



Northern Ireland Audit Office

Continuous improvement arrangements in policing



Northern Ireland Audit Office

Continuous improvement arrangements in policing

Published 8 March 2016

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.

K J Donnelly

Northern Ireland Audit Office

Comptroller and Auditor General

8 March 2016

The Comptroller and Auditor General is the head of the Northern Ireland Audit Office employing some 135 staff. He, and the Northern Ireland Audit Office are totally independent of Government. He certifies the accounts of all Government Departments and a wide range of other public sector bodies; and he has statutory authority to report to the Assembly on the economy, efficiency and effectiveness with which departments and other bodies have used their resources.

For further information about the Northern Ireland Audit Office please contact:

Northern Ireland Audit Office
106 University Street
BELFAST
BT7 1EU

Tel: 028 9025 1100
email: info@niauditoffice.gov.uk
website: **www.niauditoffice.gov.uk**

© Northern Ireland Audit Office 2016

Contents

	Page
Executive Summary	1
Part 1	
Introduction and Background	7
Part 2	
Review of 2014-15 performance	11
Part 3	
Review of the Policing Plan 2015-16	17
Part 4	
Operation of the Continuous Improvement Programme	21
Appendices	
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	28
Appendix 2	
PSNI Performance Against Targets 2014-15	30
Appendix 3	
Policing Plan 2015-16: (Extract from Policing Plan Update 2015-16)	42
Appendix 4	
PSNI Continuous Improvement Projects 2014-15	50
Appendix 5	
PSNI Inspection Programme 2014-15	60
NIAO Reports 2015-16	61

Executive Summary

Background

1. The Northern Ireland Policing Board (the Board) was established on 4 November 2001 by the Police (Northern Ireland) Act 2000, which was designed to put the recommendations of the Patten Report on policing into practice. At the same time, the Police Service of Northern Ireland (PSNI) came into being, replacing the Royal Ulster Constabulary.
2. Section 28 of the Police (Northern Ireland) Act 2000 requires the Board to make arrangements to secure continuous improvement in the way in which its functions, and those of the Chief Constable, are exercised, having regard to economy, efficiency and effectiveness. The Board is required to prepare and publish a Performance Plan (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 audits by the Comptroller and Auditor General

3. As the Comptroller and Auditor General (C&AG) for Northern Ireland, I am required under section 29 of the Police (Northern Ireland) Act 2000 to audit the Performance Plan (known as 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 amended¹, I certify that I have audited the Board's and PSNI's:
 - performance summary for the year ended 31 March 2015; and
 - performance plan (known as the Policing Plan) for the year ended 31 March 2016.

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 2014-15 Performance Summary - the Northern Ireland Policing Board has prepared and published a summary assessment of its own and the Chief Constable's performance in 2014-15, measured by performance targets and performance measures against the Board's Business Plan and Policing Plan respectively. My work included

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

(ii) examination, on a test basis, of the evidence supporting the performance indicators and measures set out in the 2014-15 Policing Plan; and **for the 2015-16 Policing Plan** – arrangements are in place to secure continuous improvements; the 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.

Main findings of my review

6. I have given an unqualified audit opinion on the 2014-15 Performance Summary and the 2015-16 Policing Plan (see Appendix 1), however I have raised a number of issues and recommendations for the attention of the Board and PSNI. The most significant findings of my review are set out in the following paragraphs.

On 2014-15 performance – Policing Board and PSNI

7. Performance measures are published for both the Board and PSNI in the Board's Corporate Business Plan and the Policing Plan respectively.

8. The Board's Corporate Business Plan for 2014-15 included 48 targets, spread across four main objectives. Overall, the Board reported that 38 (79 per cent) of its targets for the year had been fully achieved (71 per cent: 2013-14), 8 (17 per cent) were partially achieved, and

the remaining 2 (4 per cent) were not achieved.

9. The Policing Plan for 2014-15 is a one year update to the 2014-17 Policing Plan and is structured around four objectives: Personal Policing, Professional Policing and Protective Policing and the overarching objective of increasing Confidence in Policing. The Policing Plan comprised 10 outcomes with 29 performance indicators and 50 associated performance measures. Overall for the year ended 31 March 2015, PSNI achieved 24 (48 per cent) of these performance measures, while the remaining 26 measures (52 per cent) were not achieved. PSNI has therefore achieved less than half of the performance measures set for 2014-15.

10. In contrast to last year, the Board's Annual Report included only high level information relating to both its own performance and PSNI's performance for 2014-15. PSNI's overall performance against the 50 performance measures set out within the Policing Plan was not presented; rather the summary included only performance against 16 quantitative measures. PSNI's Annual Report, although containing more detail than that of the Board, did not summarise the overall performance against all measures set in the Policing Plan. The limited information presented within the Annual Reports does not help the reader towards a proper understanding of the PSNI's performance.

11. A reduction in the number of performance measures is desirable as

Executive Summary

this would ensure that efforts are clearly focussed on improving performance in line with strategic priorities. However, regardless of the number of measures, the Board and PSNI should clearly report performance against all of the measures set. This is the only way to ensure that performance is reported in an open and transparent way.

12. During 2014-15 the UK Statistics Authority and Her Majesty's Inspectorate of Constabulary (HMIC) completed their respective reviews of the reliability of the statistics underpinning performance figures for 2013-14. HMIC's inspection into how well police record crime found that PSNI performed strongly in comparison to 43 Home Office police forces in England and Wales. Most significantly, the UK Statistics Authority report has judged that PSNI crime statistics can be designated as National Statistics, a designation that has been removed from police crime statistics in other regions of the UK. The collective findings of these reports included a total of nine recommendations, six of which have been already addressed by PSNI. The remaining recommendations identified should be implemented as soon as possible.

On the 2015-16 Policing Plan

13. The 2015-16 Policing Plan was developed as a second year update to the Policing Plan 2014-17. The Plan identified 11 outcomes, 16 performance indicators and 41 associated

performance measures for PSNI to achieve by 31 March 2016². A reduction in the number of performance indicators and measures in the Plan is now desirable, ensuring that each is only included because of its importance to improving the delivery of policing in Northern Ireland.

On the Continuous Improvement arrangements

14. The Continuous Improvement Strategy 2014-15³ comprised 16 projects, 11 of which were rolled over from 2013-14. The majority of these projects are being implemented under the 'ServiceFirst'⁴ banner and originated from a report produced for PSNI by KPMG which aimed to make PSNI more efficient in its management of risks.
15. By 31 March 2015 the 16 projects had been reconfigured into eight larger projects, with five of the eight reported as on track for delivery. Since year end, two of these largest projects, Intelligence and Review of Public Administration have been completed.
16. In July 2015 an internal audit review looked at the benefits realised from "ServiceFirst" as the Programme had entered its second year. The review identified significant weakness in the process for tracking and reporting benefits. This matter requires urgent attention to ensure that PSNI can demonstrate that the significant investment in the Continuous

2 This includes 1 outcome, 2 indicators and 5 performance measures which relate to road safety as per the Road Safety Strategy 2020.

3 This document can be accessed at <http://www.nipolicingboard.org.uk>

4 ServiceFirst is a large organisational change programme. It encompasses a range of projects covering every major business area.

Improvement Programme has yielded the intended results.

Summary of key recommendations

- The Board should report performance against all the targets presented in the Corporate Business Plan.
 - The Board and the PSNI should report on all performance measures set out in the Policing Plan.
 - 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.
 - 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.
-

Part One:
Introduction and Background

Part One: Introduction and Background

Responsibilities of the Northern Ireland Policing Board

- 1.1 Under section 28 of the Police (Northern Ireland) Act 2000, the Northern Ireland Policing Board (the Board) is required to make arrangements to secure continuous improvement in the way in which its functions, and those of the Chief Constable of the Police Service of Northern Ireland (PSNI), are exercised, with regard to economy, efficiency and effectiveness.
- 1.2 The Board must prepare and publish a Performance Plan (known as the Policing Plan) each financial year, containing details of how these arrangements are to be implemented. In particular, the Plan must:
- identify performance indicators, by reference to which performance in exercising functions can be measured;
 - set performance 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 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:
- 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 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.

Scope of the review

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

- Part 2: Review of 2014-15 Performance
 - Part 3: Review of the 2015-16 Policing Plan
 - Part 4: Operation of the Continuous Improvement Programme.
-

Part Two: Review of 2014-15 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 2014-15 meets the Board's statutory obligations.

- 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 2014-15. Overall, 38 of its targets for the year (79 per cent) had been fully achieved, with a further eight partially achieved (17 per cent). The remaining two targets were not achieved (4 per cent). The annual report detailed those targets which were either partially achieved or not achieved within the annual report. However, the detailed breakdown of all targets by objective as presented in the Board's Corporate Business Plan was not included as it was in the previous year (see Figure 1).

Policing Board performance 2014-15

2.3 The Board's Corporate Business Plan for 2014-15 had an over-arching theme of Promoting Public Confidence in Policing and comprised 48 targets split across the following four objectives:

Figure 1: Policing Board performance against Corporate Business Plan Targets, 2014-15

Objective	Targets	Fully Achieved	Partially Achieved	Not Achieved
An Effective and Efficient Policing Board	12	9	2	1
An Effective and Efficient PSNI	18	16	2	0
Effective Engagement and Communication	11	9	1	1
Partnership Working	7	4	3	0
Total	48	38	8	2

Source: NIAO summary of NIPB information

PSNI performance 2014-15

2.5 The Policing Plan for 2014-15 was intended to be the first year of the 2014-17 Plan and comprised 10 outcomes with 29 performance indicators and 50 associated performance measures (16 of the measures were quantitative)⁵. Performance indicators and measures were structured around four objectives with the overarching aim to increase overall Confidence in Policing:

1. Confidence in Policing – promoting stronger levels of confidence in the level of service PSNI provides;
2. Personal Policing – dealing with local concerns;
3. Professional Policing – delivering an excellent service; and
4. Protective Policing – tackling serious harm.

2.6 PSNI's performance was subject to regular scrutiny by the Board. This oversight was carried out in part during

the Board's monthly meetings, at which Board officials provide a highlight report on performance against targets to Members. This is supplemented by a formal presentation by the Chief Constable on a quarterly basis, with questioning by Board Members. Reports were also provided by PSNI during the year to Board Committees. At the year end, the Chief Constable submitted a final report to the Board, summarising PSNI's overall achievements against the Policing Plan for the 12-month period.

2.7 The Board's 2014-15 annual report published a summary showing PSNI's performance against 16 quantitative performance measures, referred to as 'policing plan targets' by the Board. The summary highlighted that PSNI achieved only two of these 16 measures but made no reference to PSNI's performance against the other 34 non quantitative measures included.

2.8 The table below shows PSNI performance against all measures in the Policing Plan for 2014-15. At 31 March

Figure 2: PSNI performance against targets, 2014-15

Theme	Measures	Achieved	Not Achieved
Confidence in Policing	7	2	5
Personal Policing	16	2	14
Professional Policing	17	12	5
Protective Policing	10	8	2
Total	50	24	26

Source: NIAO summary of PSNI information

5 This includes 1 outcome, 2 indicators and 4 performance measures which relate to road safety, as per the Road Safety Strategy 2020. None of the 4 performance measures were achieved in 2014-15. The Strategy can be accessed at: http://www.doeni.gov.uk/roadsafety/northern_ireland_s_road_safety_strategy_to_2020_final_version.pdf

Part Two: Review of 2014-15 performance

2015, 24 of the 50 performance measures were achieved (48 per cent) while the remaining 26 measures were not achieved (52 per cent).

2014-15 performance indicators and standards

2.9 The Board and PSNI have sought to address my previous comments that targets should specify a minimum level of performance by developing an entirely new Policing Plan for 2014-17. This Plan contained 16 quantitative performance measures for 2014-15 and a significant increase in the number of performance measures overall.

2014-15 performance reporting

2.10 It is the Board's responsibility to produce a report which outlines the level of success which PSNI have achieved in meeting those measures and indicators outlined in the Policing Plan. I have reviewed the level of information provided in the 2014-15 annual reports of both the Board and PSNI. Both annual reports included only a performance overview; headlining PSNI's performance against the 16 quantitative performance measures. No reference has been made to PSNI's performance against the 50 performance measures set out in the Policing Plan.

2.11 The Board did not provide a detailed breakdown of its own performance against all its targets⁶. I would therefore be concerned the reader may not fully understand the overall performance achieved by the Board or by PSNI from reading the annual reports alone.

2.12 Efforts have been made to improve the quality of performance information included in PSNI's annual report. The inclusion of time series and graphical presentations helps the reader to develop a more complete understanding of annual performance: for example, the inclusion of confidence data from the past eight quarterly surveys and comparison against the eight Most Similar Forces (MSFs) this year is a positive step.

2.13 However, in some areas explanatory information appears more limited than in 2013-14. For example, commentary about the amount of time spent by officers on patrol, the number of bombing incidents and number of crimes where alcohol is a contributory factor has been omitted this year.

2.14 Going forward PSNI needs to significantly improve the overall quality of reporting past performance by ensuring that all measures set out in the Policing Plan are reported on and that the explanatory information included is sufficiently detailed for the reader to understand policing performance.

⁶ The Board's Corporate Business Plan 2014-15 included a total of 48 targets split over 4 objectives.

Recommendations

The Board should report performance against all the targets presented in the Corporate Business Plan.

The Board and the PSNI should report on all performance measures set out in the Policing Plan.

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.

2.16 I am not required to audit the published performance statistics. However, as regards the data systems underpinning the performance reporting, I have noted the findings of two reports published during the year.

2.17 During 2014-15 the UK Statistics Authority and Her Majesty's Inspectorate of Constabulary (HMIC) completed their respective reviews of the reliability of the statistics underpinning the performance figures for 2013-14. HMIC's inspection focused on how well police record crime and found that PSNI performed strongly in comparison to 43 Home Office police forces in England and Wales. The UK Statistics Authority reported that the PSNI recorded crime statistics which had been considered were readily accessible, produced according to sound ethos, managed impartially and objectively in the public interest and can be designated as National Statistics. This was a significant achievement for the PSNI as this designation has been removed from police recorded crime statistics in other regions of the UK.

2.18 The collective findings of these reports included a total of nine recommendations, six of which have been already addressed by PSNI. The remaining three recommendations are currently outstanding and have an extended closing date of 31 December 2015.

Validity of underlying statistics

2.15 The statistics used to report on PSNI performance are mostly produced by PSNI Statistics Branch. This Branch is staffed by statisticians seconded to PSNI from the Northern Ireland Statistics and Research Agency (NISRA), and PSNI administrative staff. Statistics Branch uses information drawn from PSNI's crime recording system (NICHE), to compile the analysis produced in the Annual Report. Where information is sourced from outside Statistics Branch, the Branch produces a Statistics Validation Report to provide assurance on the accuracy and reliability of these figures.

Part Two: Review of 2014-15 performance

Recommendation

PSNI should ensure that all outstanding recommendations arising from HMIC and UK Statistics Authority reports are fully considered and implemented where feasible.

Conclusion

- 2.19 While the Board has published an assessment of both its own and PSNI's performance for 2014-15 there remains scope for improvement. In particular the Board and PSNI should report performance against all performance measures outlined in the Policing Plan.
-

Part Three: Review of the Policing Plan 2015-16

Introduction

3.1 In this part of the report, I consider whether:

- the Policing Plan for 2015-16, published as an update to the 2014-17 Policing Plan, meets the Board's statutory obligations; and
- the proposed performance indicators and performance measures are reasonable.

Development of the Policing Plan 2015-16

3.2 The Policing Plan is the Board's key statutory document for oversight of police performance. During 2014-15 the Board's Partnership Committee undertook the development of the Policing Plan 2015-16 which included:

- a public consultation exercise including the joint Policing Board/PSNI Strategic Consultation Group and the Board's Youth Advisory Panel;
- a joint PSNI/Policing Board strategy event in October 2014 to agree top level priorities;
- a review of police performance to date against the outcomes and associated performance measures within the 2014-17 Policing Plan;

- engagement with all Board Committees on areas relevant to the work of each Committee; and
- a strategy event for all Board members with PSNI in January 2015 to agree specific measures for inclusion in the plan.

3.3 The performance measures included within the Policing Plan 2015-16 Update are similar to the 2014-17 Plan but have been revised to emphasise quality of service, partnership working and focus on policing priorities.

3.4 Relations between the Board and PSNI have improved in recent years and this has enabled a more focused and collaborative approach in developing the Policing Plan. This provided a strong foundation upon which to undertake the more detailed discussions in relation to specific performance measures. There has been regular communication between the Board and PSNI with both exercising a challenge function and agreeing appropriate compromises. Senior officials from both organisations have been regularly involved throughout the development process.

Performance indicators and standards

3.5 The Policing Plan 2015-16 comprises 11 outcomes, with 16 associated performance indicators and a further 41 associated performance measures (see Appendix 3). There has been a further increase in the number of performance

measures which are expressed in quantitative terms, 32 compared with 16 in last year's Policing Plan.

3.6 In previous years, the balance between quantitative and qualitative performance measures in the Policing Plan was inappropriate, with too few focused on measurable outcomes. The 2014-15 Plan had more quantitative measures, however greater consideration needs to be given to ensure that quantitative measures are meaningful. The lessons from improving public services during the early 2000s are clear and widely recognised: significant improvement in delivering public services is most likely to be delivered through a focus on a few key areas of performance that can be measured objectively. Without prioritisation, organisations have a tendency to expend effort on too wide a range of activities that ultimately fail to deliver significant improvement. Alternatively, the organisation may 'cherry pick' the activities it wishes to focus on, effectively downgrading the others in importance to the detriment of overall performance. In either case, the approach is inefficient. A reduction in the number of performance indicators and measures in the Plan is now desirable, ensuring that each is only included because of its importance to improving the delivery of policing in Northern Ireland. Without this, there is a significant risk that the process of continuous service improvement will not deliver the improved outcomes in policing that the Board and the PSNI wish to see.

3.7 There remains a need for the further development of performance measures to ensure they are specific, measurable and focus on outcomes rather than activities:

- seven performance measures within the 2015-16 Plan continue to focus on measuring activity, rather than examining the outcomes of that activity. For example, "to evidence the mainstream of "Policing With the Community" ethos across PSNI through..." or "to establish a baseline for young people's confidence in policing" do not provide any measurement of the improvements being sought;
- four performance measures within the Plan lack any quantifiable standard to measure performance, for example, "By 31 March 2015 to encourage increased reporting by victims of crime who are children and young people, males aged 16-14, looked after children, older people and people with a disability"; and
- the Plan also includes performance measures which are standard operating requirements, for example, "the Board will hold the Chief Constable accountable for the establishment of the necessary MOUs⁷ between PSNI and the NCA⁸ by 30 June 2015." The Policing Plan should only include those measures which are designed to improve performance.

7 Memorandum of Understandings

8 National Crime Agency

Part Three: Review of the Policing Plan 2015-16

- 3.8 As in previous years, the performance measures in respect of the Road Safety Strategy have been set with reference to the performance level to be achieved by 2020⁹. As a result, these performance measures have no meaning within the context of the period covered by the Plan.

Recommendation

The PSNI should provide regular updates to the Board on its contribution towards the achievement of the 2020 Road Safety Strategy targets.

- 3.9 The Board has decided not to further update the 2014-17 Policing Plan for the third and final year. Instead a new overarching and longer term Strategy will cover the four year period 2016-2020 and will be published by March 2016 alongside the annual 2016-17 Policing Plan.

Recommendation

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.

Conclusion

- 3.10 The Board has published a new Policing Plan for 2015-16 which meets its statutory obligations. The Plan includes a considerable number of quantitative performance indicators and measures. The Board and PSNI should now aim to reduce the number of these, focusing on key aspects of policing performance that reflect their agreed strategic priorities.

9 In partnership with other agencies, a reduction in the number of people killed in road collisions by at least 60% by 2020 and a reduction in the number of people seriously injured in road collisions by 45% by 2020

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 PSNI's functions, having regard to a combination of economy, efficiency and effectiveness. The Board is also required to carry out reviews of the way in which its functions are exercised.
- 4.2 This part of the report examines the specific continuous improvement programmes operating within the Board and PSNI.

Continuous Improvement within the Policing Board:

- 4.3 The Board's Resources Committee agreed on a single Continuous Improvement project for 2014-15:
- to implement the recommendations arising from the ongoing review of the Northern Ireland Policing Board Committee Structure
- 4.4 At March 2015 the year end assessment of the project was that it was complete; and that benefits in terms of economy, efficiency and effectiveness were reported.

Continuous Improvement within PSNI

Methodology

- 4.5 The Continuous Improvement Strategy 2014-15 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 Policing Board Resources Committee.

Management of the Continuous Improvement Strategy lies with PSNI's Process Improvement Unit (PIU), under the direction of the Deputy Chief Constable.

Strand 1 – Strategic Improvement Projects 2014-15

- 4.6 Sixteen projects were selected by the Senior Executive Team for the Continuous Improvement Programme in 2014-15 (see Figure 3 and Appendix 4), eleven of which were rolled over from the 2013-14 programme. The majority of these projects are being implemented under the 'ServiceFirst'¹⁰ banner and were originally proposed in a report commissioned by PSNI from KPMG which aimed to make PSNI more efficient in its management of risks. This report recommended:

¹⁰ ServiceFirst is a large organisational change programme designed to make PSNI more efficient in its management of risks. It encompasses a range of projects covering every major business area. NI Policing Board Annual Report and Accounts 2013-14, pgs 110-113

- a programme of transforming back office functions to improve productivity;
- progression of a workforce modernisation plan; and
- the development of opportunities to transform delivery of front office functions to increase efficiency and release resources which could be used to improve performance.

Figure 3: PSNI Strategic Improvement projects 2014-15

1.	"ServiceFirst" Scientific Support
2.	"ServiceFirst" Intelligence
3.	"ServiceFirst" Workforce Optimisation – Human Resources
4.	"ServiceFirst" Workforce Optimisation – Workforce Optimisation
5.	"ServiceFirst" Call handling
6.	"ServiceFirst" Attendance at Calls
7.	"ServiceFirst" Volume Crime Investigation
8.	"ServiceFirst" Duties Management
9.	Review of Public Administration & Restructuring
10.	Custody Provision – Custody Suite Estate
11.	Custody Provision – Healthcare
12.	New Northern Ireland Community Safety College
13.	"ServiceFirst" Operational Support Review
14.	Public Protection Units
15.	CID Review (Criminal Investigation Department)
16.	Finance Phase 2 – Business Service Delivery Review

Source: PSNI Continuous Improvement Strategy 2014-15

4.7	Under a new governance structure each project is assigned a senior PSNI officer to lead and deliver. There are now five 'Improving Service Delivery' Programme Boards, each chaired by an Assistant Chief Constable which are responsible	
		for tracking and managing project progress.
	4.8	The Board's oversight and monitoring arrangements for Continuous Improvement projects have also changed

Part Four:

Operation of the Continuous Improvement Programme

in year. This is an attempt to better reflect the nature of these projects which are usually large-scale, strategic and multi-year in nature. Overall responsibility remains with the Resources Committee, which receives the mid-year and end-year reports and has responsibility for approving the overall Continuous Improvement Strategy on receipt from PSNI.

- 4.9 However, the monitoring responsibility for individual projects has now been assigned to the relevant committees within the Board which in turn report to the Resources Committee. Last year the Annual Report included an assessment of progress of each of the Continuous Improvement projects; this year the same detail has not been included.

Strand 2: External inspections 2014-15

- 4.10 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 HMIC - see Appendix 5. All reports and corresponding recommendations accepted by PSNI Service 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 PSNI's work, and there is no particular focus on the Continuous Improvement projects.

Strand 3: Project assurance – 2013-14 Continuous Improvement Programme

- 4.11 This strand seeks to provide assurance to the Policing Board's Resources Committee that the 16 Continuous Improvement projects selected are progressing and realising benefits that improve service delivery as intended.
- 4.12 A Project Implementation Review (PIR) should be carried out by PSNI to review implementation and the extent to which targets and milestones were met, and to assess the initial impacts of the project. The Board implemented a previous recommendation to secure copies of all PIRs to enhance its scrutiny of continuous improvement projects. To date, three PIRs have been completed relating to projects from the 2013-14 programme.

Continuous Improvement Programme performance 2014-15

- 4.13 Appendix 4 provides details of each of the 2014-15 Continuous Improvement projects, along with a short summary of the outcomes and progress at 31 March 2015. At this date the 16 projects had been reconfigured into eight projects, and it was reported that five of these eight were 'on track' for delivery with three delayed (or four of the original 16 projects). Since then, two of these largest projects, Intelligence and RPA have been completed.

4.14 Unrealistic timescales for Continuous Improvement projects meant that a quarter of the projects agreed for 2014-15 were delayed at year end. Failure to complete projects as planned may undermine PSNI's ability to deliver continuous service improvement or to reduce expenditure in an increasingly difficult financial environment.

4.15 I have commented previously on the limited information presented on the in-year progress of Continuous Improvement projects. It is disappointing that this has not been addressed. This year the Board included no detail on the progress of the individual projects in the Annual Report. No reference has been made to the three completed projects or to any realised benefits; no expected timeline for further projects to complete has been included. Such information is necessary to make a judgement on the success of the Programme, and to link it with any tangible operational improvements within PSNI. This, combined with the high number of projects being rolled forward, makes it difficult to identify clearly the benefits being realised each year.

Continuous Improvement projects – benefits realisation

4.16 In July 2015 an internal audit review looked at the benefits realised from the 'ServiceFirst' Programme which had entered its second year. This review sought to clarify the actual benefits against those anticipated in the business case, and if PSNI could demonstrate the

intended results. The review identified the following issues:

- there has been no consistent measurement and reporting of non-financial metrics through a central governance structure;
- there has been no central reporting of costs/savings of projects since September 2014; and
- there is inconsistent evidencing of reasons for changes from original business case/design.

4.17 The report concluded that there is a risk that PSNI may not be able to demonstrate that money invested¹¹ in the development of 'ServiceFirst' programme has yielded the intended results. Since July 2015 a dedicated resource has been recruited within PSNI to further develop the benefits realisation process in line with the issues raised by the internal audit review. Given the considerable investment, around £15 million, at a time when police resources have reduced significantly, PSNI needs to demonstrate value for money for every pound spent. I intend to revisit this issue in next year's report.

11 Use of consultants £2 million, £5.5 million direct costs and £7.5 million staff costs.

Part Four: Operation of the Continuous Improvement Programme

Recommendations

PSNI should ensure that the timescales for the completion and implementation of Continuous Improvement projects are realistic, and that sufficient resources are available to enable projects to be completed as planned.

The Annual Report should clearly show the in-year progress of each of the Continuous Improvement projects.

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.

Conclusion

- 4.18 The Board has made arrangements to secure continuous improvement within its and PSNI's function as required by the Police (Northern Ireland) Act 2000. However, the reporting of the Continuous Improvement programme does not provide sufficient, appropriate information to determine progress or indeed benefits realised. Efforts are necessary to improve the underlying benefits realisation process as a matter of urgency.
-

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 2015; and
 - performance plan for the year ended 31 March 2016.

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 2014-15, 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 2014-15 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 2015-16 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 2015 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 2016, as required by the Police (Northern Ireland) Act 2000; and
 - the performance indicators included within the Policing Plan 2014-15 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

8 March 2016

Appendix 2:

PSNI Performance against Targets 2014-15

(Extract from PSNI Annual report 2014-15 Pages 16-23)

Review of performance and future developments:

Table 1 Performance overview

Police Performance at a Glance	
Outcome/Indicator	Progress against 2013/14 performance
Increase Confidence	Reduced by 0.4% ¹
Reduce Crime (by 1%)	Increased by 2.3%
<i>Increase Outcome Rates for:</i>	
– Sectarian Hate Crime (by 3% points)	Reduced by 0.9%
– Homophobic Hate Crime (by 5% points)	Increased by 3.7%
– Racist Hate Crime (by 1% point)	Reduced by 3.1%
– Crimes with Domestic Motivation (by 7% points)	Reduced by 0.5%
– Domestic Burglaries (by 2% points)	Reduced by 0.9%
– All Crimes using range of disposal methods (by 2% points)	Increased by 0.3%
– Rape Crime (1% point)	Reduced by 6.4%
Reduce ASB	Increased by 0.5%
Reduce Domestic Burglary (by 1%)	Increased by 2.1%
Reduce Road Deaths	There were 76 road deaths in the 2014/15 financial year, 16 more than 2013/14.
Reduce Road Injuries	Increased by 0.8%
Reduce allegations of Incivility (by 1%)	Reduced by 23.5%
Reduce allegations of Oppressive Behaviour (by 10%)	Reduced by 27.6%
Impact on Organised Crime	The Service frustrated, disrupted or dismantled 94 Organised Crime Groups from 1st April 2014 to 31st March 2015.

¹ This measure is collected quarterly and the current figure compares calendar year 2014 to calendar year 2013

Appendix 2: (continued)

Confidence in Policing

Confidence in policing is measured using information from the Northern Ireland Crime Survey (NICS). 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. It is an alternative, but complementary, measure of crime to offences recorded by police.

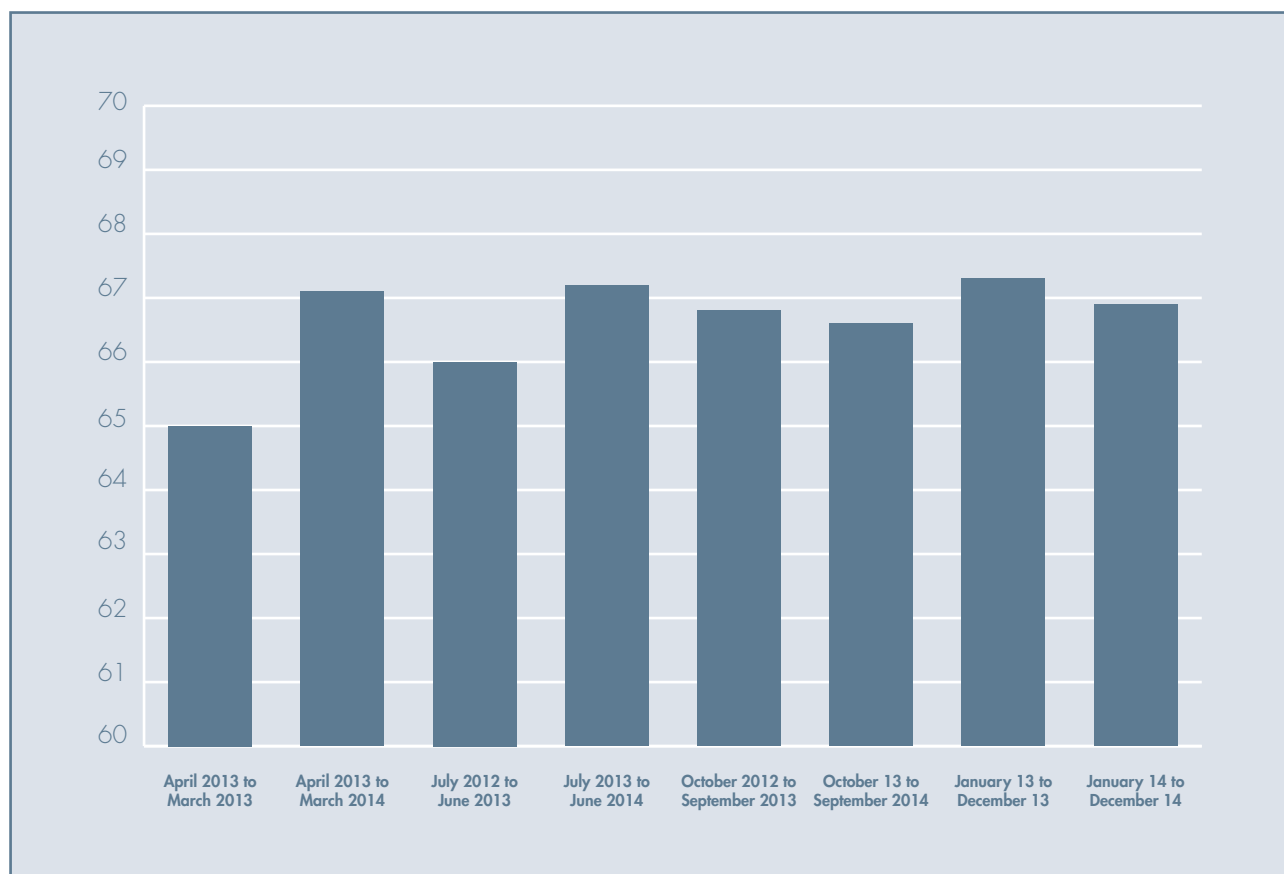
Table 2: The level of confidence in the local police

The percentage of people saying that they strongly agree / tend to agree that the local police...	Jan 13 – Dec 13	Jan 14 – Dec 14	Statistical significant change on previous year
a) Can be relied on to be there when you need them	54.6	52.4	NS
b) Would treat you with respect if you had contact with them	84.3	83.2	NS
c) Treat everyone fairly regardless of who they are	66.1	65.4	NS
d) Can be relied on to deal with minor crimes	51.7	50.5	NS
e) Understand the issues that affect this community	62.0	64.4	NS
f) Are dealing with the things that matter to this community	51.2	52.3	NS
Overall Confidence in the local police	67.3	66.9	NS

*Statistical significance of change at the 5% level (two-tailed test) is indicated by a double asterisk (**).*

Appendix 2: (continued)

Table 3: below illustrates comparisons between data obtained over the past 8 quarterly surveys (most recent figures from NICS included).



Overall confidence in local police reduced by 0.4 percentage points in 2014 compared to 2013. This decrease is not statistically significant.

Keeping People Safe

Recorded Crime

In the financial year 2014/15, the level of recorded crime rose by 2.3%, however crime has shown an overall downwards trend over the last twelve years. Crime has risen over the last two years to 102,746 in 2013/14 and again to 105,072 in 2014/15. The level of crime recorded in 2014/15 is the fifth lowest crime figure recorded since 1998/99. This represents 57 crimes per 1,000 of the population, compared with a level of 84 crimes per 1,000 of the population when crime was at its highest level in 2002/03. The downwards trend in crime over the last twelve years has generally been experienced within the main crime types of robbery, burglary, vehicle offences and criminal damage, each of which have fallen to their lowest levels recorded in 2014/15.

Appendix 2: (continued)

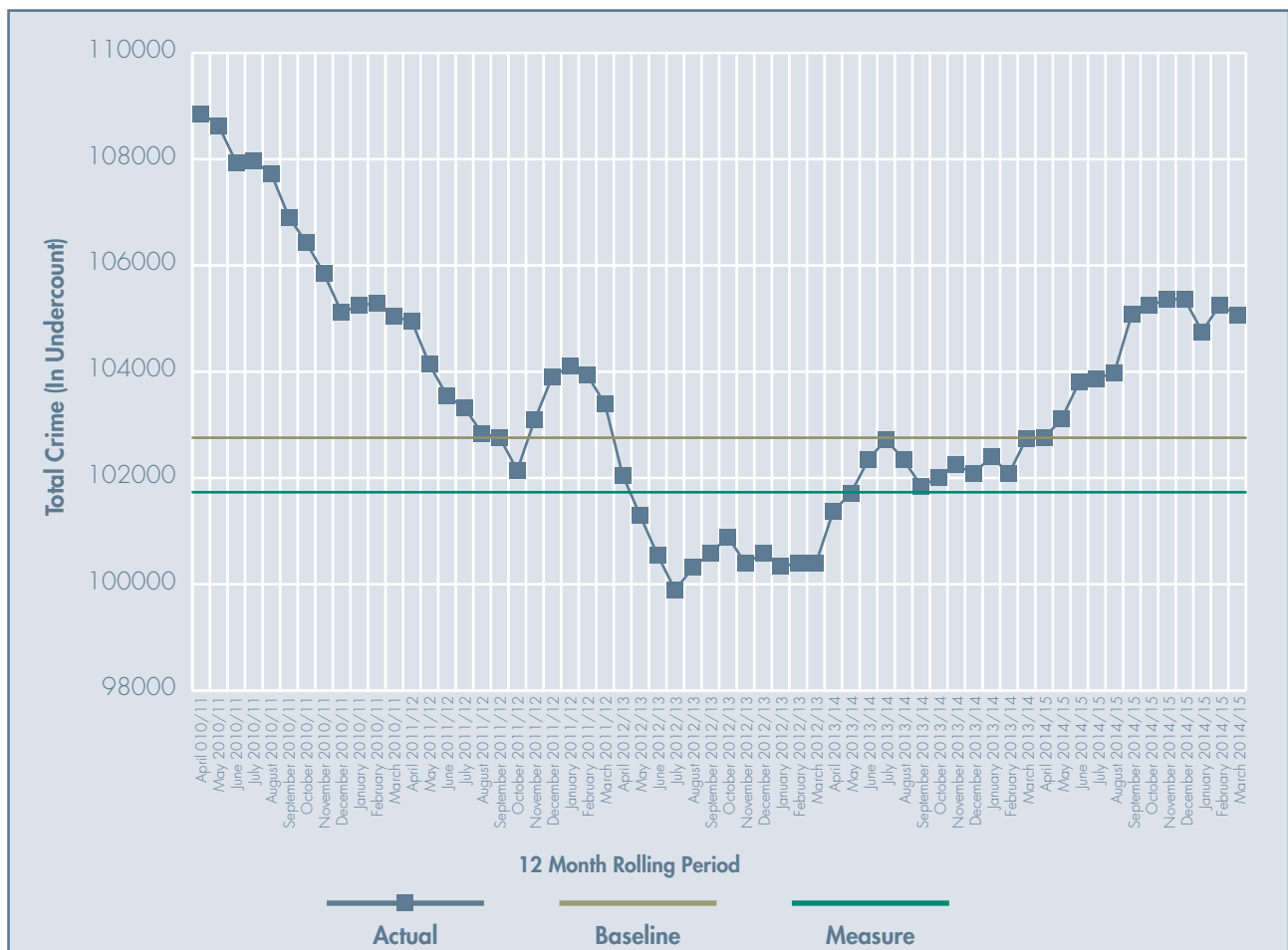
The main areas of increase have been in respect of violence against the person and sexual offences. Offences of violence against the person have risen in each of the last two financial years, with 2014/15 showing a 5.7 per cent increase on 2013/14 to become the highest level recorded since 1998/99.

Sexual offences have shown an upwards trend since 2000/01. The figure for 2014/15 is the highest level recorded since 1998/99 and is more than twice the level recorded in 2000/01.

The domestically motivated crime figure for 2014/15 is the highest level recorded since 2004/05 and represents a 5.6% increase on the number recorded in 2013/14. Reporting also increased in respect of hate crime. These figures suggest an increase in trust and confidence by victims in reporting crime.

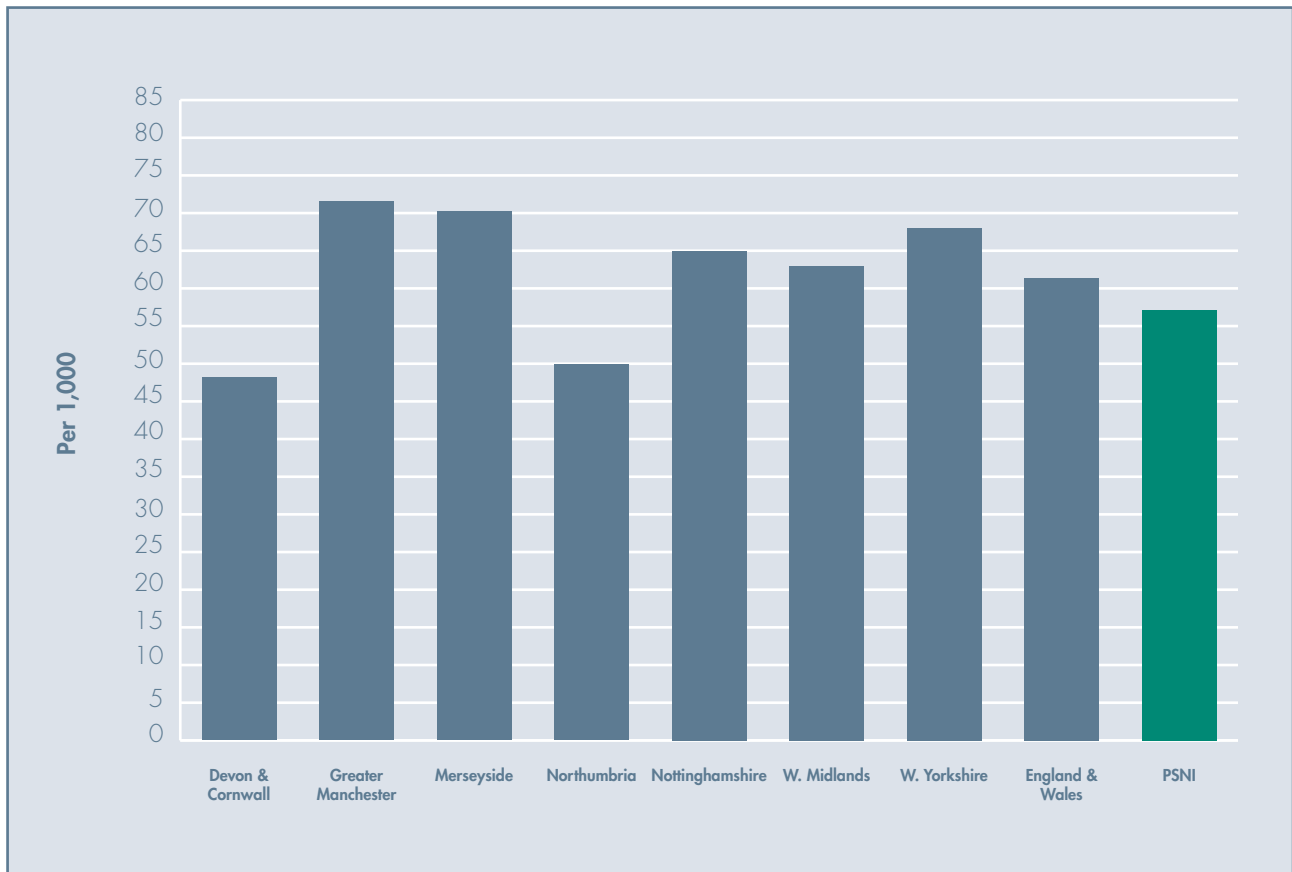
The outcome rate for recorded crimes in 2014/15 was 27.5%, an increase of 0.3 percentage points compared to 2013/14.

Table 4: The number of recorded crimes – 5 Year trend



Appendix 2: (continued)

Table 5: Crime rates per 1,000 of the population using Most Similar Force information and an average of all England and Wales Police Forces.

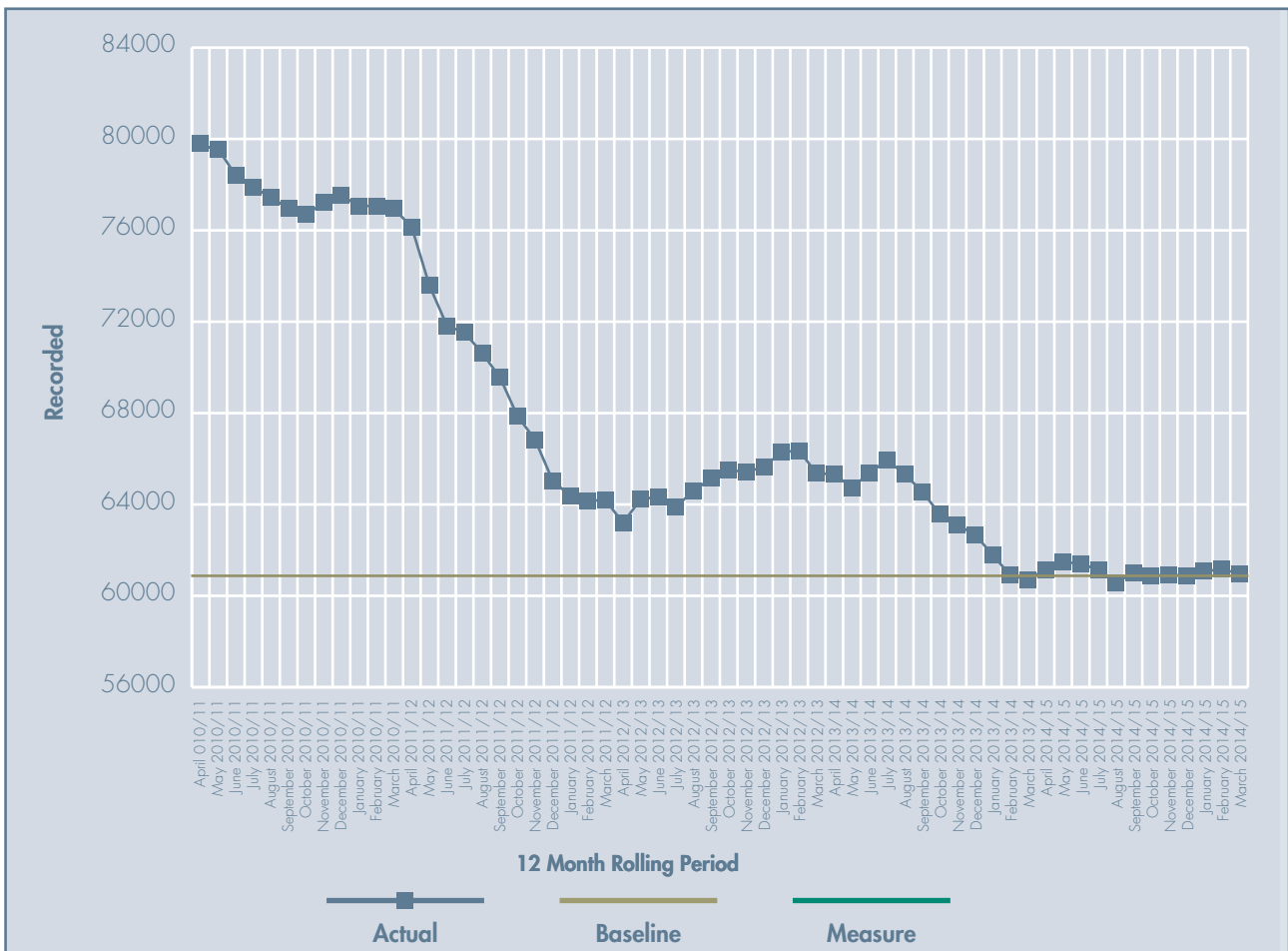


Appendix 2: (continued)

Antisocial Behaviour

Antisocial behaviour increased by 0.5% (276 incidents) in the 2014/15 financial year. The number of ASB incidents has reduced significantly from the levels recorded in 2010/11.

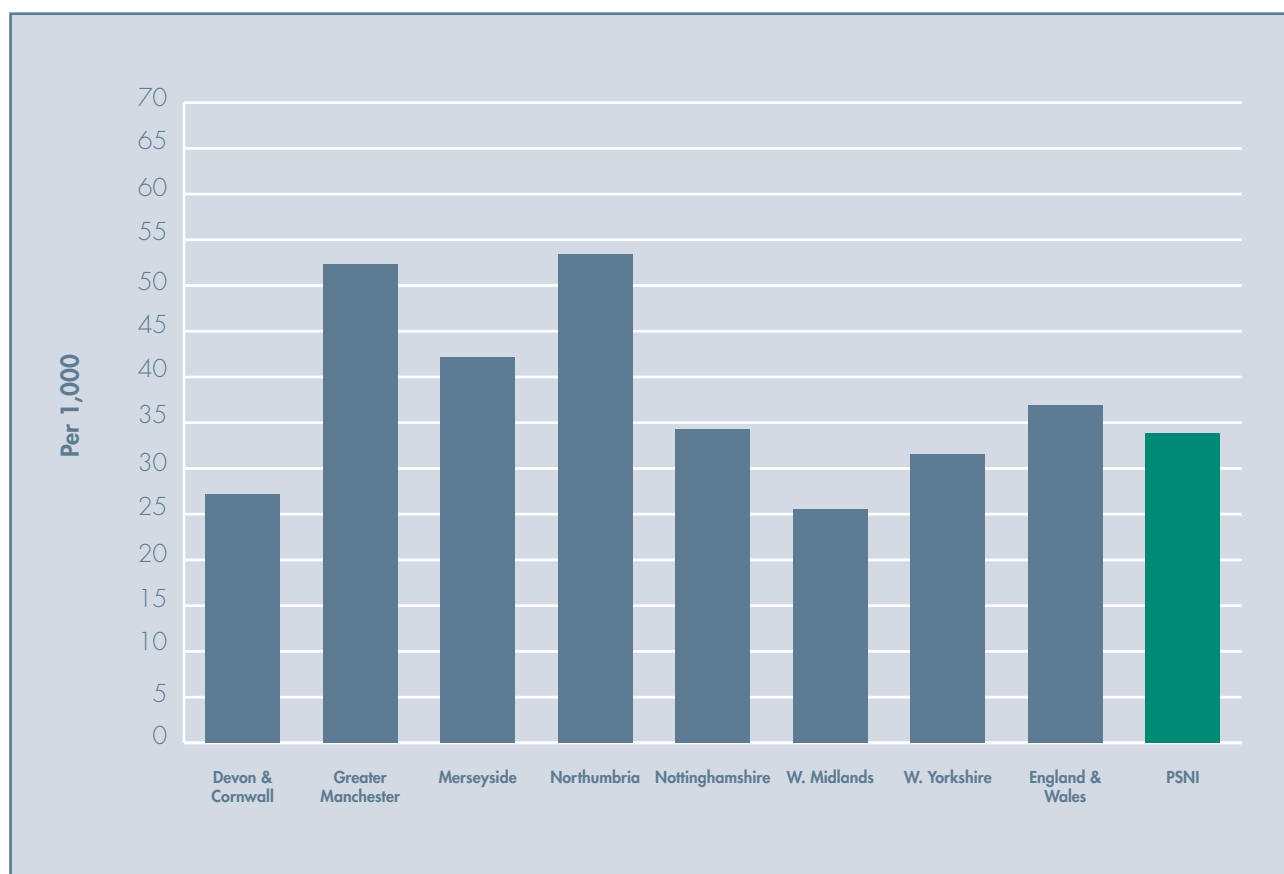
Table 6: The number of antisocial behaviour incidents – 5 year trend.



Northern Ireland continues to experience lower levels of antisocial behaviour compared to the levels recorded in England and Wales and in the majority of our forces in our most similar grouping.

Appendix 2: (continued)

Table 7: Antisocial Behaviour rates per 1,000 of the population using Most Similar Force information and an average of all England and Wales Police Forces.

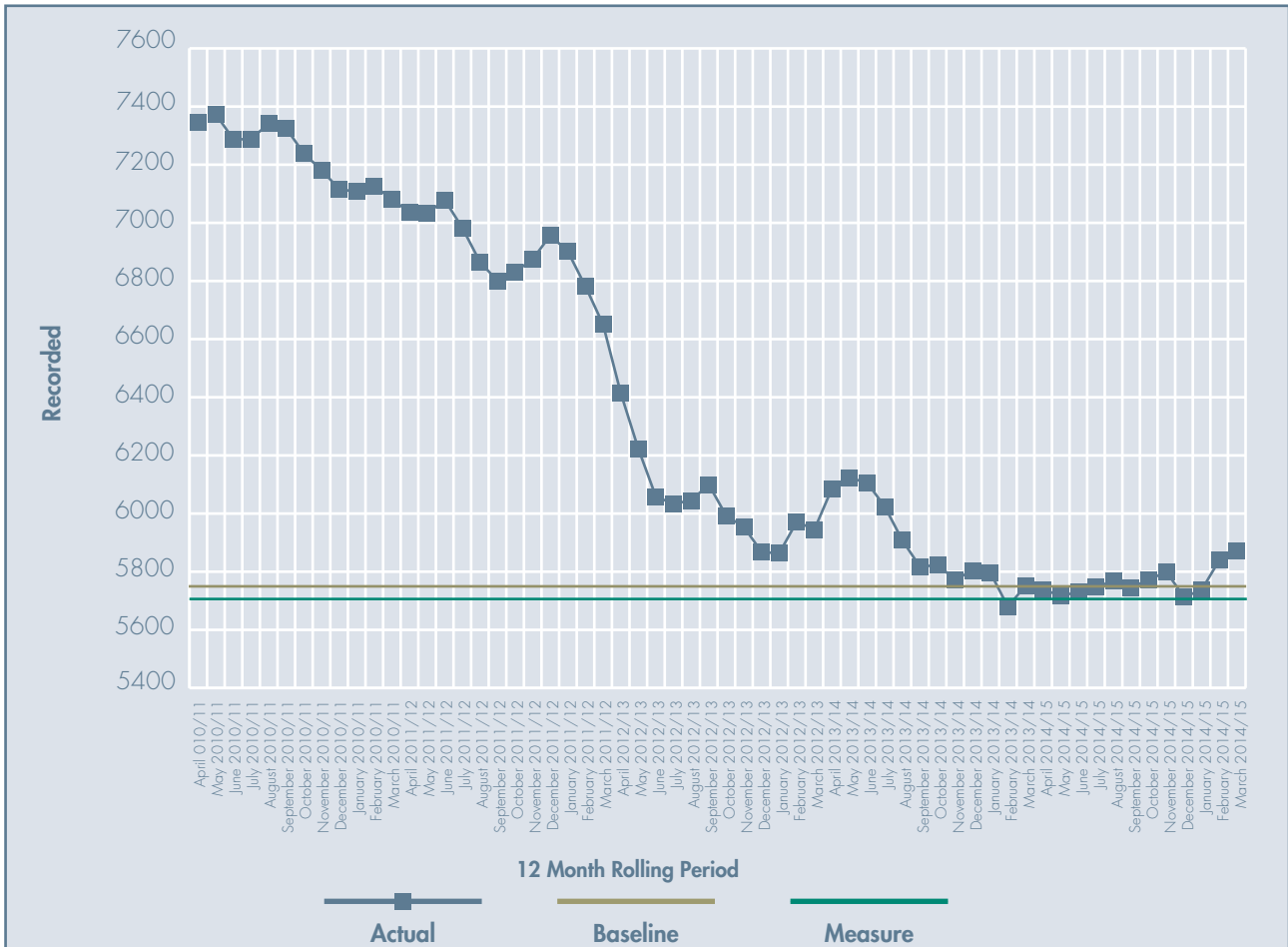


Domestic Burglary

Domestic Burglary increased by 2.1% during the 2014/15 financial year, this equates to 120 additional crimes. PSNI has a lower rate of domestic burglary per 1,000 people than England and Wales and our Most Similar Forces. The domestic burglary outcome rate was 8.8% in 2014/15, a reduction of 0.9 percentage points compared to the 2013/2014 financial year. The number of burglaries / robberies where older persons were victims (people aged 60+) increased by 5.0% (69 crimes) during the 2014/15 financial year.

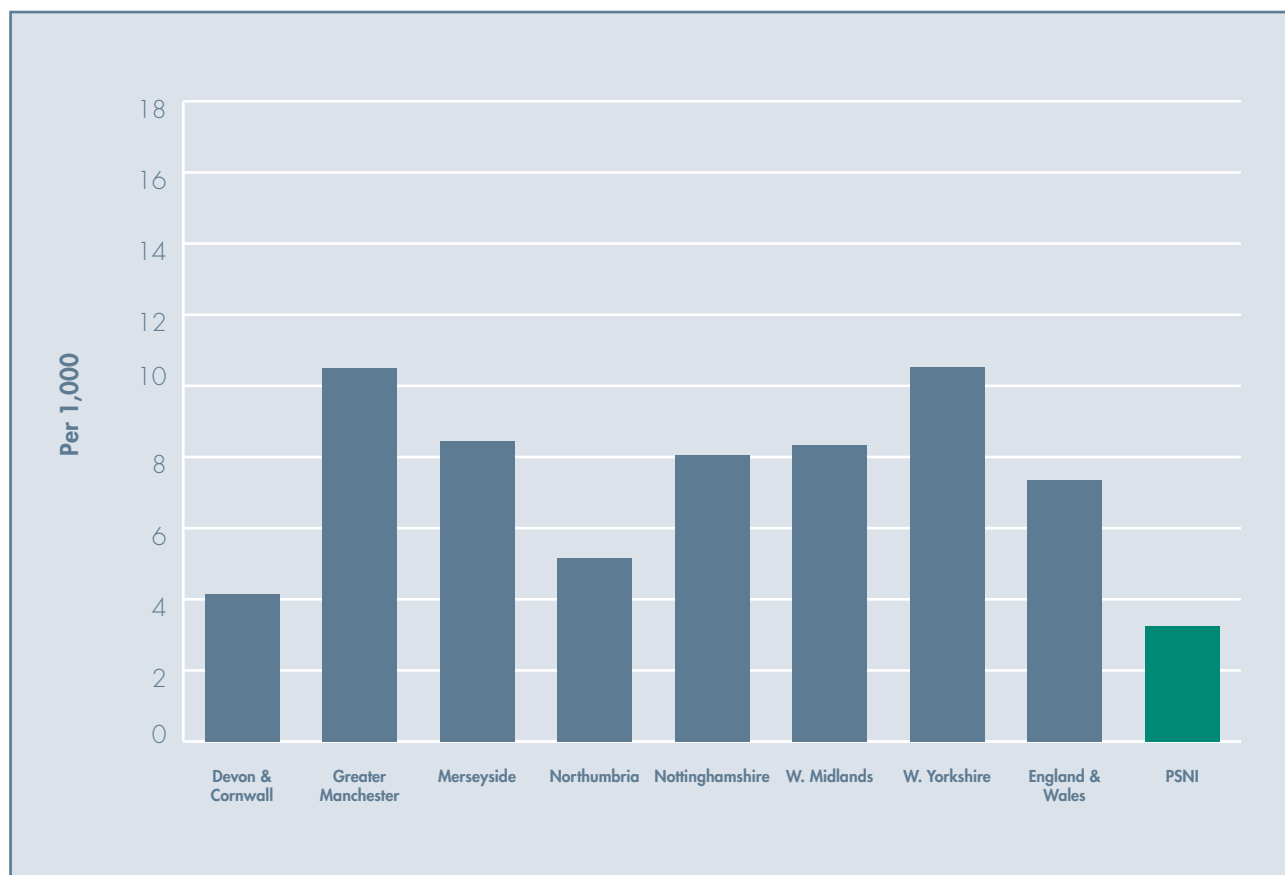
Appendix 2: (continued)

Table 8: The number of domestic burglaries – 5 year trend.



Appendix 2: (continued)

Table 9: Domestic Burglary rates per 1,000 of the population using Most Similar Force information and an average of all England and Wales Police Forces.



Drugs Seizures and Offences

There were an additional 279 drug seizures during the 2014/15 financial year compared to 2013/14. Drug offences are at their highest level since 1998/99. Offences of this nature can be influenced by police activities, for example Operation Torus, a high profile operation specifically targeted at 'street level drug dealing'.

Killed and Seriously Injured as a result of Road Traffic Collisions

Seventy-six people were killed on the roads during 2014/15; this is an increase of 16 compared to the previous financial year, but 58 fewer than 10 years ago in 2005/06. There were fewer serious collisions in 2014/15 than in any other financial year since records on the severity of injury was introduced in 1971. In comparison with 10 years ago, there were five fewer child casualties recorded in 2014/15 than the 895 in 2005/06. However, the difference in terms of severity of

Appendix 2: (continued)

injury is quite marked as this comprises 73 fewer child KSI casualties this year (made up of 13 fewer child deaths and 60 fewer children seriously injured).

Risks and uncertainties

There are a number of potential risks and uncertainties which could have a material impact on the PSNI's long-term performance. These risks are managed within the PSNI risk and control framework.

The key risk priorities detailed in the Corporate Risk Register, which are currently facing the organisation, include the following areas; Terrorist Attack, Historical Cases, the Northern Ireland Community Safety College, Child Sexual Exploitation, CRO backlog, Future Funding beyond 15-16, Missing Persons and Security Funding. Further information on risk management is contained within the Governance Statement.

Police and Criminal Evidence (PACE) Order Statistics

Table 10: Police and Criminal Evidence (PACE) Order – Article 5 Persons and Vehicles Searched 2014/15

		Apr	May	Jun	Jul	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Total
Stolen	Searches	414	364	316	301	351	337	345	339	374	324	343	309	4,117
Property/Articles	Arrests ¹	51	57	41	52	45	43	54	54	40	49	61	52	599
Offensive	Searches	71	92	77	97	72	64	74	80	92	106	91	96	1,012
Weapon/Blade or Point	Arrests ¹	26	24	20	31	16	24	18	22	16	33	23	26	279
Going Equipped /Prohibited Articles	Searches	148	140	154	162	130	175	200	145	166	184	175	188	1,967
	Arrests ¹	15	16	17	14	12	26	32	29	22	28	19	24	254
Fireworks	Searches	1	0	3	0	3	52	165	20	5	0	0	2	251
	Arrests ¹	0	0	0	0	0	0	3	0	0	0	0	0	3
Total	Searches	634	596	550	560	556	628	784	584	637	614	609	595	7,347
	Arrests ¹	92	97	78	97	73	93	107	105	78	110	103	102	1,135

¹ Arrests as a result of search

Appendix 2: (continued)

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

There were 50 road checks authorised in 2014/15, 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 2014/15

Table 11: Arrests under PACE by Gender and whether requests for friends / relatives or a solicitor were made, for each Quarter during 2014/15.

	Arrests Under PACE			Requests	
	Totals*	Gender		Friend/ Relative etc.	Solicitor
		Male	Female		
Quarter 1 April-June	6,394	5,419	975	1,536	3,675
Quarter 2 July-September	6,264	5,284	979	1,499	3,588
Quarter 3 October-December	6,145	5,228	913	1,502	3,421
Quarter 4 January-March	5,574	4,719	855	1,332	3,226
TOTAL	24,377	20,650	3,722	5,869	13,910

*5 transgender persons are included in "Totals"

Extended Detention: During 2014/15 there were 49 persons who were detained in police custody for more than 24 hours and released without charge.

Magistrate's Warrants: There were 45 applications to Magistrates Courts for warrants of further detention, all of which were granted. Twenty-two of these applications were for 24 hours or less, 1 was for 30 hours and the other 22 were for a period of 36 hours. There were eleven occasions where a second warrant of further detention was successfully applied for. Of the 34 persons subject to a warrant of further detention, 12 spent less than 24 hours under its authority, while 15 spent between 24 hours and 36 hours and the remaining 7 persons were detained over 36 hours under the authority of these warrants. 17 persons were subsequently charged.

Intimate Searches: There were two intimate searches carried out by a suitably qualified person during 2014/15. These searches were in relation to drugs offences. In one search nothing was found. The result of the remaining search is unknown.

X-rays & ultrasound scans: During 2014/15 there were no x-rays or ultrasound carried out.

Appendix 2: (continued)

Table 12: PACE Detention statistics by PSNI Custody Suite 2014/15

	Quarter 1	Quarter 2	Quarter 3	Quarter 4	Total
Antrim Custody ¹	448	496	444	577	1,965
Ardmore Custody	11	4	0	0	15
Armagh Custody	53	0	0	0	53
Ballymena Custody	307	340	337	0	984
Banbridge Custody	502	491	543	508	2,044
Bangor Custody	562	578	588	566	2,294
Coleraine Custody	337	281	284	424	1,326
Dungannon Custody	302	312	294	273	1,181
Enniskillen Custody	255	243	343	217	1,058
Grosvenor Road Custody	265	258	137	0	660
Limavady Custody	240	101	1	0	342
Lisburn Custody	374	348	322	0	1,044
Lurgan Custody	482	501	462	454	1,899
Musgrave Street Custody	1,334	1,322	1,524	1,749	5,929
Omagh Custody	284	240	136	175	835
Strabane Custody	3	128	169	167	467
Strand Road Custody	631	620	561	464	2,276
Waterside Custody	4	1	0	0	5
Total	6,394	6,264	6,145	5,574	24,377

¹ Includes 7 prisoners detained at Antrim Serious Crime Suite

This bulletin shows the number of persons detained under PACE. Excluded are those arrested under legislation other than PACE, for example the Terrorism Act.

Appendix 3:

Policing Plan 2015-16

(Extract from Policing Plan Update 2015-16)

Outcomes, Indicators and Measures set for 2015-16

Outcome	Indicator	Measure
<i>Improved confidence in policing</i>	Level of confidence in policing	<p>By 31 March 2016 to increase by 3% points the level of overall confidence in local policing.</p> <p>By 31 March 2016 the Board to establish a baseline for young people's confidence in policing.</p> <p>In partnership with the Board by 31 March 2016 to establish a baseline for measuring confidence in a selected number of areas of higher crime/social deprivation.</p> <p>By 31 March 2016 to evidence the mainstreaming of the Policing with the Community (PwC) ethos across PSNI through:</p> <ol style="list-style-type: none"> 1) – Victim satisfaction <ul style="list-style-type: none"> – Citizen satisfaction – Local neighbourhood surveys (in conjunction with PCSPs); 2) Establishing a baseline which will facilitate the future assessment of the impact of PwC on local community engagement both qualitatively and quantitatively; 3) The evidence that the PwC ethos underpins and is evidenced in all personnel's Individual Performance Reviews and in all service policies, procedures, literature and publications forthwith; and 4) Independent evaluation of the PwC delivery plan looking at leadership, strategy and service delivery. <p>By 31 March 2016 to monitor, report and develop measures to improve under- representation in terms of gender and community background in PSNI Departments.</p>

Appendix 3: (continued)

Outcome	Indicator	Measure
<i>Reduced anitsocial behaviour</i>	<i>Work with partners to reduce anitsocial behaviour</i>	<p>By 31 March 2016 to reduce the incidences of antisocial behaviour by 2% in partnership with PCSPs, the community and partner agencies.</p> <p>By 31 March 2016 to have carried out a pilot study to examine how PSNI address antisocial behaviour in areas of high crime/ social disadvantage; and by 31 March 2017 to implement 90% of recommendations identified in the pilot study.</p> <p>By 31 March 2016 to reduce the percentage¹ of people who perceive the level of antisocial behaviour² to be high in their local area in partnership with PCSPs, the community and partner agencies.</p>

1 Statistically significant change in line with Programme for Government measure.

2 From April 2011 antisocial behaviour has been recorded in three categories which relate to the nature of the activity and the harm caused. The categories are Personal, Nuisance and Environmental. A brief explanation of each is listed below:

- 'Personal' is designed to identify ASB incidents that the caller, call-handler or anyone else perceives as either deliberately targeted at an individual or group or having an impact on an individual or group rather than the community at large.
- 'Nuisance' captures those incidents where an act, condition, thing or person causes trouble, annoyance, inconvenience, offence or suffering to the local community in general rather than to individual victims.
- 'Environmental' deals with the interface between people and places. It includes incidents where individuals and groups have an impact on their surroundings including natural, built and social environments.

Some behaviours which people consider antisocial may involve criminal activity and, where this is the case, the police should be notified. PSNI have responsibility for motoring offences; drunken and rowdy behaviour in a public place; criminal damage; assaults; theft; intimidation; harassment; drug use/dealing; hate crime. (www.nidirect.gov.uk/tackling-anti-social-behaviour)

Appendix 3: (continued)

Outcome	Indicator	Measure
<i>Reduce harm caused by drugs and drug related criminality</i>	Reducing the harm caused by drugs	To increase by 2% the number of drugs seizures compared to the number recorded for 2014-15. To increase by 2% points the outcome rate for drugs offences compared to the outcome rate recorded for 2014-15.
<i>Reduced levels of activity and harm caused by individuals or groups involved in organised crime</i>	The impact on serious and organised crime	By 31 March 2016 to increase by 5% the number of organised crime groups whose activities have been frustrated, disrupted or dismantled. By 31 March 2016 to reduce activities and harm caused by organised crime groups involved in human exploitation. ³ The Board will hold the Chief Constable accountable for: 1) The establishment of the necessary Memorandums of Understanding (MOUs) between the PSNI and the National Crime Agency (NCA) by 30 June 2015; 2) The annual efficient and effective exercise of the MOUs between the PSNI and the NCA; and 3) Thereafter any authorisation of NCA operations in Northern Ireland until 31 March 2016.

³ Trafficking in persons shall mean the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control of another person, for the purpose of exploitation. Exploitation shall include sexual exploitation, forced labour or services, slavery/servitude or the removal of organs

Appendix 3: (continued)

Outcome	Indicator	Measure
<i>Improved quality of service</i>	Work with victims of crime to improve levels of confidence and to keep victims updated and informed on actions taken to investigate the crime	<p>By 31 March 2016 to increase by 5% the number of victims currently receiving an update within 10 days on actions being taken to investigate the crime compared to the number recorded for 2014-15</p> <p>By 31 March 2016 to increase by 2% points the overall rate of outcomes achieved using a range of disposal methods compared to the outcome rate recorded for 2014-15.</p> <p>By 31 March 2016 to establish an Independent Advisory Group and produce a report in relation to police response to domestic incidents and by 31 March 2017 to have implemented 90% of recommendations identified in the 2015-16 report.</p>
<i>Improved quality of service</i>	Treating people with courtesy, fairness and respect	<p>By 31 March 2016 to reduce by 2% the number of allegations of failure in duty compared to the number recorded for 2014-15.</p> <p>By 31 March 2016 to reduce by 2% the number of allegations of oppressive behaviour compared to the number recorded for 2014-15.</p> <p>By 31 March 2016 to reduce by 2% the number of allegations of incivility compared to the number recorded for 2014-15.</p>

Appendix 3: (continued)

Outcome	Indicator	Measure
<i>Improved quality of service</i>	Work collaboratively to solve problems efficiently and effectively	By 31 March 2016, in partnership with PCSPs, the community and stakeholders: ⁴ 1) To reduce the number of violent crimes where alcohol is a factor by 2% compared to the number recorded for 2014-15; 2) To reduce the number of non-domestic violent crimes involving injury by 2% compared to the number recorded for 2014-15; and 3) To reduce the number of paramilitary style attacks by 2% compared to the number recorded for 2014-15.
<i>Improved service to vulnerable groups</i>	Service provided to vulnerable groups	By 31 March 2016 to encourage increased reporting by victims of crime who are: Children and young people, particularly males aged 16-24; Looked after children; Older people; and People with a disability. To reduce the risk of harm to vulnerable missing persons including young people, (particularly looked after children) by bench marking the numbers and locations of persons reported missing from Health and Social Care establishments for 2015-16 and developing interagency plans to manage and reduce the risk to those persons. ⁵ By 31 March 2016 to establish a baseline to identify levels of cyber bullying in partnership with PCSPs and the Education Authority.

⁴ Each of these measures are to be included in PCSP Action Plans.

⁵ PSNI will work with the Partner agencies to set baselines in 2015-16 in respect of numbers of reports of missing persons. This will inform target setting in the 2016-19 Plan to effect a reduction in the numbers of persons reported missing

Appendix 3: (continued)

Outcome	Indicator	Measure
<i>Reducing crime and keeping people safe</i>	The number of crimes	<p>The number of domestic burglaries where older or other vulnerable people are victims</p> <p>By 31 March 2016 to decrease the number of crimes prioritised for reduction compared to the number recorded for 2014-15.⁶</p>
	The number of rural crimes	<p>By 31 March 2016 to increase reporting of the number of crimes with a domestic motivation by 3% compared to the number recorded for 2014-15.</p> <p>By 31 March 2016 to increase by 2% points the outcome rate for domestic burglary in which older persons are victims compared to the outcome rate recorded for 2014-15.</p> <p>By 31 March 2016 to reduce by 2% the number of domestic burglaries and robberies in which older persons are victims compared to the number recorded for the 2014-15.</p> <p>To reduce by 2% the number of crimes occurring in a rural area compared to the number recorded for 2014-15.⁷</p>

⁶ Crimes in this category are those crimes which are victim-based crimes, but do not include sexual offences or crimes with domestic or hate motivation as these categories are measured at other relevant sections in the Plan.

⁷ Rural crime covers all burglary, robbery and theft offences occurring in the rural geographical areas based on an aggregation of settlement bands. It should be noted that not all agricultural crime (i.e. theft of property or vehicles stolen which have an agricultural link), will occur in a rural settlement. (Note that for reporting purposes, rural crime figures are currently only available through quarterly statistical reports.)

Appendix 3: (continued)

Outcome	Indicator	Measure
<i>Reduce the level of violent crime and improve the service provided to vulnerable groups</i>	The level of violent crime	<p>By 31 March 2016 an increase of 2% points in the outcome rate for rape crime compared to the outcome rate recorded for 2014-15.</p> <p>By 31 March 2016 an increase of 5% points in the outcome rate for crimes with a domestic motivation compared to the outcome rate recorded for 2014-15.</p>
<i>Reduce crime and improve the service provided to vulnerable groups</i>	The level of hate crime ⁸	<p>By 31 March 2016 an increase of 3% points in the outcome rate for sectarian hate crime compared to the outcome rate recorded for 2014-15.</p> <p>By 31 March 2016 an increase of 3% points in the outcome rate for homophobic hate crime compared to the outcome rate for 2014-15.</p> <p>By 31 March 2016 an increase of 3% points in the outcome rate for racist hate crime compared to the outcome rate recorded for 2014-15.</p> <p>By 31 March 2016 an increase of 3% points in the outcome rate for disability hate crime compared to the outcome rate for 2014-15.</p> <p>To increase the number of reports of hate crime by 3% compared to the number recorded in 2014-15 by encouraging victims to report.</p>

8 For a definition of Hate crime please see www.psnj.police.uk/hate_motivation_definitions.pdf

Appendix 4:

PSNI Continuous Improvement Program 2014-15 End of Year Report

Project 1: OPM	Due Date: 31.03.2015
Objectives	Progress Last Financial Year
Optimise call handling by better matching shifts to demand	Early work conducted under R4 to match shifts to demand was embedded as business as usual across the three contact management centres
To restructure attendance processes and retraining call handlers and responders to manage demand in a more structured and efficient way which will drive improvements in customer satisfaction and engagement as well as being coupled with reduced resource levels	All call handlers were trained to the new call deployment policy which was better aligned to customer needs by prioritizing the response approach (eg immediate response, appointments, or resolution by telephone)
Implement a consistent case assessment process coupled with community engagement factors creating more focused investigations.	The improved case assessment process approach developed under the early OPM model was implemented and has been designed into the new RPA structures
Reducing overtime whilst not negatively impacting on performance via better planning and forecasting of resource needs	

Challenges	
Emerging Challenges/Trends	Actions
RPA program emerged in-year as the dominant program of work for the Service	The change team re-orientated itself to deliver RPA, but utilized the work conducted under OPM to inform the new structures.

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

Comments

OPM commenced as a review of the operational policing model to be implemented on a phased basis. Three of the eight districts had been implemented (H, A&B) with another (G) prepared to be launched when the OPM process was overtaken by the RPA program which redefined district boundaries.

All of the work conducted on OPM was used to inform the new district boundaries.

The three areas which were already through the OPM process have yielded significant savings.

Appendix 4: (continued)

Project 2:	Due Date: 31.03.2015
Objectives	Progress Last Financial Year
To improve the prioritization of workload and productivity	A forensic tasking process was designed and implemented
Increased focus on outcomes to deliver a consistent service with less resources	Work is ongoing in this area and will be further developed within the wider Crime Operations Review

Challenges	
Emerging Challenges/Trends	Actions
The planned wider review of Crime Operations Department and the resultant structures may influence the future shape and position of Scientific Support	Senior command to assess the structure and position of Scientific Support in line with the Crime Operations Department Review

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

Comments

The structure, role and position of Scientific Support Branch is currently under consideration by Senior Command.

Appendix 4: (continued)

Project 3:	31.03.2015
Objectives	Progress Last Financial Year
To deliver a business case to address internal and external recommendations in relation to public protection services	<p>Public Protection Units were fully demand mapped in-year.</p> <p>A full Business case was developed and reviewed by ServiceFirst Board</p> <p>The domestic abuse and child abuse structures were realigned to the new Health Trust Models and were moved internally into Crime Operations Branch for greater integration.</p> <p>Resources have been matched to demand and a new automated DASH (Domestic Abuse) form has been implemented with good success (in terms of turnaround times)</p> <p>A Central Referral Unit has been established as a central point for child abuse and domestic abuse referrals</p>

Challenges	
Emerging Challenges/Trends	Actions
There are other key public protection areas which now need to be reviewed for full integration.	The areas of Vulnerable Adults and Offender Management are planned for delivery during the coming financial year
With continued pressure organizationally for resources, there is pressure on the ability to fully resource the model	ACC Crime Operations is currently addressing resource gaps from within Crime Operations Department.

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

Comments

Progress in-year has been greater than planned to ensure that key alignment was achieved with the new Health Trust model and the internal changes as a result of RPA

Appendix 4: (continued)

Project 4: Operational Support Department	Due Date: 31.03.2015
Objectives	Progress Last Financial Year
<p>To ensure that OSD effectively and Efficiently provides the best support to Districts, Crime Operations Department and external stakeholders.</p> <p>The review should cover:</p> <ul style="list-style-type: none"> • Public Order (TSG) • Armed Response • Roads Policing • Close Protection • Operational Planning and Tasking (CTC) 	<p>The various functions within Operational Support Department were demand modelled to identify what capacity was required to optimize delivery.</p> <p>A number of options were generated and appraised. These options are currently under consideration by Senior Command</p>

Challenges	
Emerging Challenges/Trends	Actions
OSD restructuring needs to be conducted within the context of what is anticipated to be medium term increases in demand over the next two years	The public order landscape is to continue to be monitored in order to inform the OSD restructuring plans

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

Comments

This project was delayed in order to ensure that the new structures aligned with the wider internal RPA agenda

Appendix 4: (continued)

Project 5: Custody Reform/Healthcare	Due Date: 31.03.2015
Objectives	Progress Last Financial Year
To optimize custody provision by mapping suites to areas of high demand whilst reducing the overall number of suites	The Service has moved from 19 suites to 9 + 2 (temporary) suites within the year. Custody demand has been mapped across the province and the estate reform is aligned to areas of highest demand The ultimate goal is a permanent 9 suite model
Enhanced custody healthcare services in addition to developing pathways to external support services	A new direct award contract for Force Medical Officers has been approved and is being implemented to cover the next 24 months. Further work to be done on co-commissioning with Health and Social Services Trust for a longer term solution to include pathways to support services.
To put in place effective forensic medical services with the Sexual Assault Referral Centre (SARC)	Forensic Medical Officers engaged by PSNI are rostered to provide defined forensic medical services to the Rowan Centre. They are each performance managed through the FMO contract and NHS CP2a process by the Head of Reducing Offending/Safer Custody, in liaison with the SARC Manager

Challenges	
Emerging Challenges/Trends	Actions
There is a need to balance closures with ongoing estates upgrades within the suites which are being retained whilst still being able to service custody demand.	Providing temporary suites in key areas to ensure adequate capacity to manage the demand
Timing of the performance framework	Due to the overall demands across the whole change program, the automation of the performance framework will be implemented in October 2015. Until then a manual process will be utilized.

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

Comments

Significant progress has been made in-year, but changes to estate cannot be made in isolation. There is a need to fully integrate with the wider RPA program to ensure that demand is (and continues to be) met.

Appendix 4: (continued)

Project 6: C3 Intelligence	Due Date: 31.03.2015
Objectives	Progress Last Financial Year
To ensure effective and cost efficient processes are in place to manage intelligence within and on behalf of PSNI	A full review has been completed within the Intelligence Branch. The new design went live in February 2015 with the savings identified in the business case realized alongside a more streamlined operating model
To ensure a performance framework reflecting governance arrangements	The review included the formation of a Strategy and Performance Team who provide the Head of Intelligence with regular performance reports. This team ensures that the new model remains fit for purpose via continual monitoring

Challenges	
Emerging Challenges/Trends	Actions
There have been some estates challenges in terms of changes needed to support the new structures	Business Services are currently working through the final tasks and it is anticipated that these issues will be resolved in the very near term

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

Comments

The C3 Intelligence review was delivered ahead of schedule and is realizing the benefits identified in the Business Case.

Appendix 4: (continued)

Project 7: Review of Public Administration	Due Date: 31.05.2015
Objectives	Progress Last Financial Year
To review the structures of Service Delivery informed by the ServiceFirst program and the impending Review of Public Administration	<p>Front Line Policing was demand mapped and capacity was realigned to meet this demand.</p> <p>Structures were realigned to mirror the new Council boundaries, going live at the start of April 2015.</p> <p>Functions which were able to be aggregated up for economies of scale were moved into the larger support Area Tiers</p>

Challenges	
Emerging Challenges/Trends	Actions
Potential resource challenges as a result of attrition levels and fiscal reductions	<p>The Operational Model is designed with a level of scalability which informs Senior Command of potential levers that can be used to manage budget cuts.</p> <p>There are however limits to these levers and priorities will need to be established</p>

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

Comments

The Service has restructured to align with the new council structures and realize economies of scale.

There is some ongoing systems work to align internal systems with the new front line structure.

Appendix 4: (continued)

Project 8: Business Services Phase 2	Due Date: 31.03.2015
Objectives	Progress Last Financial Year
<p>To improve corporate and strategic focus of Business Services functionality and have clear links with the overall aims of the organization. To ensure that local decisions are more aligned to corporate goals to react swiftly to the changing OPM model.</p>	<p>The Finance role of Business Services provisionally restructured into the new Area tiers of the RPA model to provide a more corporate focus to finance activities and ensure support for the new District structures.</p> <p>The wider Business Services functions including Estates, Fleet and ICS have integrated into the Change Program sitting on the Project Leads Meeting to ensure that they have full visibility of demands for their services across the program and to identify and resolve conflicts to delivery quickly.</p> <p>A further program of work is planned during the coming year to conduct a more forensic assessment of Business Services with a view to a potentially more radical restructuring process to optimize effectiveness, efficiency and costs.</p>

Challenges	
Emerging Challenges/Trends	Actions
None at present	

Comments

The increased strategic focus aligned with operational needs has been achieved as planned. There is now work planned for a more radical structural review in the coming year.

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

Appendix 4: (continued)

Project 9: Human Resources	Due Date: 31.05.2014
Objectives	Progress Last Financial Year
To centralize HR teams and the implementation of standardized processes and governance to deliver a consistent service with fewer resources	<p>The HR function has been centralized at Lisnasharragh.</p> <p>HR Advisors and Case Managers are now in place to provide a standardized service.</p> <p>Services are accessed initially via a dedicated HR number where general queries are addressed by HR specialists. In cases with greater complexity, HR Case Managers are assigned who advise on the case until resolution</p> <p>The new arrangements went live in May 2015 as planned.</p>

Challenges	
Emerging Challenges/Trends	Actions
Two areas were not covered within the original HR review (Corporate HR Functions and the Grade 7 Structures) – these now need to be completed	ACC HR to continue with the work already commissioned within Corporate HR functions and the Grade 7 HR group.

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

Comments

The project was delivered two weeks ahead of schedule and realized £1.7m savings (24.75 FTE).

Appendix 4: (continued)

Project 10: Workforce Optimisation	Due Date: 31.05.2014
Objectives	Progress Last Financial Year
<p>This project aims to balance workforce mix during a period of significant change to ensure the organisation has the right people (of all employment types) with the right skills working together, maximising their contribution to the delivery of policing and to support the Resourcing Delivery Group through the development of workforce planning.</p>	<p>Progress on this project was limited as a result of significant budgetary cuts which led to a lack of clarity regarding long term affordability for police officer and staff numbers.</p> <p>An assessment of the 'as is' state was developed and formed the basis of an EQIA on the workforce plan. This was issued in February 2015.</p> <p>Work to deliver the Policing Professional Framework was progressed in partnership with Skills for Justice and this established a baseline in terms of generic and specialist roles, skill requirements. The PPF desktop site is scheduled for roll out by 31.5.15.</p>

Challenges	
Emerging Challenges/Trends	Actions
<p>Delivery of the appropriate workforce mix requires the PSNI to understand its demand requirements. This work has been ongoing under the Service First OPM project.</p>	<p>A Review of the outsourced managed service contract has been commenced to ensure value for money and to free up staff and police resources.</p>
<p>Significant HR Resources have been allocated to support the delivery the new district structure, this has led to a number of competing demands and priorities for the HR function.</p>	<p>The PSNI has developed a revised People Strategy that has been approved by the NIPB for implementation. This strategy brings together a number of HR strands including those that are required to deliver the optimum workforce mix moving forward.</p>

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

Comments

Appendix 5: PSNI Inspection Programme 2014-15

CJINI Inspections	Status
Police Use of Discretion incorporating Penalty Notices	Report published January 2015
Care & Treatment of victims & witnesses in CJS incorporating the use of special measures	Report published March 2015
Serious & Organised Crime	Report published November 2014
Handling of Complaints by CJS	Report published April 2014
Adult Safeguarding	Ongoing
Quality & Timeliness of Police Files	Ongoing
Youth Justice Review	Ongoing
Impact on CJS of alcohol & drug abuse	Ongoing
Enforcement of Road Traffic Legislation	Ongoing
Police Custody	Ongoing
Volume Crime	Ongoing
Contact Management	Ongoing
HMIC Inspections	Status
Responding to Austerity	Report published March 2015
Crime Data Integrity	Report published March 2015
Police Integrity & Corruption	Ongoing
Valuing the Police	Ongoing
Follow up inspection of PSNI Historical Enquiries Team	Ongoing

NIAO Reports 2015-2016

Title	Date Published
2015	
Continuous improvement arrangements in policing	17 February 2015
Cross-border broadband initiative: the Bytel Project	03 March 2015
Protecting Strangford Lough	31 March 2015
DRD: the effectiveness of public transport in Northern Ireland	21 April 2015
General Report on the Health and Social Care Sector 2012-13 and 2013-14	26 May 2015
Local Government Auditor's Report – 2015	23 June 2015
Department of Education: Sustainability of Schools	30 June 2015
The Northern Ireland Events Company	29 September 2015
Financial Auditing and Reporting: General Report by the Comptroller and Auditor General for Northern Ireland - 2015	24 November 2015
Invest to Save	15 December 2015
Governance of Land and Property in the NI Housing Executive	7 January 2016



Published and printed by CDS

CDS 149884

ISBN 978-1-911003-22-9



9 781911 003229