



NORTHERN IRELAND POLICING BOARD  
**STRATEGIC  
OUTCOMES**  
FOR POLICING IN NORTHERN IRELAND  
**2016 - 2020**

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# FOREWORD BY THE CHAIR

## NORTHERN IRELAND POLICING BOARD

**I am pleased to present the Northern Ireland Policing Board's (the Board's) Strategic Outcomes for Policing in Northern Ireland 2016 - 2020. These 12 outcomes developed in partnership with the Police Service of Northern Ireland (PSNI) outline what we collectively believe needs to be achieved over the next four years and fall within five key themes.**

It is important to have a longer term vision for policing and this four year document outlines what the Board wants the police to focus on at a strategic level. The Board is keen to make sure that the outcomes reflect and respond to the emerging threats, challenges and issues facing the police service in terms of its service delivery in the years ahead.

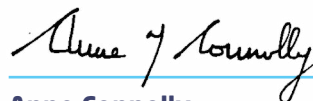
It is not possible for these outcomes to reflect all areas of policing and so complementary pieces of work will continue to be progressed to ensure the legislative duties of the Board and those of the PSNI are met. This includes, for example, work-streams to make sure the police meet their human rights responsibilities. It would also include any specific issues identified to the Board through our ongoing community consultation work. The Chief Constable's vision of Policing with the Community is fundamental to providing an effective police service and this ethos has been central to developing these outcomes for policing.

The public rightly expects the PSNI to deliver a good quality police service. One of the key issues the Board is keen to ensure is consistency in the service delivered in all areas of business.

In austere times it is critical that the PSNI disseminates good practice and replicates what works across Northern Ireland. The Board is also mindful of the specific needs of victims of crime and the importance of effective communication to publically account for police actions.

For each of the next four years an Annual Policing Plan will be published to support delivery by PSNI of the outcomes by 2020. The Board is moving towards a focus on outcomes as well as targets in the Annual Policing Plan. This will allow us to hold the Chief Constable to account for a range of activities, including those which may not readily be measured by way of a numerical target but which will have to be demonstrated by what activity took place, and the outcome of that activity. Local Policing Plans, which will be developed by Commanders across the 11 policing districts, will also take their lead from the high level outcomes identified and agreed by the Board and PSNI.

Finally, partnership working remains key to improving service provision across the public sector and there are opportunities and benefits to be derived from Community Planning through Policing and Community Safety Partnerships (PCSPs) and local Councils which will be explored in the time ahead. Moving forward we will continue to work with the PCSPs, statutory, voluntary and community groups and the public to deliver an effective police service to all.



**Anne Connolly**  
Board Chair

# POLICING BOARD'S

## PURPOSE AND VISION

### PURPOSE

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**Policing is an issue of significant public interest to communities in Northern Ireland. As the body responsible for police oversight and accountability, the Policing Board seeks to represent public views on policing issues and concerns, providing feedback to communities.**

The Board has a unique role for policing accountability; it also exercises an important advocacy role on issues contributing to police service effectiveness, efficiency, partnership working and good practice. In order to advocate for policing in Northern Ireland the Board wants to further develop and strengthen its relationships across the Criminal Justice System to enable it to influence those other organisations whose performance impacts on the PSNI's capability to be efficient and effective.

The Board was established on 4 November 2001 by the Police (Northern Ireland) Act 2000. It is the role of the Board to secure the delivery of an effective, efficient and impartial policing service for the entire community in Northern Ireland and to hold the Chief Constable to account for the exercise of his functions and those of the police service in an open and transparent manner.

The work of the Board is set out primarily in the Police (Northern Ireland) Act 2000. The Board's duties include principal responsibility for holding the Chief Constable to account for the exercise of his functions and those of the police and police staff. The Board must ensure effectiveness and efficiency in policing; oversight, monitoring and assessment of specific areas of the work of the police; and must also encourage communities to engage with policing. These functions are exercised through a Board and Committee structure and various key work streams. Further information on the specific work of the Board can be found at [www.nipolicingboard.org.uk](http://www.nipolicingboard.org.uk)

### VISION

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**'An innovative proactive organisation, holding the police to account, by working in partnership to deliver improvements in policing.'**

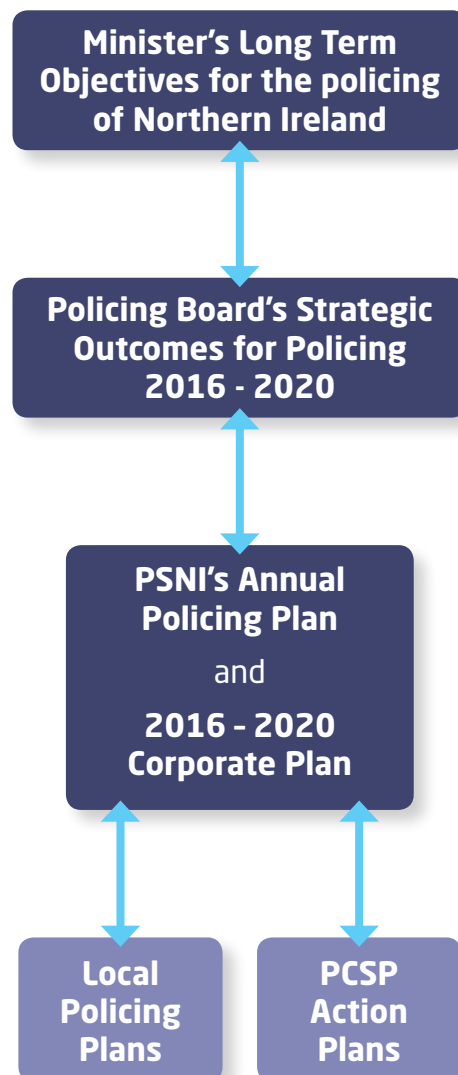
# THE PLANNING PROCESS

Holding the Chief Constable to account is the primary statutory function of the Policing Board. The Police (Northern Ireland) Act 2000 requires the Minister of Justice to determine long term objectives for policing, the Policing Board to set objectives, and the PSNI to develop plans to deliver the objectives. The direction for policing is formalised in an Annual Policing Plan and the Board is responsible for monitoring performance against the Plan.

In February 2012 the Minister of Justice outlined five long term objectives for policing over the next 10 years which emphasised:

- The protection and vindication of human rights;
- Policing with the Community such as to provide 'an effective, accessible and accountable policing presence' which would increase public confidence in the police;
- effective partnerships with the statutory, voluntary and private partners;
- the role of policing in building a more inclusive and cohesive society; and
- to be demonstrably independent, answerable to the community through the Northern Ireland Policing Board and the Policing and Community Safety Partnerships (PCSPs).

In developing its outcomes for policing 2016 – 2020 the Board has taken account of the Minister's long term objectives.





# STRATEGIC OUTCOMES

## FOR POLICING

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**Section 25(1) of the Police (Northern Ireland) Act 2000 provides for the Board to determine the objectives for the policing of Northern Ireland.**

To comply with its statutory duty the Board has developed a number of Strategic Outcomes for Policing. These were developed in partnership with the PSNI and outline what we collectively believe needs to be achieved by 2020.

In developing these Strategic Outcomes the Board has taken a wide range of community views and experiences of policing into account. The Board has also considered a wide range of research and evidence as well as the following documents:

- The Programme for Government;
- The Minister of Justice's long term Policing Objectives;
- The Programme for Justice;
- The views of local people and representative groups obtained from the Board's Policing Priorities Consultation;
- The Board's Equality Impact Assessment of the 2015-16 Policing Plan;
- The PSNI strategic assessment of threat, risk and harm; and
- The financial and other resources available for policing.

The evidence we have collected has helped us to identify five overarching themes. These are the areas which will have an impact on successfully delivering the long term outcomes for policing and the PSNI vision to build a more confident, safe and peaceful society.

The Chief Constable's purpose of "keeping people safe" by preventing harm, protecting the vulnerable and detecting those who commit crime and bringing them to justice has been incorporated into the five overarching themes in the Policing Plan to reflect the language of Policing with the Community which is the bedrock of how PSNI deliver their service.

The Board's Strategic Outcomes for policing are detailed below.

## OVERARCHING THEME 1:

### Communication and engagement

**Some of the issues the Board has been told about, through research and consultation, centre around how PSNI officers and staff communicate and engage with the public, how involved they are with their communities and how well they respond to communities when their service is required.**

**The PSNI will be asked to achieve a level of performance, demonstrated through measures set out in the PSNI's Annual Policing Plan, so that by 2020 the Board's Strategic Outcome of increasing trust and confidence in the PSNI will be achieved.**

**There is much the PSNI can do to address issues which are known to negatively impact on the community's trust and confidence in policing.**

**To support this theme, the following Strategic Outcomes have been set:**

#### STRATEGIC OUTCOME 1.1:

##### Increasing trust and confidence in policing.

The Board will continue to assess the levels of public confidence in policing through the Northern Ireland Crime Survey and the Omnibus Survey. While the results of these surveys will provide an overall measurement of confidence, the Board will also ask the Chief Constable to focus on victims and areas / communities where confidence in policing is lower. Within this, there may be a need to engage with victims of certain types of crime who may have specific issues relating to confidence. The Annual Policing Plan requires the PSNI to work in partnership with a range of bodies to conduct qualitative research and to use this as the basis for identifying solutions to address confidence issues. In assessing the quality of engagement, the Board is encouraged by the significant decreases in allegations of incivility, oppressive behaviour and failure in duty. However, as these allegations make up almost three quarters of all allegations made to the Police Ombudsman, the Board believes they are a valid measure of the quality of police engagement. The Board will therefore continue to focus on these categories of allegation, seeking an ongoing decrease year on year to 2020. In addition there are a number of other indicators referenced in the Annual Policing Plan which are intended to ensure increased trust and confidence in the PSNI. Many of these focus on quality of service issues identified during the Board's consultation.

## OVERARCHING THEME 1:

CONTINUED

## Communication and engagement

**STRATEGIC OUTCOME 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.

The Board will ask the Chief Constable to focus on increasing and improving the level and quality of engagement with communities. In practice this will require the Chief Constable to demonstrate that the PSNI is providing clear information to communities as to how they can engage with policing. There is an array of statutory, community and voluntary organisations who can assist the PSNI in reaching out to communities. It is important that the PSNI use opportunities to engage through such bodies. Other organisations also have a role to play. PCSP structures already exist to deliver local policing accountability and to facilitate collaborative decision making, involving communities in policing decisions affecting them. The PCSP model ensures local accountability for policing. The Board would encourage individuals to participate in these fora so that they can actively contribute to improvements in policing. To achieve this Strategic Outcome, the Board will encourage ongoing cultural change in the PSNI, promoting the central principles of the Policing with the Community approach, namely accountability, courtesy, respect, fairness and collaborative decision making.



## OVERARCHING THEME 2:

### Protection of people and communities

Through our engagement and consultation with communities, the Board has identified there are issues of most concern to victims. There are also issues arising for particular groups, for example, older persons, children and young people, victims of domestic abuse and missing persons because of their specific vulnerability. The PSNI is also increasingly coming into contact with people with complex needs, particularly those who suffer from mental ill health. There is a wide range of settings in which the police may encounter a person with a mental health condition – the person may be a witness, a victim or a suspect. Collaborative working arrangements with key partners ensures that those suffering from mental ill health have the appropriate access to health and social care and, in the case of young people, children's services.

As with protecting any vulnerable group, the success of this partnership working is key to ensuring that the PSNI uphold and protect the human rights of all members of the community and provide an appropriate service to all. The protection of vulnerable people most at risk from harm is a priority for the Board and the PSNI which is why we have focussed on this as one of the Strategic Outcomes within this theme.

To support this theme, the following Strategic Outcomes have been set:

#### STRATEGIC OUTCOME 2.1:

Reducing harm caused by crime and anti-social behaviour with a focus on protecting the most vulnerable.

The Board will ask the Chief Constable to ensure systems and processes are put in place at an early stage to enable police to identify and proactively intervene to protect and support vulnerable individuals at greatest risk. Figures for 2014-15 show that domestic abuse crimes account for around 13% of the overall crime recorded in Northern Ireland. The Board has therefore identified domestic abuse as a priority and is asking the PSNI to place significant emphasis on protecting these victims. Anti-social behaviour is a recurring concern in many communities. The Board is therefore asking the Chief Constable to focus on the identification of good practice in addressing anti-social behaviour and to apply the lessons learned across Northern Ireland.

## OVERARCHING THEME 2:

CONTINUED

## Protection of people and communities

**STRATEGIC OUTCOME 2.2:****Protecting and supporting repeat victims.**

The Board recognises through its own research and from other studies that repeat victimisation is a particularly distressing issue, for example, for victims of hate crime and domestic abuse. The Board will ask the Chief Constable to improve the service to repeat victims by ensuring systems and processes are put in place at an early stage to identify and thereafter protect and support these victims. The Chief Constable should demonstrate how well the PSNI assesses the risk to repeat victims and thereafter how that risk is addressed. This work should be progressed through a partnership approach, including with PCSPs, statutory, community and voluntary organisations in order to address the issues of most concern to victims.

In the context of repeat victimisation, the concerns of the business community, including those in rural communities, have also been raised with the Board. During 2015 the Board has facilitated and attended a number of engagements with representatives of the business community to hear about their concerns in relation to policing. The Board is keen that these concerns are addressed and gaps in service closed. We are working with the PSNI to ensure an improved service to the business community and would expect to see the concerns of this community reflected in local policing plans and PCSP action plans where applicable.

**STRATEGIC OUTCOME 2.3:****Keeping people safe on the roads.**

The number of road deaths and serious injuries caused by collisions on the roads is of concern to the Board. The PSNI does not have the lead responsibility for road safety in Northern Ireland; nonetheless the police are a key partner and contributor to the multi-agency Road Safety Strategy 2020. The Board believes that PSNI's unique contribution towards achievement of the Road Safety Strategy 2020 does make a difference. The Board therefore has identified the areas of education, prevention and enforcement activity which reflect the unique contribution of the PSNI. The Board will seek six monthly reports providing evidence on PSNI activity towards the achievement of the targets contained within the strategy. Specifically, the Board will ask the PSNI to increase the number of detections for drink/drug driving, speeding, use of mobile phones, failure to wear seatbelts and driving without insurance as well as providing evidence on the education and prevention initiatives led by the PSNI.

## OVERARCHING THEME 3:

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### Reduction in offending

The nature of criminal behaviour is continually changing and the nature of crime has changed over the course of recent years which is why the PSNI has been adapting its approach to include a greater focus on partnership working to reduce offending and tackle crime, including organised crime and paramilitary activity. It is also recognised that the means by which crime is committed today has changed and that crime is increasingly facilitated and enabled by technology. This theme focuses on the approach the Board considers is necessary to implement effective partnership initiatives aimed at reducing offending, serious crime and crime caused by organised crime groups including those involved in paramilitarism. The Board also acknowledges the need for partner agencies, including PCSPs, to work with the PSNI to encourage early intervention with those who are at risk of offending, and to work collaboratively to rehabilitate those at risk of re-offending.

To support this theme, the following Strategic Outcomes have been set:

#### STRATEGIC OUTCOME 3.1:

Working in partnership to identify and intervene with priority offenders.

The Board will ask the Chief Constable to focus on the top 100 priority offenders through initiatives with partner agencies to ensure offending and re-offending is reduced. Existing partnership arrangements will enable the top priority offenders to be managed to secure a reduction in the frequency and seriousness of offences committed by these offenders.

## OVERARCHING THEME 3:

CONTINUED

## Reduction in offending

**STRATEGIC OUTCOME 3.2:****Working in partnership to address serious and organised crime.**

A key concern in Northern Ireland, as elsewhere, is the level of serious and organised crime. It is important to emphasise that in tackling issues linked to serious and organised crime, for example, drugs, human trafficking and human exploitation, the PSNI need the support of communities. Although crime has risen slightly during 14/15 – 15/16, there has been an overall downward trend over the last 12 years. That said, the Board believes the nature of crime has changed and recognises that, for example, crime is increasingly enabled, facilitated and dependent on technology. This presents a significant challenge to police and law enforcement agencies across the world. It is also an issue of significant concern to older people with a number of high value scams having been committed against this section of the population. This is a complex issue and cannot be resolved by police in isolation which is why partnership working is fundamental in this area. Engaging with communities to educate and raise awareness is also an important aspect of police activity in this regard.

To achieve this Strategic Outcome the PSNI must be able to demonstrate to the Board how it identifies the risk and threat from serious and organised crime and cyber related crime and thereafter how it deals with these issues. The PSNI, working in partnership with agencies such as the National Crime Agency (NCA), Her Majesty's Revenue and Customs (HMRC) and others, plays a critical role in frustrating and disrupting activities of organised crime groups and thereafter in dismantling them.

The Board will hold the Chief Constable to account in relation to PSNI performance in tackling organised crime in Northern Ireland. The Chief Constable will be asked to provide a six monthly report to the Board, to include performance data on specific categories of organised crime tackled, and performance data on the number of organised crime groups frustrated, disrupted or dismantled.

The issue of organised crime also continues to be linked to paramilitary activity in Northern Ireland which is dealt with separately under Strategic Outcome 3.3.

## OVERARCHING THEME 3:

CONTINUED

## Reduction in offending

**STRATEGIC OUTCOME 3.3:****Working in partnership to address paramilitary activity.**

Arrangements to establish a Joint Agency Task Force are set out in the Fresh Start Agreement<sup>1</sup>. The aim of the Task Force is to tackle cross-jurisdictional organised crime, including that linked to paramilitarism and bring to justice those involved in it.

Whilst that body will deal with cross border organised crime and linked paramilitarism, the Chief Constable will continue to focus his efforts on specific paramilitary activity in Northern Ireland, including an ongoing focus on paramilitary style attacks and criminal behaviour inflicted on communities by paramilitary groups and affiliates.

The Board acknowledges the severe threat to the community posed by those groups and the Chief Constable will be asked to report to the Board on the same basis as he reports to the Ministers in Northern Ireland and the Republic of Ireland to demonstrate outcomes and activities to tackle paramilitary activity.

1 [www.northernireland.gov.uk/a-fresh-start-stormont-agreement.pdf](http://www.northernireland.gov.uk/a-fresh-start-stormont-agreement.pdf)

## OVERARCHING THEME 4:

### More efficient and effective delivery of justice

In November 2015 the Criminal Justice Inspection for Northern Ireland (CJINI) published the latest in a series of critical reports on the quality of files passed between the PSNI and the Public Prosecution Service (PPS) and the PSNI relationship with the PPS. One of the key recommendations focused on greater collaboration between the PSNI and the PPS to address failings in the preparation of case files and the standards applied around disclosure. A specific recommendation was that the police and the prosecution service should immediately establish a joint project to address poor practice and deliver change. It is important to the Board that when a member of the public calls for the police to deal with their concern or where they need help from the PSNI, that there is an appropriate response. Thereafter, it is critical that the appropriate action is taken and that victims and other customers of the service are kept updated. That is why the Board will ask the Chief Constable to put in place a number of improvement initiatives and thereafter report every six months on progress in relation to these.

To support this theme, the following Strategic Outcomes have been set:

#### STRATEGIC OUTCOME 4.1:

Delivering significant improvement in the quality of files and disclosure to the Public Prosecution Service.

The PSNI submits thousands of case files to prosecutors every year and it is crucial that the quality and timeliness issues identified by the CJINI are addressed. The 2015 CJINI report cites this as a fundamental strand of an efficient criminal justice system and the Board agrees. The Board believes working in partnership is also fundamental to achieving improvements in the police service. The Board will ask the PSNI to introduce and agree with the PPS a quality assurance framework to monitor and evaluate the outcome of the joint PSNI/PPS project to introduce a new staged case file system to improve the efficiency, quality and timeliness of case management and disclosure. PSNI will be encouraged to seek opportunities to expand on police led disposals within a framework which ensures proportionate and proper use of such discretion. The Board will ask the Chief Constable to report on improvements every six months.



## OVERARCHING THEME 4:

CONTINUED

## More efficient and effective delivery of justice

**STRATEGIC OUTCOME 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.

The Board recognises the challenges for the PSNI in striving to achieve a more effective and efficient service. The Board is also cognisant of the policies and practices of many organisations impacting on the success or failure of the PSNI to achieve this. The Board will work with its key partners, in particular those represented on the Criminal Justice Board and will ask the Chief Constable to work with all the PSNI's partners to achieve this Strategic Outcome. The Board is sensitive to the importance attached to addressing legacy cases and acknowledges the commitments to moving this work forward. The Board will ask the Chief Constable to put into place all reasonable policies and processes to identify and eradicate obstacles to achieving positive outcomes in legacy and routine cases and to report to the Board on progress every six months.

## OVERARCHING THEME 5:

### More efficient and effective policing

**The Board is required by law to secure the maintenance of the police in Northern Ireland. In particular the Board is charged with ensuring that the police and the police support staff are efficient and effective. To achieve this overarching theme the Board will ask the Chief Constable to demonstrate how the PSNI is working to ensure the best outcomes from its available resources.**

**To support this theme, the following Strategic Outcomes have been set:**

#### STRATEGIC OUTCOME 5.1:

Providing an efficient, effective police service focused on protecting frontline services and continually improving and responding to need.

For each year up to 2020 and beyond the Board will ask the Chief Constable to demonstrate the following:

- how well the PSNI uses its resources to meet demand for policing services;
- the sustainability and affordability of its workforce model; and
- the PSNI's financial sustainability in the short and long term.

#### STRATEGIC OUTCOME 5.2:

Demonstrating the best use of resources for the PSNI.

In achieving efficiency and effectiveness the Board expects the best use to be made of all resources. To achieve this Strategic Outcome, the Board will ask the Chief Constable to demonstrate continuous improvement by benchmarking the PSNI with other police and blue-light services and to identify good practice. The PSNI Annual Business Plans going forward should consider thematic work areas linked to sustainability, collaborative working and financial savings.

To achieve the best use of resources, the Board will seek the Chief Constable's commitment to continue to reduce the average number of working days lost to sickness for officers and staff each year so that all available resources are utilised.

# APPENDIX 1:

## LIST OF STRATEGIC OUTCOMES FOR POLICING IN NORTHERN IRELAND 2016-2020

<b>Strategic Outcome 1.1</b>	Increasing trust and confidence in policing.
<b>Strategic Outcome 1.2</b>	Ensuring the PSNI engages with communities to improve understanding of the impact of policing decisions and involve communities wherever possible in those decisions.
<b>Strategic Outcome 2.1</b>	Reducing harm caused by crime and anti-social behaviour with a focus on protecting the most vulnerable.
<b>Strategic Outcome 2.2</b>	Protecting and supporting repeat victims.
<b>Strategic Outcome 2.3</b>	Keeping people safe on the roads.
<b>Strategic Outcome 3.1</b>	Working in partnership to identify and intervene with priority offenders.
<b>Strategic Outcome 3.2</b>	Working in partnership to address serious and organised crime.
<b>Strategic Outcome 3.3</b>	Working in partnership to address paramilitary activity.
<b>Strategic Outcome 4.1</b>	Delivering significant improvement in the quality of files and disclosure to the Public Prosecution Service.
<b>Strategic Outcome 4.2</b>	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>Strategic Outcome 5.1</b>	Providing an efficient, effective police service focused on protecting frontline services and continually improving and responding to need.
<b>Strategic Outcome 5.2</b>	Demonstrating the best use of resources for the PSNI.



## Northern Ireland Policing Board

Waterside Tower  
31 Clarendon Road  
Clarendon Dock  
Belfast BT1 3BG

**Tel:** 028 9040 8500 **Fax:** 028 9040 8544

**Textphone:** 028 9052 7668

**Email:** [information@nipolicingboard.org.uk](mailto:information@nipolicingboard.org.uk)

**Website:** [www.nipolicingboard.org.uk](http://www.nipolicingboard.org.uk)

**Facebook:** [www.facebook.com/policingboard](http://www.facebook.com/policingboard)

**Twitter:** @nipolicingboard

## DOCUMENT TITLE

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Northern Ireland Policing Board  
Strategic Outcomes for Policing  
in Northern Ireland 2016-2020

## ONLINE FORMAT

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