



Northern Ireland Audit Office

Continuous improvement arrangements in the Northern Ireland Policing Board

REPORT BY THE COMPTROLLER AND AUDITOR GENERAL
20 March 2012



Northern Ireland Audit Office

Report by the Comptroller and Auditor General for Northern Ireland

Continuous improvement arrangements in the Northern Ireland Policing Board

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
Comptroller and Auditor General

Northern Ireland Audit Office
20 March 2012

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Executive Summary

Executive Summary

Background

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

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

3. As the Comptroller and Auditor General for Northern Ireland, I am required to audit the performance plan and performance summary under Section 29 of the Police (Northern Ireland) Act 2000 and to send a report to the Northern Ireland Policing Board, the Chief Constable and the Department of Justice for Northern Ireland.
4. I have also reviewed the arrangements in place to secure continuous improvement under Section 28 of the Police (Northern Ireland) Act 2000.
5. This is the second report following the devolution of Policing and Justice Powers to the Northern Ireland Assembly. The findings from my work are set out in detail in the following parts of this report:
 - Part 1: The performance plan for 2011-12 and the performance summary for 2010-11;
 - Part 2: Operation of the arrangements to secure continuous improvement. Appendix 1 gives further details of the basis and scope of this report.
6. On the performance plan 2011-12 and the performance summary for 2010-11:
 - The Board has prepared and published a performance plan and a performance summary in accordance with the Police (Northern Ireland) Act 2000. An unqualified audit opinion is given at Appendix 2.
 - The Board has put in place 19 performance targets for 2011-12 outlined in the performance plan. The targets are reasonable and have clear deadlines for achievement.
 - The Board's assessment of its own and the Chief Constable's performance in

2010-11 is reasonable, and includes clear detail on the outturn against each performance target.

7. The process for developing the policing plan and the format of the finished document has remained relatively unchanged, although changes to the planning process have now been introduced for the draft 2012-15 plan. In the published 2011-14 policing plan there is a continued focus upon quantitative targets as a measure of performance. The Board and the PSNI have an agreed intention to introduce more qualitative targets in future plans. It will be important to ensure that effective monitoring arrangements are established for any such targets, which will undoubtedly require different monitoring mechanisms.
8. A conservative approach to target setting was adopted in the 2011-14 policing plan. The inclusion of less challenging targets relating to burglary, violence with injury crimes and detection rates for some crimes is a reflection of this. Rather than establishing a series of aspirational targets that were unlikely to be achieved, this undoubtedly reflects a more realistic approach, but runs the risk of limiting the scope for sustained, step-change improvement. While effective targets need to be realistic they should also be challenging.
9. Information flows for reporting performance against performance targets were generally efficient and provided accurate, up to date information. The

information flows for each performance indicator are validated prior to reporting. Since my report last year, PSNI has introduced arrangements to provide assurance over the quality of data not subject to validation by the Central Statistics Unit. This is a positive step.

Continuous improvement arrangements

10. The Board developed a comprehensive implementation plan to address the areas for improvement identified in the independent assessment report completed in 2010. Progress on implementation has recently been assessed by the Board as 'amber' on a traffic light scale.
11. There is evidence of considerable effort on both sides in recent months to build the relationship between the Board and the PSNI, in particular since the establishment of the new Board in May 2011. There is undoubtedly more work to be done in this regard, not least through improved information sharing. This will require continued focus.
12. The Board and the PSNI recognise that there is more to do to mainstream continuous improvement in the PSNI's operations. In particular, integrating the continuous improvement workstreams with the wide variety of other initiatives within the PSNI (for example, the efficiency plan) remains a challenge. In these circumstances, there is a risk that the PSNI may be missing some potential synergies in its improvement plans.

Key recommendations

- Where quantitative targets are used, the Board and PSNI should seek to strike a balance between being realistic but also challenging in their aspirations for improvement.
 - The new Policing Board and the PSNI have an opportunity to redefine the relationship between them. This should be based on the principles of openness and accountability.
 - The Board and the police should seek to mainstream continuous improvement in the work of the PSNI, in particular through greater integration of continuous improvement workstreams with other significant service delivery initiatives.
-

Part One:

The performance plan for
2011 - 12 and performance
summary for 2010 - 11

Part One: The performance plan for 2011 - 12 and performance summary for 2010 - 11

Introduction

- 1.1 In this part I report whether:
- the performance plan published in the policing plan for 2011-12 meets the Board's statutory obligations;
 - the proposed performance indicators and standards are reasonable;
 - the systems in place to produce performance information in support of the performance indicators and standards are appropriate; and
 - the performance summary published in the Board's annual report for 2010-11 meets the Board's statutory obligations.

The performance plan

- 1.2 The Northern Ireland Policing Board has prepared and published a continuous improvement performance plan for 2011-12, within the 2011-14 policing plan¹. The performance plan includes a planned approach to continuous improvement by the PSNI and the Board and includes performance indicators and targets.
- 1.3 The performance plan has therefore been prepared and published in accordance with the Police (Northern Ireland) Act 2000. An unqualified audit opinion is given at Appendix 2.

The proposed performance indicators and standards

- 1.4 The Police (Northern Ireland) Act 2000 requires that the Board identifies performance indicators and targets in its performance plan to measure the performance of existing functions of the Board and PSNI. Part Two of the three-year Policing Plan for 2011-14 includes 9 performance indicators and 19 targets that have been determined by the Board following consultation with the Chief Constable, District Policing Partnerships and the public.
- 1.5 The process for developing the plan and the format of the finished documents remained relatively unchanged before 2011. Going forward, changes to the planning process have been introduced for the draft 2012-15 plan. These include the appointment of a lead member for the policing plan in the Board, the formation of a joint policing plan sub group of Board members and the PSNI and a revised approach to consultation with District Policing Partnerships. I expect to comment on these in more detail in next year's report.
- 1.6 In the 2011-14 policing plan there is a continued focus upon quantitative targets as a measure of performance. The Board and the PSNI have an agreed intention to introduce more qualitative targets in future plans, with evident progress in the draft 2012-15 plan. It will be important to ensure that effective monitoring arrangements are established for such

¹ The Northern Ireland Policing Board and the Police Service of Northern Ireland Policing Plan 2011 - 14, published in March 2011.

targets, which will undoubtedly require different monitoring mechanisms.

- 1.7 I have assessed whether each target in this year's plan is Specific, Measurable, Achievable, Relevant and Time related. I found that the targets are generally fairly expressed against the five criteria (detailed findings from my review of individual standards and indicators are set out at Appendix 3).
- 1.8 In previous years, actual performance has fallen short of the targets set: for example, 10 out of 26 targets were achieved in 2009-10. PSNI told us that that the targets agreed in December 2009 for inclusion in the 2010-11 policing plan were aspirational and were never intended to be judged as pass or fail measures. It is, perhaps, unsurprising that 8 out of 17 were not achieved fully (I comment further on 2010-11 performance in paragraphs 1.20 to 1.23).
- 1.9 Failure to achieve what were viewed as ambitious targets has led to a more conservative approach to target setting in the 2011-2014 Policing Plan. The inclusion in this year's plan of less challenging improvement targets relating to burglary, violence with injury crimes and detection rates for some crimes, typically targeting improvements of between 2 and 4 percent, is a reflection of this approach. This undoubtedly reflects a more realistic approach to target-setting, but runs the risk of limiting the scope for sustained, step-change improvement. While effective targets need to be realistic they should also
- be challenging. Targets that are highly aspirational and therefore unrealistic can debilitate rather than motivate: those that are easy to achieve may lead to complacency. Setting a realistic, but challenging target can be a difficult balance to achieve. The Board and PSNI should consider this going forward.
- 1.10 It is a fundamental principle of performance monitoring that targets should be outcome focused and should specify a minimum level of performance and define aspirations for improvement. Two targets in the policing plan do not meet this objective. For example target 5.1: *To report four times a year on the number of organised crime gangs frustrated, disrupted and dismantled*, is a poor measure of performance. Input focused, it is relevant only to the Board and the PSNI's internal processes and does not measure the PSNI's impact on organised crime. The PSNI has stated that it is not possible to reduce the complexity of work in this area to a simple count of one or two performance indicators and infer improved performance from increases or reductions. In my view, this is not an unreasonable position. It is areas such as this which would benefit most from a sharp focus on qualitative as well as quantitative targets.
- 1.11 Target 6.1, *To demonstrate the Police Service's contribution to reducing the number of adults and children killed or seriously injured on the road through six-monthly reports* has similar features. The PSNI told us that it is only one of several agencies which play a role in what is a

Part One: The performance plan for 2011 - 12 and performance summary for 2010 - 11

complex, interdependent and sensitive area of work. It is also wary of setting a numeric target which, by implication, could be taken to suggest an 'acceptable' level of road deaths annually. The Road Safety Strategy 2010-20 contains aspirational targets for all agencies to work towards and these have now been included in the draft 2012-15 policing plan.

- 1.12 Policing with the Community plays a large part in the Policing Plan, reflecting the value the PSNI places on meaningful engagement with the community. A key measure of the success of this strategy is the level of public confidence in policing. This is difficult to measure: while surveys play a part they do not provide the full picture. District Policing Partnership surveys are targeted at a small number of households and do not necessarily provide a true reflection of a large and socially varied district. In particular, they are unlikely to take the views of those aged 18-23, the age group most vulnerable to crime and the audience that the PSNI recognise a pressing need to engage with. Surveys need to be designed to reach key social groups to provide a complete picture of public confidence.

Recommendations

- The Board and PSNI should consider the further use of targeted surveys to measure both expectations and successful implementation. Consideration should be given as to how best to target these surveys at different groups and locations.
- Systems to produce performance information in support of the performance indicators and standards**
- 1.13 Performance information comes from data systems, the results of the Northern Ireland Crime survey and PSNI's integrated Call Management system. The data drawn from the PSNI's crime recording systems is validated by the PSNI's Central Statistics Unit (CSU) which follows Home Office guidelines. Since my report last year, PSNI has introduced arrangements to provide assurance over the quality of data not subject to validation by CSU (see paragraph 1.23). This is a positive step.
- 1.14 Despite these improvements, problems continue within districts in achieving timely completion of the road traffic collision reporting forms and delays to their entry into the NICHE system. This has been reported in previous years and again, led to delay in the reporting of performance against road safety targets in 2010-11.
- 1.15 During 2010-11 PSNI introduced a new, more comprehensive victim survey. As it commenced half way through that financial year, it was not included as a policing plan target for 2010-11. The

survey is based on telephone contact with selected victim types, similar to Home Office victim surveys already conducted by police forces in England & Wales. It consists of two separate surveys, one focused on crime victims where the police attended the scene, the other focused on

persons reporting anti-social behaviour regardless of whether or not the police attended the scene. The main aim of the proposed research is to identify timely feedback on police performance across the PSNI's 29 policing areas. Within this there are 4 specific objectives:

Survey 1 (victims of crime where police attended the scene)	Survey 2 (persons reporting anti-social behaviour to the police regardless of police attendance)
To identify how well the PSNI is performing in relation to victim delivery aspects of its policing commitments amongst crime victims where police attended the scene across each of the PSNI's 29 policing areas.	To monitor satisfaction levels among persons who reported ASB incidents to the police across each of the PSNI's 29 policing areas and to identify how the police could provide a better service to these people with particular focus on vulnerable persons and repeat victims.
To identify whether police officers provide the service expected of them when attending the scene of an incident (i.e. do they carry out all the actions expected etc).	
To monitor victim satisfaction levels and to identify causes of dissatisfaction and address these where possible amongst crime victims where police attended the scene.	

Part One:

The performance plan for 2011 - 12 and performance summary for 2010 - 11

1.16 These objectives are to be monitored on a monthly basis across the 29 police areas within the PSNI. The surveys reflect the PSNI's aim to make the service more victim-centred. Discussions between the PSNI and the Board indicate that *Improving the quality of service to victims, in particular the most vulnerable in society* will be one of the key outcomes sought in next year's plan. As well as the use of surveys to measure and assess progress in this area, other indicators include feedback from reference groups.

1.17 In 2011 the PSNI issued a copy of its Commitments to each household in Northern Ireland. These include personal, professional and protective commitments and updates on these have also been published. PSNI is developing performance monitoring arrangements for the Commitments and expects that there will be more focus on performance reporting for Policing with the Community during 2012-13. This will be likely to focus on more qualitative reporting rather than traditional quantitative measures.

1.18 The District Policing Partnership (DPP) Public Consultation Survey is Northern Ireland's largest policing survey. In 2010, for the first time, information was collected at a PSNI neighbourhood level, to allow police area commanders and DPP managers to assess the level of public satisfaction with the performance of the police and DPPs at a local level. The top 5 issues identified were:²

- antisocial behaviour;

- burglary;
- road traffic offences;
- drug dealing and drug use/abuse; and
- violent crime.

1.19 The results have been used to allocate resources and to tailor the police service to local communities across Northern Ireland. The 2012-15 Policing Plan will take account of the issues highlighted in the survey carried out in February 2010. This is a positive development.

Recommendation

- Having established its Commitments to the people of Northern Ireland, the PSNI should report its performance publicly to demonstrate successful delivery.

The Board's assessment of its own and the Chief Constable's performance in 2010-11 by reference to performance indicators

1.20 The Board's assessment of its own performance and the Chief Constable's performance has been published in the Annual Report 2010-11³. The Board has included performance information against all the targets for 2010-11 set out in part two of the 2010-13 Policing Plan. The results for the 17 performance targets are summarised in the following table. Appendix 6 provides more detail.

² The issues raised in the 2010 DPP Survey were used to inform the 2011-14 Policing Plan
³ Annual Report and Accounts (published July 2011): pages 22 to 34 give the results of the Board's own performance, and pages 59 to 63 detail the PSNI's performance against the policing plan targets.

Achieved	Not Achieved	Partially Achieved	Total
8	6	2	17*
* one target (4.1) could not be assessed at 31 March 2011 and no outcome is recorded.			

1.21 The Annual Report contains a summary that provides a narrative on the main outcomes and reasons why some targets were not achieved (on page 62 of the report).

1.22 I have examined the information flows for five specific targets (see Appendix 4):

- To increase the percentage of time spent by police officers on operational duty outside stations by 6% points (2.1).
- To increase the number of PSNI interventions directed at criminal finances (6.2).
- In partnership with other agencies to contribute to reducing the number of children killed or seriously injured on the road (9.2).
- To reduce the number of incidents of anti social behaviour to ensure a 15% reduction by 31 March 2011 (11.1).
- To reduce the number of domestic burglaries by 5% (12.1).

1.23 The information flows for reporting performance against targets generally provided accurate, up to date information. The information flows for the performance indicators reported by PSNI are validated prior to reporting. The five performance indicators not validated by CSU now have their processes and quality assurance mechanisms documented fully in order to provide assurance as to their accuracy and reliability. I have reviewed the design of these mechanisms and consider them to be reasonable.

Part Two:

Operation of the arrangements to
secure continuous improvement

Part Two: Operation of the arrangements to secure continuous improvement

Introduction

2.1 In this part of my report I have reviewed:

- the role of the Board and its work with the Police Service;
- the continuous improvement methodology;
- the implementation of recommendations.

The role of the Policing Board and its work with the Police Service

2.2 In February 2010 the Board proactively commissioned an independent review of its performance. The report was written by an independent consultant and focused on the strengths and areas for improvement within the Board. It identified a number of recommendations. In response, a comprehensive implementation plan was drawn up in December 2010⁴. The recommendations were divided among the directorate and staff were assigned to progress each strand of work. This has been updated continually by senior management to reflect progress and a self assessment was undertaken as at 30 September 2011. Overall progress was assessed as 'amber' on a traffic light scale. The Board's internal auditors have since carried out a review of the implementation plan and found this assessment to be satisfactory.

2.3 The independent assessment report highlighted the need for an organisational

review of the Board. Consultants undertook this review and reported in June 2011. This report concluded that there was a continued need for the Board as an oversight body although:

- there is a need to modernise the Board and bring the organisation into the 21st century. Its organisational structure should reflect its statutory responsibilities;
- there could be more meaningful engagement between the Board, the Department of Justice and the PSNI; and
- the Department has requested savings of £1.6 million over the next four years. To achieve this, there will need to be less bureaucracy and a restructuring of the organisation.

2.4 The implementation of these recommendations is currently ongoing. Internal audit reviewed the progress achieved in autumn 2011 and found it satisfactory.

2.5 An effective partnership between the Board and the PSNI is crucial to the success of the continuous improvement strategy and to the wider function of policing in Northern Ireland. The relationship came under strain during 2010-11, manifest in a difficult production process for the 2011-14 policing plan. There is evidence of considerable effort on both sides in recent months to re-build the relationship, in particular since the establishment

4 Northern Ireland Policing Board: Independent Assessment Review Implementation Plan (Presented at Resources & Improvement Committee 25th March 2011)

of the new Board in May 2011. The re-invigoration of the Continuous Improvement Strategic Working Group (CISWG), chaired by the Board's Acting Chief Executive is indicative of this. The group had fallen into dis-use during 2010-11. The role and remit of CISWG was reviewed by the Board and the views of the members were canvassed during the summer 2011 on its future and how it can best be used to add value to the continuous improvement agenda. Meetings have re-commenced recently. A joint sub group has also been established with the PSNI to help drive the planning process for the policing plan. In addition, the Board now has access to several PSNI databases to facilitate performance monitoring. These are positive steps, but there is undoubtedly more work to be done to build the partnership, not least through improved information sharing. This will require continued focus from the Board and PSNI.

Recommendation

- The new Policing Board and the PSNI have an opportunity to redefine the relationship between them. This should be based on the principles of openness and accountability.

Continuous improvement methodology

- 2.6 The Police (Northern Ireland) Act 2000 requires that the Board makes arrangements to secure continuous improvement in its own and the PSNI's functions, having regard to a combination of economy, efficiency and effectiveness; it is also required to include reviews of the way in which its functions are exercised.
- 2.7 The 2009-12 policing plan committed the Board and the PSNI to new approaches to continuous improvement, which were put in place for 2009-10 onwards. The same approach was adopted for the 2011-14 plan and maintains the same three strands (further details of these work streams are shown in Appendix 5):
- Improvement initiatives – identifying, documenting and implementing service delivery improvements to front-end customers, for example, reviews of transport, contact management and workforce modernisation (strand 1).
 - External inspection programme – documenting the areas selected for external inspection by independent bodies to ensure that the service is benchmarked against national best practice, for example, reviews of call management, roads policing and dealing with victims and witnesses (strand 2).
 - Compliance programme – identifying key areas from policy and oversight reports with which the PSNI has to comply and to inspect and report upon compliance. The programme was based upon the key policies, procedures and external reports (strand 3).
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Part Two: Operation of the arrangements to secure continuous improvement

- 2.8 The process of determining the programme is designed to be 'bottom up'. It involves a prioritisation sheet issued to chief officers and heads of department and following consultation with their subordinates, they should then propose a range of projects for submission to the Process Improvement Unit (PIU).
- 2.9 There is a recognition that continuous improvement projects have not been well-aligned with corporate objectives in the past. The documentation is now designed to ensure 'strategic fit' between the continuous improvement projects and the PSNI's strategic objectives. Proposals should also identify the project's outputs (through which to measure success) and the outcomes which it is expected to deliver. These are welcome developments.
- 2.10 The Board and the PSNI recognise that there is more to do to mainstream continuous improvement in the PSNI's operations. In particular, integrating the continuous improvement workstreams with the wide variety of other initiatives within the PSNI remains a challenge and there is some evidence of a 'silo mentality'. For example, links between continuous improvement and the efficiency plan, designed to deliver efficiency savings of £135 million over the next four years, are not well-articulated. In these circumstances, there is a risk that the PSNI may be missing some potential synergies in its improvement plans.
- 2.11 The Justice Minister, David Ford, has published new objectives for policing over the next ten years. These set the broad

direction of travel for the Board and the PSNI and apply both to current policing and also outline its overall future direction. The objectives centre around the key themes of human rights, accountability, policing with the community and policing in a peaceful society. The objectives were developed in consultation with the PSNI, the Board, the Justice Committee, the wider policing family and other interested parties through public consultation. The draft 2012-15 plan will be updated to include these objectives.

Recommendation

- The Board and the police should seek to mainstream continuous improvement in the work of the PSNI, in particular through greater integration of continuous improvement workstreams with other significant service delivery initiatives.

Tracking continuous improvement recommendations

- 2.12 The corporate governance frameworks of the Policing Board and the PSNI exercise challenge and oversight of the implementation process. Since our last report, the PSNI has provided the Board with access to the Overview database which records all recommendations made to PSNI. The Board is now able to carry out its assessment of progress without requiring six monthly update reports from the PSNI. However, the focus of scrutiny remains on the numbers of recommendations implemented rather

than the quality of action taken and the improved strategic outcomes achieved.

Recommendation

- The focus of scrutiny needs to move beyond the quantity of recommendations cleared to examine and challenge the quality of implementation and the strategic outcomes achieved.
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Appendices

Appendix 1: The respective responsibilities of the Northern Ireland Policing Board and the Comptroller and Auditor General

1. Under the Police (Northern Ireland) Act 2000 section 28, 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.
 - the extent that any performance standard that applied at any time during the year was not met.
 2. The Board shall prepare and publish a performance plan and a performance summary for each financial year.
 3. The performance plan must:
 - detail how the Board has made arrangements to secure continuous improvement in the way in which its functions, and those of the Chief Constable, are to be implemented;
 - identify factors (performance indicators) by reference to which performance in exercising functions can be measured; and
 - set standards (performance targets) to be met in the exercise of particular functions in relation to performance indicators.
 4. The performance summary must provide the Board's assessment of:
 - its own and the Chief Constable's performance in the year by reference to performance indicators, and
 5. In practice, the Board works in partnership with the Police Service as part of the continuous improvement framework to enable the Police Service to identify actions and review all aspects of its service.
 6. Under the Police (Northern Ireland) Act 2000 section 29, the Comptroller and Auditor General is required to audit the performance plan and the performance summary.
 7. He shall issue a report:
 - certifying that he has audited the performance plan and the performance summary;
 - stating whether he believes the performance plan and the performance summary were prepared and published in accordance with the requirements of section 28;
 - stating whether he believes the performance indicators and performance standards in the published performance plan are reasonable, and, if appropriate, recommend changes to them;
 - if appropriate, recommend how the performance plan or performance summary should be amended so as to accord with the requirements of section 28; and to recommend to
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the Minister of Justice whether to give a direction under Section 31 of the Police (Northern Ireland) Act 2000, requiring the Policing Board to take corrective action to ensure compliance with the Act.

8. Under the Police (Northern Ireland) Act 2000 section 30 the Comptroller and Auditor General may carry out an examination of the Policing Board's compliance with section 28.
 9. This examination of the arrangements to secure continuous improvement may include:
 - liaising with key stakeholders, and in particular attending the Policing Board's continuous improvement strategic working group;
 - discussing with senior management of both the Policing Board and the Police Service their plans for 2011-12;
 - reviewing the Policing Board's and the PSNI's own Post Implementation Reviews of functions; and
 - reviewing the systems in place to produce the required performance information.
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Appendix 2:

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 amended⁵, I certify that I have audited the Northern Ireland Policing Board and Police Service of Northern Ireland's:
- performance plan for the year ended 31 March 2012; and
 - the performance summary for the year ended 31 March 2011.

the arrangements for publishing the plan complied with those requirements.

Audit of the Performance Summary

4. I planned and performed my work so as to obtain all the information and explanations that I considered necessary in order to provide an opinion on whether the Northern Ireland Policing Board has prepared and published a performance summary of the Board's assessment of its own and the Chief Constable's performance in 2010-11 measured by reference to performance indicators and performance standards.

Basis of my opinion

Audit of the Performance Plan

2. I planned and performed my work so as to obtain all the information and explanations that I considered necessary in order to provide an opinion on whether:
- the plan has been prepared and published in accordance with statutory requirements; and
 - the performance indicators and performance standards for 2011-12 are reasonable.

5. My work comprised a review and assessment and, where appropriate, examination on a test basis of the evidence supporting performance against the indicators and standards as prescribed in the 2010-11 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.

3. In giving my opinion, I am not required to form a view on the achievability of the performance plan. 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

Opinion

6. In my opinion:
- the Northern Ireland Policing Board has prepared and published its performance plan for the year ended 31 March 2012 in all significant respects in accordance with the Police (Northern Ireland) Act 2000;

⁵ As reported in the Northern Ireland Policing Board and Police Service of Northern Ireland Policing Plan for 2010 - 13, and relevant sections on its performance as reported in the 2010 - 11 Annual Report and on its website.

- the performance indicators and performance standards included in the performance plan for the year ended 31 March 2012 are reasonable; and
- 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 2011 in accordance with the requirements of subsection 5A of Section 28 of the Police (Northern Ireland) Act 2000, and has done so within its Annual Report.

Recommendations to the Department of Justice

7. Under section 29 of the Police (Northern Ireland) Act 2000, I am required to recommend whether the Department of Justice issues a direction under section 31.
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.

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20th March 2012

Appendix 3: Analysis of 2011 - 12 performance indicators and standards

Personal Policing – Dealing With Local Concerns

Performance Indicators	Reasonable	Targets	Specific	Measurable	Achievable	Relevant	Time related
1 The number of burglaries and the detection rate for burglary.	Yes	1.1 To reduce the number of burglaries by 3%	Yes	Yes	Yes	Yes	Yes
	Yes	1.2 To increase the detection rate for burglary by 2 percentage points.	Yes	Yes	Yes	Yes	Yes
	Yes	1.3 To reduce the percentage of people who perceive the level of antisocial behaviour in their local area to be high.	No	Yes	Yes	Yes	Yes
2 The percentage of people who perceive the level of antisocial behaviour to be high in their local area.	Yes	2.2 To establish a Baseline of the number of antisocial behaviour incidents during quarter 1 and achieve a reduction in subsequent quarters.	No	Yes	Yes	Yes	Yes

Professional Policing – Delivering an Excellent Service

Performance Indicators	Reasonable	Targets	Specific	Measurable	Achievable	Relevant	Time related
3 The percentage of people who agree Police and other agencies are dealing with the antisocial behaviour and crime issues that matter in local areas.	Yes	3.1 To increase the percentage of people who agree Police and other agencies are dealing with the antisocial behaviour and crime issues that matter in local areas to 60% by 31 March 2012.	Yes	Yes	Yes	Yes	Yes
4 Policing with the community.		4.1 To implement the Policing with the Community Strategy in line with the agreed project milestones reporting progress to the Board every two months. 4.2 To reduce the number of allegations of incivility made against police officers by 5%. 4.3 To increase the amount of cases resolved by the use of police officer discretion to 3,000. 4.4 To increase the amount of time spent by each officer on patrol by 30 minutes per duty shift.	Yes	Yes	Yes	Yes	Yes

Appendix 3: Analysis of 2011 - 12 performance indicators and standards

Protective Policing – Tackling Serious Harm

Performance Indicators	Reasonable	Targets	Specific	Measurable	Achievable	Relevant	Time related
5 The impact of Organised Crime	Yes	5.1 To report four times a year on the number of organised crime gangs frustrated, disrupted and dismantled.	No	Yes	Yes	Yes	Yes
6 The number of adults and children killed or seriously injured on the road.	Yes	6.1 To demonstrate the Police Service's contribution to reducing the number of adults and children killed or seriously injured through six- monthly reports.	No	Yes	Yes	Yes	Yes
7 The level of violence with injury	Yes	7.1 To reduce the number of non- domestic violence with injury crimes by 3%	Yes	Yes	Yes	Yes	Yes
8 The percentage of recorded crimes detected.	Yes	To increase the detection rate for serious crimes	Yes	Yes	Yes	Yes	Yes
	Yes	8.1 Violence with injury crimes by 3% points.	Yes	Yes	Yes	Yes	Yes
	Yes	8.2 Domestic violence with injury crimes by 5 percentage points.	Yes	Yes	Yes	Yes	Yes
	Yes	8.3 Most serious sexual crime by 2 percentage points	Yes	Yes	Yes	Yes	Yes

Protective Policing – Tackling Serious Harm (continued)

Performance Indicators	Reasonable	Targets	Specific	Measurable	Achievable	Relevant	Time related
	Yes	8.4 Homophobic crime by 4 percentage points	Yes	Yes	Yes	Yes	Yes
	Yes	8.5 Racist crime by 2 percentage points.	Yes	Yes	Yes	Yes	Yes
	Yes	8.6 Sectarian crime by 2 percentage points	Yes	Yes	Yes	Yes	Yes
9 The number of armed robberies of business property	Yes	9.1 To reduce the number of armed robberies of business property by 3%.	Yes	Yes	Yes	Yes	Yes

Appendix 4: Detailed review of 2010 - 11 performance indicators and targets

Target	Performance	Achieved
2.1 To increase the percentage of time spent by police officers on operational duty outside stations by 6% points	45% (+6 percent points)	Yes
6.2 To increase the number of PSNI interventions directed at criminal finances	No of interventions 154 (-44) Cash seizures £1,155,151.99 (-£199,969.87) Value of confiscation orders £1,544,057.40 (+£1,347,595.90)	Partially
9.2 In partnership with other agencies to contribute to reducing the number of children killed or seriously injured on the road	105(-5)	Yes
11.1 To reduce the number of incidents of antisocial behaviour to ensure a 15% reduction by 31st March 2011	78,686 (21%) Target measured against 2008 data	Yes
12.1 To reduce the number of domestic burglaries by 5%	-189 (-2.6%)	No

Source: Northern Ireland Policing Board Annual Report 2010-11

Target 2.1 To increase the percentage of time spent by police officers on operational duty outside stations by 6% points

The usual method for assessing time spent by officers on various duties is through activity based sampling where officers are required to record what work they are doing at regular intervals for a given period. During 2011 this exercise was both paper and electronically based. This information was collated centrally by HR. Seven out of eight districts were analysed statistically (F1 district's

return was postponed due to the murder of one of its officers).

Target 6.2 To increase the number of PSNI interventions directed at criminal finances

A member of crime ops in each district sends details of interventions to a designated officer in crime ops. This officer then ensures that regular updates are input to the IBase database. The responsible officer also has access to the Finance system and is the point of contact with SOCA. A

report is sent to PSNI Headquarters where monthly reports are prepared for the Board.

Target 9.2 In partnership with other agencies to contribute to reducing the number of children killed or seriously injured on the road

Calls for service initially go to Command & Control. Details of road collisions are then recorded by an officer attending the scene who notes all relevant details on a Collision Report Form (CRF). The data is input to NICHE by the local Occurrence and Case Management Team (OCMT) and then individually checked for completeness by CSU before being validated and then extracted automatically to the Saturn Management Information System overnight. If a collision victim dies within 30 days of the accident they must be included in the overall statistics. There is a dependence on the investigating officer to update NICHE to reflect these circumstances and as an additional control CSU will cross reference PSNI fatality data with the Coroner's Office on a regular basis.

Target 11.1 To reduce the number of incidents of antisocial behaviour (ASB) to ensure a 15% reduction by 31st March 2011

Statistics are sourced from closing codes applied to calls recorded on the PSNI's Command & Control system. There are 14 closing codes that can be applied (it reduced to 3 closing codes on 1st April 2011). The onus is on the call handler to ensure that the correct initial response is taken and to record the rationale for their decisions. Counts of incidents containing any of these codes are collated and reported on a daily basis as the official figure for the total number of ASB incidents. The automated system also excludes any incidents that subsequently were recorded

as a crime (to exclude double counting). The importance of applying the correct code is included in the training of new Command & Control operators.

Central Statistics Unit conduct audits of compliance on the ASB incident type. These audits were conducted throughout 2010-11 up to February 2011, but stopped temporarily due to resource constraints and then recommenced in September 2011.

Target 12.1 to reduce the number of domestic burglaries by 5%

Crimes are counted on the basis of crimes rather than the number of offenders involved. The officer attends the scene of the crime and provides the relevant information for updating on NICHE using a hard copy occurrence management form (OMF). This process gradually changed over the last few years with the roll out of mobile data devices and also telephone crime recording where the police officer phones in the details to data input staff – the paper OMFs are no longer used. The form requires the officer to provide a classification for the crime. OCMT then input information recorded on the OMF onto NICHE using the available classification codes inbuilt to NICHE. CSU will review the details of the crime against the Home Office Counting Rules and ensure that all required information has been recorded and guidelines applied by:

- Checking information recorded on the Command & Control log and Occurrence Management log.
- Ensuring there is an occurrence address and that the victim details are included in the people tab.

Appendix 4: Detailed review of 2010 - 11 performance indicators and targets

- Verifying the stats classification page records the class and date of crime; and
- Confirming that a Victim Report is on NICHE and that the stats offence URN (unique reference number) on the stats classification screen and the Victim Report match.

If there is insufficient information available to validate the crime Central Statistics Unit will return these to the District OCMT to update as required.

Appendix 5: Continuous improvement workstreams 2010 - 11

Workstream	Contents
Strand 1	<p>Six strategic improvement projects have been agreed by the PSNI Chief Officers. Each project has been assigned a responsible senior member to lead and deliver on the initiative. Under the new Governance structure, each project has been allocated to one of four Programme Boards responsible for tracking project progress:</p> <ul style="list-style-type: none"> • Security and Serious Harm; • Service Excellence; • Local Crime and Justice; and • Leadership and Training. <p>Key strategic initiatives selected for inclusion are:</p> <ul style="list-style-type: none"> • Review of Transport; • Justice Streamlining; • Contact Management; • Workforce Modernisation /Sustainable 600 posts to operational Policing; • ANPR Upgrade; and • Annual Performance Review (APR) Process.
Strand 2	<p>In consultation with key oversight bodies such as Her Majesty's Inspectorate of Constabulary (HMIC) and Criminal Justice Inspectorate of Northern Ireland (CJINI), a programme of external inspections has been developed. This oversight schedule has been agreed by the Minister for Justice. Strand 2 reflects current thinking in terms of where policing should focus strategic inspection activities both from a national as well as a local perspective. The key strategic areas selected for inspection are:</p> <ul style="list-style-type: none"> • Customer Service; • Workforce Modernisation; • Call Management; • Roads Policing; • ASBOs; • Youth Diversion; • Cost of Legal Fees across the CJS; • Progress in delivering Causeway;

Appendix 5: Continuous improvement workstreams 2010 - 11

Workstream	Contents
	<ul style="list-style-type: none"> • Communication and treatment of victims and witnesses by the CJS; • Securing attendance at Court; • Public Protection Arrangements; • Youth Offending Interventions; and • Resettlement Strategy for Offenders.
Strand 3	<p>Traditionally this role has been one of inspection; however, the objective of strand 3 is now to provide project assurance to the Board that the six improvement projects identified through strand 1 are progressing and realising benefits as expected. Each of the six projects will have an implementation plan. Each plan will detail the sub-projects, milestones and anticipated deliverables. Updates on progress will be made to the Board through the Resources and Improvement Committee.</p>

Appendix 6: Performance against targets 2010 - 11

OBJECTIVE 1: Service Excellence		
Target	Performance	Target Achieved?
1.1 To increase the number of police officers assigned to neighbourhood and response policing roles by 600.	611 officers (+11)	Yes
2.1 To increase the percentage of time spent by police officers on operational duty outside stations by 6% points.	45% (+6% points)	Yes
3.1 To increase the percentage of people who agree Police and other agencies are dealing with antisocial behaviour and crime issues that matter in local areas to 60% by 31 March 2012 ⁶ .	38.1% (variation of -10.9% points from 2010/11 target of 49%)	No
4.1 To ensure that the proportion of crimes reported to the police reaches 50% by 31 March 2011 ⁶ .	Assessment to be made when figures are available in December 2011	
5.1 In partnership with other agencies, to increase the percentage of people confident in the fairness of the criminal justice system to 61% by 31 March 2011 ⁶ .	57.5% (-3.5% points)	No
5.2 In partnership with other agencies, to increase the percentage of people confident in the effectiveness of the criminal justice system to 38% by 31 March 2011 ⁶ .	38.8% (+0.8% points)	Yes
OBJECTIVE 2: Tackling Serious Harm		
6.1 To report four times per year on the number of organised crime gangs frustrated, disrupted and dismantled.	PSNI reported four times. Over the period 1 April 2010 – 31 March 2011 the number of organised crime gangs: <ul style="list-style-type: none"> • Frustrated - 40 • Disrupted - 61 • Dismantled – 37 	Yes

⁶ Targets 3.1, 4.1, 5.1 and 5.2 in the Northern Ireland Policing Plan 2010-2013 were measured using results from the Northern Ireland Crime Survey. The most recently published results relate to the period January to December 2010 and are shown in the above table. (These are provisional in-year figures and are subject to change during end of year validation procedures. The 2010/11 end year figures will be published by 31 August 2011.) 2010/11 results for target 4.1 should be available by 31 December 2011. Figures published from the NICS in December 2010 show that during 2009/10, 50% of crimes were reported to the police, compared with 46% the previous year.

Appendix 6: Performance against targets 2010 - 11

OBJECTIVE 2: Tackling Serious Harm continued		
Target	Performance	Target Achieved?
6.2 To increase the number of PSNI interventions directed at criminal finances.	<p>No of Interventions 154 (-44)</p> <p>Cash seizures £1,155,151.99 (-£199,969.87)</p> <p>Value of Confiscation Orders £1,544,057.40 (+£1,347,595.90)</p>	Partially
7.1 To reduce the number of non-domestic violence with injury crimes by 5%.	-374 crimes (-3.3%)	No
8.1 To increase the detection rate for violence with injury crimes by 10% points.	33.9% (+2.7% pts)	No
9.1 In partnership with other agencies, to contribute to reducing the number of people killed or seriously injured on the road.	949 (-147)	Yes
9.2 In partnership with other agencies, to contribute to reducing the number of children killed or seriously injured on the road.	105 (-5)	Yes
10.1 To increase the detection rate for: <ul style="list-style-type: none"> • Domestic Violence with injury crimes by 10% points • Most serious sexual crime by 5% points • Sectarian crime by 5% points • Racist crime by 5% points • Homophobic crime by 10% points • Robbery by 5% points 	<p>Domestic Violence with injury crimes 46.8% (+2.8% points)</p> <p>Most serious sexual crime 19.5% (+0.8% points)</p> <p>Sectarian crime 28.8% (+12% points)</p> <p>Racist crime 13.4% (-2.8% points)</p> <p>Homophobic crime 17.5% (-1.2% points)</p> <p>Robbery 19.9% (+1.3% points)</p>	Partially

OBJECTIVE 3: Personal Policing – Dealing with Local Concerns		
Target	Performance	Target Achieved?
11.1 To reduce the number of incidents of anti social behaviour to ensure a 15% reduction by 31 March 2011.	78,686 (21%) Target measured against 2007/08 data	Yes
12.1 To reduce the number of domestic burglaries by 5%.	-189 (-2.6%)	No
12.2 To reduce the number of non-domestic burglaries by 5%.	-423 (-8.1%)	Yes
13.1 To increase the detection rate for burglary by 5% points.	11.6% (+0.1% points)	No

Source: Northern Ireland Policing Board Annual Report 2010-11

NIAO Reports 2011-2012

Title	Date Published
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