with CJINI and RQIA recommendations.</li> </ul>

Objectives	Progress During Last Financial Year
	<ul style="list-style-type: none"> <li>• Supported draft of Joint Healthcare and Criminal Justice Strategy - now out for consultation. Series of meetings held with key Health and Justice colleagues to identify areas for collaboration.</li> <li>• Secured support of the Minister of Justice at the Ministerial Forum on Safer Custody to explore use of healthcare systems already established in NIPS.</li> <li>• Secured support from BSO to enable PSNI to utilise healthcare recruitment portals currently used for engagement of Forensic Medical Officers in four geographic locations</li> <li>• Secured support from BSO in the rollout of Emergency Care Record - currently being tested.</li> <li>• Resources lost from Project Team due to Voluntary Exit Scheme - currently working internally to bridge resourcing gap.</li> </ul>

Challenges	
Emerging Challenges/Trends	Actions
<p>Increasing number of incidents involving vulnerable persons in Custody including: self-harm, mental health, and drug/alcohol addictions.</p>	<ul style="list-style-type: none"> <li>• Development of Health Needs Assessment to articulate risk areas</li> <li>• Appointment of Inspector, Mental Health</li> <li>• Secondment of key roles from Health</li> <li>• Development of the Joint Healthcare and Justice Strategy action plan (received Ministerial approval, now out for consultation)</li> <li>• Active participation at the NI Registry of Self Harm</li> <li>• Active participation in the Interagency Protocol and Operational of Place of Safety Steering group, currently establishing local networks</li> <li>• Establishment of Health and Justice Drug Packer and Stuffer Steering group</li> </ul>

## Appendix 7: (continued)

### PSNI Performance against Policing Plan 2015-16 Continuous Improvement Projects

Challenges	
Emerging Challenges/Trends	Actions
	<ul style="list-style-type: none"> <li>• Active involvement of the draft of the Mental Capacity Bill</li> <li>• Working with academics in the development of suicide prevention and mental health training</li> <li>• Active engagement with Health &amp; Safety branch to analyse any incidents and communicate safety alert notices</li> <li>• Youth Accommodation (DOJ/YJA)</li> </ul>
Inadequate accommodation for youth offenders and lack of appropriate places of safety in NI.	<ul style="list-style-type: none"> <li>• Police custody only to be used in extreme circumstances and PSNI has advocated for the development of a dedicated Place of Safety and with NIHE and DHSSPS regarding accommodation.</li> <li>• PSNI contact with partners to establish SPOCs and develop effective working relationships on an ongoing basis.</li> <li>• Engagement with partners to forecast and plan for changes that will impact upon agency/ organisations.</li> </ul>
Shortfall in GPs (impact on daytime cover) and increased attraction of out of hours working is impacting on the retention and attraction of FMOs for custody.	<ul style="list-style-type: none"> <li>• Through BSO PSNI has secured additional FMOs</li> <li>• Currently exploring brigading of custody suite healthcare resources</li> <li>• Undertaken financial and throughput analysis and exploring different shift patterns and payment options for FMOs</li> <li>• Currently exploring with Justice opportunities for shared resources</li> <li>• Due to commence exploration of Custody Nurse pilot scheme</li> <li>• Op Nexus in partnership with the Home Office</li> </ul>
The potential for increased risk and harm as a result of the Refugee crisis across Europe.	

Overall Project Status					
On Track	<input checked="" type="checkbox"/>	Delayed	<input type="checkbox"/>	Ceased	<input type="checkbox"/>

**Comments**

The Custody Reform Project has been impacted by the loss of two key personnel through the Voluntary Exit Scheme. Support from Business Services is also due to be dramatically impacted through the Scheme.

The support of NIPB to the Custody function through the Independent Custody Visitors Scheme is acknowledged as providing valuable feedback and an independent assessment of the services to PSNI on a regular basis. NIPB officials are now members of the PSNI Custody Operational Group which meets quarterly and enables information sharing and collaboration across custody.

On 1<sup>st</sup> March 2016, Reducing Offending and Safer Custody Branch moved into District Policing Command. ACC Martin, DPC has assumed responsibility for the Custody Reform programme.

CJINI RQIA Inspection report on Police custody was published.

## Appendix 7: (continued)

### PSNI Performance against Policing Plan 2015-16 Continuous Improvement Projects

<b>Project 5: Review of Corporate Communications Department</b>		<b>Due Date: 31.03.2017</b>
<b>Objectives</b>	<b>Progress During Last Financial Year</b>	
Create efficient, effective communication, engagement and advocacy functions with sufficient expertise, skills, and capacity to identify, assess, and respond to operational, reputational, Stakeholder, and Engagement challenges facing, and within PSNI.	<ul style="list-style-type: none"> <li>• Outline Business Case completed and approved by the ServiceFirst Board.</li> <li>• As-is review completed - December 2015.</li> <li>• Response to the As-is review findings and an outline Action Plan presented to the Chief Constable and Service Executive Team - January 2016.</li> <li>• Recommendations including a new structure have been endorsed by ServiceFirst Board.</li> <li>• Project Implementation Plan developed and Actions being progressed.</li> </ul>	

<b>Challenges</b>	
<b>Emerging Challenges/Trends</b>	<b>Actions</b>
Engagement and response to local media may be diminished as a result of delegation of responsibility to local command.	<ul style="list-style-type: none"> <li>• Development of self-service tools including "Traffic Light" evaluation tool.</li> <li>• Development of suite of corporate messages.</li> <li>• Development of Communications Guidelines and Policy.</li> <li>• Media monitoring of reporting.</li> </ul>
Personnel issues arising due to existing staff unwillingness to relocate to centralised roles or to take up positions under the new structure.	<ul style="list-style-type: none"> <li>• Throughout the Review, Head of Department and Senior Staff within the Department have met with Staff Associations providing regular updates on proposals, decisions and impacts.</li> <li>• Personal and career development opportunities will be offered to all staff including Level 2 and 3 qualifications in Social Media skills; Management; and Leadership.</li> </ul>



Challenges	
Emerging Challenges/Trends	Actions
	<ul style="list-style-type: none"> <li>• Expressions of Interest being sought for all positions.</li> <li>• One to One meetings organised with all staff impacted by the restructure. Meetings with senior department staff and HR Advisors.</li> </ul>

Overall Project Status					
On Track	<input checked="" type="checkbox"/>	Delayed	<input type="checkbox"/>	Ceased	<input type="checkbox"/>

Comments

## Appendix 7: (continued)

### PSNI Performance against Policing Plan 2015-16 Continuous Improvement Projects

Project 6: Review of Public Administration	Due Date: 31.12.16
Objectives	Progress During Last Financial Year
Implement system based process for management information.	<ul style="list-style-type: none"> <li>List of Key Indicators has been finalised with technical solutions established. Those most recently resolved are undergoing a testing and validation process. The targeted launch for these is April 2016.</li> </ul>
To review the CTC function.	<ul style="list-style-type: none"> <li>North CTC completed; South and Belfast CTCs scheduled for completion during April 2016.</li> </ul>
To review the Operational Planning function.	<ul style="list-style-type: none"> <li>Initial data analysis complete with workplace study due early April 2016.</li> </ul>
To complete Frontline Delivery systems installation.	<ul style="list-style-type: none"> <li>Initial scoping complete with development of options scheduled for completion by mid-April 2016.</li> </ul>

Challenges	
Emerging Challenges/Trends	Actions
Any continuing pressure on PSNI budgets.	<ul style="list-style-type: none"> <li>The Operational Model is designed with a level of scalability which informs Senior Command of potential options that can be used to manage budget cuts. However, there are limits to these options and priorities will need to be established. They will inevitably lead to a reduction in Service.</li> </ul>

Overall Project Status					
On Track	<input checked="" type="checkbox"/>	Delayed	<input type="checkbox"/>	Ceased	<input type="checkbox"/>

**Comments**

The Operational Policing function has been successfully realigned to new Council structures. Some lower level systems work is currently being progressed and is due for completion during the next reporting period.

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## Appendix 7: (continued)

### PSNI Performance against Policing Plan 2015-16 Continuous Improvement Projects

<b>Project 7: Review of Business Services Phase 2</b>		<b>Due Date: 31.03.2017</b>
<b>Objectives</b>		<b>Progress During Last Financial Year</b>
Review and recommend a Business Service Delivery Model within the PSNI to achieve value for money, consistency, and corporacy in delivering organisational objectives.		<ul style="list-style-type: none"> <li>• Number of high level options presented and considered.</li> <li>• Approval given to proceed with a centralised reporting model.</li> <li>• Further work and refinement of model to progress over next six months.</li> </ul>
Implement an effective and efficient Business Services Model which provides the organisation with appropriate services, support and advice, and matches available resources to key areas of risk.		<ul style="list-style-type: none"> <li>• Number of high level options presented and considered.</li> <li>• Approval given to proceed with a centralised reporting model.</li> <li>• Further work and refinement of model to progress over next six months.</li> </ul>

<b>Challenges</b>	
<b>Emerging Challenges/Trends</b>	<b>Actions</b>
Impact of Voluntary Exit Scheme on Business Services Staff.	<ul style="list-style-type: none"> <li>• Proposed Delivery Model will define the range of functions which Business Services will provide and ensure a consistent service across the organisation.</li> </ul>

<b>Overall Project Status</b>					
<b>On Track</b>	<input checked="" type="checkbox"/>	<b>Delayed</b>	<input type="checkbox"/>	<b>Ceased</b>	<input type="checkbox"/>

<b>Comments</b>

Project 8: Workforce Optimisation		Due Date: 31.03.2017
Objectives	Progress During Last Financial Year	
<p>To optimise the service workforce - this is defined as being to determine the best value for money workforce mix (Officers, Staff and Bought in services) and distribute it to best effect to deliver the required level of service.</p>	<p>To enable PSNI to deliver a balanced budget and maintain operational viability in a balanced and considered way, three strategic resourcing principles have been used to guide resourcing allocation:</p> <ul style="list-style-type: none"> <li>• <b>Principle 1:</b> The PSNI is committed to keeping people safe today, whilst acknowledging statutory responsibilities to investigate the past.</li> <li>• <b>Principle 2:</b> The PSNI is committed to maintain operational capacity and capability, with officer numbers (6,953) reflecting findings of the Resilience Review.</li> <li>• <b>Principle 3:</b> The PSNI is committed to delivering a sustained reduction in baseline spending by continuing to invest in enabling technology and processes. <ul style="list-style-type: none"> <li>– Recruitment of Police officers is continuing towards the achievement and maintenance of this target figure of 6953.</li> <li>– On the staff side the PSNI has utilized the Government's Voluntary Exit Scheme as a way of accelerating a 400 post reduction in staff numbers. The first group of 76 staff left the service at the end of November 2015 and a further tranche of 75 will leave on 31 March 2016. As a result of this and planned further exits in June and September 2016 the PSNI is currently examining the staff allocation model to determine the appropriate distribution of the reduced number of posts. This process is being managed in the first instance via the Resourcing Delivery Group (RDG), on behalf of the Service First Board.</li> </ul> </li> </ul>	

## Appendix 7: (continued)

### PSNI Performance against Policing Plan 2015-16 Continuous Improvement Projects

Project 8: Workforce Optimisation		Due Date: 31.03.2017
Objectives	Progress During Last Financial Year	
	<p>– As previously reported a major change in delivering a value for money workforce by the PSNI has been the introduction of an out-sourced support services function. Currently work is ongoing to scope the requirements for the replacement of the bought in support services contract, which is due to expire in September 2017. As part of this work the PSNI is examining areas where there are mixed groups of staff and identifying suitability to move to fully outsourced functions where appropriate. It is clear that the current budgetary uncertainty combined with the anticipated level of policing required to retain operational resilience does mean that there is extremely limited potential to change the workforce mix at this time. Therefore the emphasis at this time must be on ensuring appropriate distribution of the affordable workforce. This element of the project is being progressed via the PSNI People Strategy.</p>	
<p>To maximise capacity – this is defined as being to ensure the workforce (in its totality) has the requisite levels of skills to deliver tasks they are allocated and that there is an appropriate performance management regime in operation.</p>	<ul style="list-style-type: none"> <li>• The PSNI has introduced the Policing Professional Framework; this is a behavioral and competence framework which details the expected standards of performance, behavior and the associated training requirements for each role within the PSNI. This went live on 1st December 2015.</li> <li>• The PPF will provide the structure for a professional development framework that will seek to ensure that officers and staff have the appropriate skills to perform their roles and to assist with succession planning. The delivery and ongoing management of the PPF is included in the PSNI People Strategy and will be monitored via this strategy's reporting arrangements.</li> </ul>	

Objectives	Progress During Last Financial Year
	<ul style="list-style-type: none"> <li>The delivery of training within the PSNI is managed and prioritised in accordance with the role and legislative requirements and the training priorities are captured in an annual training plan. The People Strategy for 2015/19 also identifies 'A competent and skilled workforce with excellent leadership and management skills' as a Strategic Aim. This element is also therefore monitored via the People Strategy reporting framework.</li> </ul>
<p>To minimise demand – this is defined as being to identify the most effective working practices, remove duplication and nugatory work and manage the expectations of the public and partners as to the level of service PSNI will provide. This element is also about ensuring that the service we deliver acts as an enabler to building community confidence and engagement and in so doing support crime prevention.</p>	<ul style="list-style-type: none"> <li>In the period 01.04.15 to 30.09.15 the PSNI undertook a major review of its structure and how policing is delivered. This resulted in the 8 district model being realigned to 11 districts which are co-terminus with council boundaries. As a result of demand modelling these districts focus primarily on delivering policing to local communities and support activities such as call management, operational planning and tasking are undertaken at one of 3 area levels. Other reviews such the Reviews of the Operational Support Department and Review Crime Operations as well as the Policing with the Community project are all subject to separate reporting and updating under the current policing plan.</li> </ul>
<p>To optimise the workforce balance from a Section 75 perspective – this is defined as being monitoring the workforce and where appropriate and possible taking steps to address areas of under representation.</p>	<ul style="list-style-type: none"> <li>As identified above the current financial constraints have the effect that there is little scope to alter the workforce mix and this in turn has an impact on altering the composition of the workforce.</li> <li>The Voluntary Exit Scheme may provide some scope for the PSNI to further consider its workforce mix.</li> <li>The PSNI has signed up to the Gender Project and is working through Business in the Community and Price Waterhouse Coopers to identify barriers to female recruitment, retention and development.</li> </ul>

## Appendix 7: (continued)

### PSNI Performance against Policing Plan 2015-16 Continuous Improvement Projects

Challenges	
Emerging Challenges/Trends	Actions

Overall Project Status					
On Track	<input checked="" type="checkbox"/>	Delayed	<input type="checkbox"/>	Ceased	<input type="checkbox"/>

Comments
The next update of the PSNI People Strategy will cover the period 01/04/15 to 31/03/16 and will be available from mid May 2016



## Appendix 8:

### PSNI Inspection Programme 2015-16

<b>CJINI Inspections</b>	<b>Status</b>
Adult Safeguarding	Report published September 2015
Quality & Timeliness of Police Files	Report published November 2015
Youth Justice Review	Report published December 2015
Impact on CJS of alcohol & drug abuse	Ongoing
Enforcement of Road Traffic Legislation	Ongoing
Police Custody	Report published March 2016
Volume Crime	Findings were timebound and superseded by developments in the justice system
Contract Management	Follow up review published September 2015
How Criminal Justice Agencies deal with Hate Crime	Ongoing
The availability and use of management and performance information across the CJS	Ongoing
Reducing Offending Partnerships	Ongoing
Equality and Diversity monitoring by the Criminal Justice Agencies	Ongoing
Cyber Crime and Business Crime	Ongoing
Legacy Inquest Files	Ongoing
<b>HMIC Inspections</b>	<b>Status</b>
Police Integrity & Corruption	Ongoing
Follow up inspection of PSNI Historical Enquiries Team	Ongoing
PEEL (police effectiveness, efficiency and legitimacy programme) Police Efficiency PSNI	Published August 2016

## NIAO Reports 2016

Title	Date Published
<b>2016</b>	
Governance of Land and Property in the NI Housing Executive	07 January 2016
Continuous Improvement Arrangements in Policing	08 March 2016
Local Government Code of Audit Practice	31 March 2016
Managing Legal Aid	21 June 2016
Contracted Training Programmes	28 June 2016
Renewable Heat Incentive Scheme	05 July 2016
The National Fraud Initiative: Northern Ireland	07 July 2016
Department for the Economy - Access to finance for small and medium sized enterprises	19 July 2016
The Rivers Agency: Flood Prevention and Management	13 September 2016
Local Government Auditor's Report 2016	20 September 2016
Northern Ireland Public Sector Voluntary Exit Schemes	11 October 2016
Managing Emergency Hospital Admissions	08 November 2016
Financial Auditing and Reporting: General Report by the Comptroller and Auditor General for Northern Ireland – 2016	06 December 2016
Special Educational Needs	12 December 2016

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