

POLICING WITH THE COMMUNITY

A follow-up review of
inspection recommendations

September 2012

Criminal Justice Inspection
Northern Ireland
a better justice system for all





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List of abbreviations

ACPO	Association of Chief Police Officers
ASB	Anti-social behaviour
CEC	Community Engagement Committee (in Northern Ireland Policing Board)
CJI	Criminal Justice Inspection Northern Ireland
DPP(s)	District Policing Partnership(s)
HMIC	Her Majesty's Inspectorate of Constabulary
IPR	Individual Performance Review
NHP	Neighbourhood Police and/or Policing
NIM	National Intelligence Model
NIPB	Northern Ireland Policing Board
NMP	Neighbourhood Management Programme (in PSNI)
PCSO(s)	Police Community Support Officer(s)
PCSP(s)	Policing and Community Safety Partnership(s)
PSNI	Police Service of Northern Ireland
PWC	Policing with the Community



Chief Inspector's Foreword

Since the report of the Independent Commission on Policing (the Patten Report) had placed Policing with the Community (PWC) squarely at the core of any future police service, there had been unprecedented changes to how policing is delivered in Northern Ireland. In particular over the last three years, together with community partners and in the context of a persistent threat, the Police Service of Northern Ireland (PSNI) had aligned strategies and policies to deliver the Chief Constable's vision of a personal, protective and professional policing service.

This is a follow-up review into the findings of our report '*Policing with the Community*' (published in April 2009) which found that '*much work remains to be done to fully embed policing with the community as the core function of the [PSNI]*' and made several recommendations and suggestions to support progress. This review reports significant progress towards embedding a community policing ethos throughout the PSNI and improving the visibility and accessibility of Police Officers.

The three strategic recommendations within the specific remit of the PSNI had shown substantial progress, and most elements only required completion of deployment arrangements to achieve full implementation. Some elements of the recommendations such as that pertaining to recruitment and deployment of Police Community Support Officers (PCSOs) had been superseded by economic constraints and were no longer valid.

Structures and resources had been better aligned to deliver the PWC 2020 Strategy and the provision of 700 dedicated Neighbourhood Officers had made a positive contribution to improved service delivery. Sustaining these resources into the future remained a significant risk, and if PWC is to continue as the core function of the PSNI, a way needs to be found to protect those resources.

Recommendations to provide more flexibility in the composition of the Police Service and the establishment of Policing and Community Safety Partnerships (PCSPs) had been achieved. It is particularly creditable that partnership working had continued despite risks posed by elements against the policing arrangements. It is essential that this important work continues to be further developed and refined to ensure that community partnerships are effective in enabling the delivery of the 2020 Strategy.

The overall picture is of a positive direction of travel towards fully embedding the ethos of community policing throughout every aspect of the PSNI. To maintain the improvements into the future will require fortitude and an imaginative use of resources that places PWC at the core of service delivery.

This follow-up review was undertaken by William Priestley and Rachel Lindsay of CJI, with assistance provided by colleagues from Her Majesty's Inspectorate of Constabulary (HMIC). I would like to thank all those involved in the inspection process.



BRENDAN MCGUIGAN
Acting Chief Inspector of Criminal Justice
in Northern Ireland
September 2012



Executive Summary

Introduction

The Criminal Justice Inspection Northern Ireland (CJI) report into PWC had been published in April 2009. It made three strategic recommendations specific to the PSNI and three other recommendations, as well as 12 suggestions for improvement directed specifically at the police. Whilst CJI had not inspected the Northern Ireland Policing Board (NIPB), the report made two further suggestions for improvement to be considered by the NIPB.

The fieldwork for this follow-up review had been conducted over two years following the publication of the original report, and evidence had been collected during fieldwork from other inspection activity up to the end of March 2012. This had enabled the collection of evidence from multiple sources including community representatives, a wide spectrum of Police Officers and some short observation periods of Neighbourhood and Response Officers whilst on patrol.

This summary sets out Inspectors' findings with regard to the three strategic recommendations and three other recommendations made in the CJI report of April 2009. Of the three strategic recommendations made for the PSNI to progress, all had been assessed as partly achieved. There had been substantial progress with each of these recommendations. Two of the other recommendations had been assessed as having been achieved whilst the remaining recommendation were partly achieved.

Further detail of the evidence gathered during inspection fieldwork underpinning these findings is set out in Chapter 2. Progress with the suggestions made for improvement is set out in detail in Chapter 3, and an appendix to this report contains the PSNI 2020 Strategy.

Findings

Strategic Recommendation 1 (specific to the PSNI)

*Inspectors recommend that PSNI implement a revised PWC strategy in line with it being placed at the core of the policing function and embedded in every policy and process. The strategy should be founded on a clear corporate vision of PWC and should raise and support its status within the organisation. **Partly achieved.***

A new PWC Strategy had been introduced in March 2011 (the PWC 2020 Strategy) having been developed over a lengthy period involving prolonged consultation. Deployment of the Strategy was in its early days and further work in developing delivery guides for all departments was required. At the time of inspection fieldwork, the individual performance review (IPR) project had not been implemented. In some, but not all districts, Officers and Supervisors had been linking individual performance to the PWC 2020 Strategy in an informal way. In one particular case there had been an attempt to link performance to the Chief Constable's vision of a personal, professional and protective police service. However, this had resulted in performance of Neighbourhood Officers being measured by, for example, the quantity of fixed penalty notices issued. This is an inappropriate and crude measure of Neighbourhood Officers' activities which in this particular case had been counter-productive.



Strategic Recommendation 2 (specific to the PSNI)

Inspectors recommend that as a matter of urgency PSNI develop and implement a service-wide call management strategy that reflects advances in technology to enable effective call handling in support of the delivery of PWC.

Partly achieved.

CJI conducted a specific inspection into contact management arrangements which was published in June 2012.¹ In summary, the findings of that inspection were that alternative arrangements had been developed and implemented by the PSNI under the umbrella R4² programme. These had only recently been implemented across the whole organisation but had delivered a more centralised contact management system based in four bespoke centres. Contact management staff had been aware of their responsibilities with regard to PWC and how the 2020 Strategy linked to their role. Use of Neighbourhood Police (NHP) Teams in most areas to conduct essential follow-up calls and problem solving activities had been appropriately directed by the contact management centres.

Strategic Recommendation 3 (specific to the PSNI)

Inspectors recommend that PSNI implement policies regarding the recruitment of PCSOs; the measurement and management of performance in PWC; corporate structures to support and sustain PWC; and the allocation of resources to support and sustain NHP that place PWC as the core policing function. **Partly achieved.**

The recommendation with regard to PCSOs had been superseded by financial circumstances and was no longer valid. The thrust of Strategic Recommendation 3 had been to ensure that PWC would be supported by organisational structures and the effective management of sustainable resources which placed PWC at the core of policing. The inclusion of accountability mechanisms within the PWC 2020 Strategy had been a positive step. Monitoring and measurement of departmental and team performance had been achieved by providing reports to the Service Delivery Excellence Board and to heads of departments. Externally the Policing Board had received quarterly reports on implementation of the 2020 Strategy. Work on the production of delivery guides needed to continue so that every department, their associated teams and individuals are clear what their particular role is with regard to delivering the 2020 Strategy.

There had been no specific reference to PWC in District Commanders' accountability meetings, although progress had been monitored by reference to other metrics. By not specifically identifying the 2020 Strategy as a standing item, an opportunity to reinforce its position as central to all policing activities had been missed. Inspectors suggest that specific reference to the 2020 Strategy in accountability meetings would further enhance its importance (paragraph 2.19).

The allocation of appropriate resources to deliver and sustain PWC had seen substantial progress. NHP Teams had been operating with 700 Officers across the Service compared to 552 Officers in June 2009. However, Inspectors could find no policy that protected the numbers of Officers specifically deployed to NHP Teams and it had been unclear whether pressure to fully staff other elements of policing, such as crime operations or tactical support groups would negatively impact on the sustainability of NHP Teams into the future.

There had been much more awareness of the need to achieve an 80% retention target of Neighbourhood Officers on their core duties. However, there had been instances where Neighbourhood Officers had been required to perform duties outside their neighbourhood or to provide cover for court duty and prisoner escort obligations.

¹ 'Answering the call - An inspection of the Police Service of Northern Ireland contact management arrangements', CJI, June 2012.

² The R4 programme is an organisational change programme designed to deliver the **R**ight people; in the **R**ight place; at the **R**ight time; doing the **R**ight job to make a difference.



Recommendation 4

*It would be helpful if arrangements could be developed in Northern Ireland which would enable the composition of the police service to be set by a tripartite partnership involving the Chief Constable, the Ministry for Policing and Justice, and the NIPB, whenever Policing and Justice is devolved. **Achieved.***

Since the devolution of policing and justice powers to Northern Ireland there had been more flexibility in setting the composition of the Police Service workforce through a tripartite arrangement of the Chief Constable, the Minister of Justice and the Policing Board. The effects of the new arrangements form part of the CJI inspection into workforce modernisation which will be published later in 2012.

Recommendation 5

*Inspectors recommend that legislation is introduced, equivalent to the Crime and Disorder Act 1998, to establish obligatory partnerships so that a more cohesive approach to local policing and community safety strategies can be implemented. **Partly achieved.***

Whilst the establishment of PCSPs goes some way to fulfilling this recommendation, the approach in Northern Ireland stops short of establishing the same type of obligatory partnerships as those established by the Crime and Disorder Act 1998 in England and Wales.

Recommendation 6

*As regards the future relationship between CSPs and DPPs, the optimum position post-RPA would be to have one operational community safety/policing tier in each council area. We would recommend policy makers to look again at the vision laid out in the Patten Report and echoed to some extent in the Criminal Justice Review. **Achieved.***

The establishment of 26 PCSPs (one for each council area) on 1 April 2012 effectively delivers this recommendation.

Conclusion

There had been substantial progress in delivering PWC since the original report of April 2009. Whilst the revised Strategy had taken a long time to deliver, it had begun to impact on delivery of PWC through its overt linkage to the Chief Constable's vision and to the Policing Commitments. A requirement for all police departments to produce and implement delivery guides for the PWC 2020 Strategy had begun to embed PWC as the default style of policing across the PSNI. Further work needed to be done in some cases to produce bespoke departmental guides, and to deploy them and monitor their progress. Linking individual performance to delivery of the PWC 2020 Strategy had not been achieved at the time of inspection fieldwork, and Inspectors suggested that there needed to be express linkages of the Strategy to the newly developed IPRs, which went live in April 2012 (paragraph 2.9).

Reviews of resourcing for NHP Teams had supported the delivery of PWC across the Service but this needed to be sustained and protected into the future in the face of pressure to staff other elements of policing.

The overall picture had been one of improvement being delivered through the PWC 2020 Strategy, its implementation plans, delivery guides and accountability mechanisms. The PSNI needed to continue to work hard to ensure delivery and enhancement of the Strategy by appropriate sustainable resourcing, inclusive consultation and meaningful performance assessment.

Section



Follow-up Review



CHAPTER 1:

Three years of progress?



1.1 It had been three years since the publication and acceptance of the recommendations made in the CJI report into PWC in April 2009. Chapter 2 sets out progress with specific recommendations made in that report. During this follow-up review Inspectors consulted widely within communities to gain insight into what their experiences had been with regard to progress in PWC. Inspectors also spoke with a wide variety of community representatives in all four police districts visited during the follow-up review. The qualitative information received, which had been based on people's actual day-to-day experiences of policing in their areas by Neighbourhood Units, Response Officers and other Police Officers, added greatly to the review findings.

Strategy and its deployment

1.2 There had been a new PWC Strategy (2020) in place since March 2011. Whilst this had been in the early days of deployment, Inspectors found that there had been a good awareness level of the Strategy and its content within all the groups of Police Officers spoken to during the inspection fieldwork. As part of the Strategy police departments had been obligated to produce bespoke delivery guides setting out what would be expected from the department, teams and individuals regarding delivery of the Strategy. These had not yet been fully developed or deployed at the time of inspection fieldwork. The Strategy had been communicated to Officers through 'The Journey'³ presentations and consequently

Inspectors had found a good level of understanding across the Service and functions of the direction of travel set out in the 2020 Strategy. The outcomes of the external communication of the Strategy and local priorities could have been better as Inspectors found little knowledge of it within community groups or representatives despite a communication programme for both PWC 2020 and the Policing Commitments.

1.3 As a result of recent re-deployment programmes, Inspectors found that NHP Units had been operating with around 700 Officers in total. This had been a positive development but Inspectors could find no mechanism which had been designed to protect this level, such as setting minimum operational levels or a service wide model for resource allocation aligned with the 2020 Strategy.

1.4 Officers told CJI Inspectors that completing the modular training programme for NHP had been difficult because of other duties, and that training for new NHP Officers had been retrospective to their deployment. Officers completing their probationary period had widely varying experiences of NHP attachments. Some had received their attachments as set out by policy, whilst others had only received a two week attachment. As a result Probationer Officers had been receiving widely disparate experiences with Neighbourhood Units dependent on the district or area in which they had been serving.

³ A series of workshops delivered to Police Officers and staff setting out the PWC Strategy, Policing Commitments and the Chief Constable's vision for policing.



1.5 Inspectors found that there had been attempts to measure the activities of NHP Teams in some districts. In one of the districts the measures had been based on activities that did not align with PWC principles. For example, NHP Officers had been measured on the number of fixed penalty notices issued. Some other districts had taken a different approach to measuring NHP activities and had focused on the number of partnerships and key individual networks developed. The approach had been inconsistent across the Service. At the time of inspection fieldwork, a new IPR system had not been implemented. This had been due to go live in April 2011 but had been delayed until April 2012. Supervisors had told Inspectors that they saw the lack of such a scheme as a barrier to fully engaging all Officers in implementing the 2020 Strategy.

1.6 The PWC Awards Scheme had been extended to reflect the inclusion of all elements of policing under the corporate style. The awards had been regarded as positive by Officers and community representatives spoken to by Inspectors. Some members of community groups mentioned that the standard required to achieve awards had been very high, and that the day-to-day work of Officers could be better recognised by local Police Supervisors. Community representatives and NHP Officers had perceived that there remained a focus on rewarding the short-term operational solutions rather than focusing on longer-term problem solving approaches. Community representatives and NHP Officers also regarded the lack of a career path, no tenure of service and little local internal encouragement for NHP Officers as a barrier to retaining the best people for the role.

Community perspective

1.7 Community experiences of policing had varied across the service area. There had

been some variation in how the definition of a Neighbourhood Officer's role had been applied, which had been commented on by members of the community. In some areas Neighbourhood Officers had taken active roles in carrying out searches of properties in partnership with other police teams. In other areas, NHP Officers had performed a liaison role with community representatives aimed at preventing disorder during protracted searches.

1.8 People's experiences of contacting NHP Officers had also been variable. Some Officers' work mobile numbers had been communicated to the public and had always resulted in an answer. If the particular Officer had been off duty the call had either been taken in any case by the Officer, or had been forwarded to another available number. People who had experienced this level of service had been greatly reassured and had been appreciative of it. However, in other cases mobile numbers had not been communicated as well and had not always resulted in a call being answered.

1.9 The accessibility of the police in general and NHP Officers in particular had been commented on by all members of the community spoken to by Inspectors. Most had experienced an improvement in arrangements for contacting the police, and most said that NHP Officers had been more visible in their areas and there had been better continuity of service. Community representatives told Inspectors that Officers had been allowed to remain in their allocated neighbourhood for longer periods and had built relationships and partnerships with community groups. Inspectors had been told of some exceptions when Officers had been moved away from neighbourhoods without prior notice to community groups. In some cases Inspectors were informed this resulted in disrupted relationships, yet this had become the exception rather than the norm, and community representatives had been positive about the improvements in



relationships with local police. Inspectors found that Supervisors had been keen to deliver on the 80% target for NHP Officers working on their core duties. Fewer abstractions had meant more opportunities to build relationships but this had not been consistent across all areas.

- 1.10 In some areas community representatives had told Inspectors that they had been reluctant to overtly build relationships with local police because of their perception of the level of threat posed to them by people against the police in their area. However, Inspectors had also been informed by members of the community and by NHP Officers working in such areas that relationship building had continued successfully although less visibly. Representatives told Inspectors that although the level of threat in some areas had impacted on the cosmetic style of policing, it had not stopped the development of partnerships and relationships.
- 1.11 Inspectors found that some Officers had been unsure about the public perception of developing relationships with former members of paramilitary groups. The same Officers had also been unsure whether this approach had been fully supported by their Supervisors. Relationships with groupings, such as community restorative justice organisations, had developed well and Inspectors had been told by Police Officers that this had facilitated the PWC approach in some areas.
- 1.12 Whilst Inspectors found that there had been much better awareness of PWC across the Service and within response, crime operations, tactical support groups and other areas of specialism, integration and deployment of PWC principles had been inconsistent across the whole service area. Service delivery by Response, Crime Operations and Tactical Support Group

Officers had sometimes been seen as insensitive to PWC principles by community members and NHP Officers. In some areas community representatives told Inspectors that Response Officers had displayed a good understanding of PWC principles and of their NHP colleagues. Inspectors verified this by speaking with a range of Officers within Response Teams, Crime Operations and Tactical Support Groups. Most recently Inspectors had observed NHP and Response Officers at work in some districts. Most Officers spoken with and observed had displayed a good awareness and understanding of their particular role in PWC. This could be improved by deploying and implementing specific PWC delivery guides, which at the time of inspection fieldwork had not been fully developed in some cases or fully deployed and implemented.

Other data

- 1.13 In addition to qualitative data obtained from community representatives and Police Officers, Inspectors also examined a range of quantitative data gathered over the three year period. Survey data⁴ had indicated an increase in public knowledge of NHP Teams. In September 2008 64% of respondents had heard of NHP compared to 71% by April 2009 and 72% in September 2009. Table 1 shows the omnibus survey results for NHP over the period 2008-09 broken down by Roman Catholic (C) and Protestant (P) respondents.

The specific questions about NHP had changed in surveys after September 2009. The most recent survey from September 2010 had indicated an improvement in overall levels of people feeling safe in their community (91% in September 2010 compared to 88% in September 2009) and a fairly constant level of knowledge of their local Officers over the same period (around 12%).

⁴ Public perceptions of the Police, DPPs and NIPB – surveys September 2008 to September 2009, NIPB and NISRA.





Table 1: Knowledge of Neighbourhood Policing

Rating %	Heard of NHP?											
	April 2008			September 2008			April 2009			September 2009		
	C	P	All	C	P	All	C	P	All	C	P	All
Yes	61	66	63	57	70	64	68	74	71	67	76	72
No	39	34	36	43	30	36	32	26	29	33	23	28
Don't know	0	0	0	0	0	0	0	0	0	0	0	0

Summary

- 1.14 The overall impression conveyed to Inspectors by members of the community and Officers had been one of progress. Community representatives who had previously raised issues such as accessibility, visibility, engagement and consultation had seen some improvement since 2009. Abstractions had been concentrated on by Supervisors to deliver against policing plan targets, and this had been having a positive impact on opportunities for building and maintaining relationships. The number of Officers deployed to NHP roles had been increased and maintained at 700.

- 1.15 Inspectors had seen much positive work to develop and build partnerships by NHP Officers across the districts visited, with some excellent work showcased in Foyle and Strabane where the level of threat had been reported as higher than some other districts. There remained areas where improvements could be made. Inconsistency in approaches to deploying the 2020 Strategy, such as measures of NHP activity and varying community experiences, needed to be addressed. Chapter 2 sets out progress with specific recommendations made in the 2009 CJI report.

CHAPTER 2:

Progress on recommendations



2.1 This chapter sets out the recommendations made in the 2009 CJI report into PWC together with the response provided to Inspectors by the PSNI regarding their progress with these recommendations. There had been three strategic recommendations specific to the PSNI and three other recommendations. Inspectors' fieldwork provided evidence as to how well the recommendations had been achieved and what remained to be done.

The overall picture had been one of substantial progress, especially with integrating PWC as the default style of policing. However, there had been areas where more progress was required especially with consistency of service delivery and adoption of the corporate style across the whole organisation.

PSNI Recommendations

Recommendation 1

2.2 ***Inspectors recommend that PSNI implement a revised PWC strategy in line with it being placed at the core of the policing function and embedded in every policy and process. The strategy should be founded on a clear corporate vision of PWC and should raise and support its status within the organisation.***

PSNI Response:

2.3 *The PWC 2020 Strategy is the refreshed Strategy and has with it an implementation plan and accountability mechanism. The Policing with the Community 2020 Strategy will set the tone for the Police Service of Northern Ireland's*

accountability. Chief Officers will ensure that implementation of the Strategy is reflected in a clear accountability framework. PWC 2020 is the Strategy delivered through the style of personal, professional and protective policing along the three themes of engagement, service delivery and partnership, supported by the activities which build public confidence through the service we deliver. Through the implementation plan, Programme Boards are to ensure consistency with Policing with the Community Strategy to embed PWC into everything we do.

Inspectors' Assessment:

2.4 The PWC 2020 Strategy is attached at Appendix 1. The Strategy had been developed over a lengthy period involving prolonged consultation with the NIPB Community Engagement Committee (CEC) and with community and advisory groups. There had been wide consultation on the Strategy and it had benefited from this. There remained an onus on the police to ensure that a wide variety of representative groups had been consulted with regard to PWC. Whilst it may be advantageous to consult through advisory and community groups, the police should be able to illustrate that these groups remained appropriate, relevant and had been the ones best placed to give an accurate community perspective on proposed policy and strategy. Progress of the agreed Strategy had been reported on during quarterly meetings of the CEC. The 2020 Implementation Plan had set out detailed timelines for delivery of the Strategy and its various elements. Table 2 illustrates how the Strategy was to be delivered and monitored.



Table 2: Delivery and monitoring of the 2020 Strategy

Strategy	Style	Themes	Activities	Accountability
Policing with the Community			Effective community engagement	Our Policing Commitments
	Personal	Engagement	Treat people fairly and with respect	User satisfaction surveys
			Effective joint problem solving	Confidence measures
	Professional	Service delivery	Tackling crime and protecting the public	Complaint trends
			Targeted patrolling activities	Level of crime and disorder
	Protective	Partnership	Provide information to the community	Individual performance review
			Deliver a high quality service	

The Strategy incorporated the Chief Constable’s vision of a policing service that is personal, professional and protective and had set out three major themes of engagement, service delivery and partnership. Implementation of the Strategy had been identified as being achieved through seven groups of activities, whilst accountability was to be achieved through six different methods of measurement and monitoring.

2.5 The 2020 Strategy document illustrated at Appendix 1 sets out specific objectives, associated actions, responsible Officers and review dates with regard to delivering PWC. The production of specific delivery guides for each of human resources; criminal justice; legal services; corporate communications; professional standards; and finance and support departments, had been an important step in embedding PWC across the whole Service. However, not all delivery guides had been finalised by the time of inspection fieldwork, and those that had been, had only just begun to be implemented. Inspectors

examined the delivery guide for Crime Operations department. This aimed to provide a framework for delivery of the 2020 Strategy specifically with regard to crime operations. The delivery guide used the corporate PSNI guide as a template and had set out activities within the context of crime operations. As an example of embedding the principles of PWC into aspects of policing, other than NHP, this was a positive step. The guide identified key stakeholders and partners both internally and externally and how to effectively engage them. However, the guide had only just been developed at the time of fieldwork, and Inspectors had been unable to determine its impact on service delivery. Implementation of the delivery guide is to be monitored and reported to the Head of Crime Operations and Officers within the department were aware that they had responsibility to report progress based on the guide. This development had the potential to further embed PWC as the corporate style within the Crime Operations department.



2.6 Similar work had been instigated across other departments. Some of these guides had not been as far advanced as the generic guide or the Crime Operations guide. Whilst this remains the case, embedding PWC as the default style across every part of the PSNI is unlikely to happen. Inspectors found that work had been progressed within the other departments to produce bespoke guides, and implementation plans and support had been provided through the PSNI Service Excellence Board. Support for departments needs to continue to enable them to translate the corporate guide to one that delivers PWC principles in their specific area of work.

2.7 Inspectors' assessment of the 2020 Strategy is that it has the potential to deliver PWC in a consistent way across the whole of the PSNI. It included many of the elements required for successful delivery, and placed PWC as the overall approach from which is derived the corporate policing style, themes, and activities. Working in partnership with the Policing Board, the PSNI had developed a clear strategy which placed PWC at the core of the policing function. However, at the time of fieldwork, delivery against the Strategy, whilst improving, remained inconsistent. Deployment of the Strategy was in its early days and further work in developing delivery guides for all departments was required. This needs to be supported by using the accountability mechanisms built into the Strategy to ensure full implementation.

2.8 Inspectors found that one substantial element of ensuring delivery of the 2020 Strategy had not been implemented. Linking individuals' performance to team, departmental and corporate strategy is an important enabler when seeking to embed a particular approach across an organisation. At the time of inspection fieldwork, the IPR project had not been implemented and was not due to go live until April 2012. This had left a gap in the formal monitoring of Officers' performance to ensure that their energies were directed to implementing the PWC Strategy.

Inspectors found that the gap in formal monitoring arrangements had led to some inconsistencies in delivering PWC.

2.9 Whilst there are likely to be many contributory factors that determine a particular policing style, such as the level of threat from terrorist activity, implementation of the corporate style depends on linking that style directly to individual performance. In some districts, Officers and Supervisors had been linking individual performance to the 2020 Strategy in an informal way. This was especially apparent in some NHP Teams where performance had been linked directly to the activities of the 2020 Strategy. However, in other districts there had been no linking of performance to the Strategy. In one particular case there had been an attempt to link performance to the Chief Constable's vision of a personal, professional and protective police service. However, this had resulted in performance of Neighbourhood Officers being measured by, for example, the quantity of fixed penalty notices issued. This is an inappropriate and crude measure of Neighbourhood Officers' activities, which in this particular case had been counter-productive. Officers spoken with by Inspectors who had been subject to this regime had been left feeling demotivated and under-valued by their Supervisors. Officers felt that the approach had diminished their status and the approach of PWC within the PSNI. More effective and appropriate performance measures for the work done by Neighbourhood Officers in delivering PWC needs to be implemented through the IPR system which went live in April 2012.

2.10 Performance assessment recommended by the Association of Chief Police Officers (ACPO) for Neighbourhood Officers and Teams include:

- measurement of behaviour against district priorities and anti-social behaviour incidents;
- abstraction rates;
- percentage of priorities solved to public





satisfaction;

- priority specific interventions, for example, clean-up days, alcohol seizures;
- volume, frequency and variety of engagement (meetings, networks);
- frequency, volume and quality of feedback to community (blogs, newsletters);
- patrol plan reflecting neighbourhood profile;
- promptness of response to public contact; and
- assessment of problem solving and engagement quality.

Whilst some of these measures had been used in some of the districts visited by Inspectors, a corporate approach to the measurement of team and individual performance regarding the delivery of the 2020 Strategy did not appear to be consistently applied.

- 2.11 Neighbourhood Officers had played a pivotal role in delivering the 2020 Strategy therefore it is important that appropriate measures of their activities should be implemented across the Service. The current disparity in approaches to measurement had led to Neighbourhood Officers being assessed differently depending on the district in which they operate. However, there is a wider issue with regard to performance measurement. If PWC is to be embedded consistently across the Service, then the IPR system should include direct links between individual, team, departmental and corporate policy and strategy. **In tandem with the work to develop and implement delivery guides across the Service, Inspectors suggest that individuals should have appropriate PWC objectives in their IPR and that team and departmental objectives should also include explicit PWC objectives.**

Status: Partly Achieved

Recommendation 2

- 2.12 ***Inspectors recommend that as a matter of urgency PSNI develop and implement a service-wide call management strategy that reflects advances in technology to enable effective call handling in support of the delivery of PWC.***

PSNI Response:

- 2.13 *Transitional improvements in the structure and delivery of call management were delivered during 2009-10. The strategic direction of call management has been defined from the Strategic Review and via the R4 project will deliver a customer centric model based on four consolidated contact management centres across the Service. This has commenced and contact management will be in place by June 2011.*

Inspectors' Assessment:

- 2.14 Project Unity, which was to deliver a technology based advanced contact management solution had been terminated in 2008 due to financial constraints. CJI recently conducted a specific inspection into contact management arrangements, published June 2012. In summary the findings of that inspection were that alternative arrangements to contact management had been developed and implemented by the PSNI under the umbrella R4 programme. These had only recently been implemented across the whole organisation but had delivered a more centralised contact management system based in four bespoke centres. Customer Management Software had been recently introduced in one of the contact centres and had been delivering better outcomes for customers, but the system had not yet been operating long enough to conduct a meaningful evaluation as to its effectiveness. As part of the contact management inspection, staff interviewed by Inspectors were found to be aware of their responsibilities with regard to PWC and how the 2020 Strategy linked to their role. Use of NHP Teams in most areas to conduct

essential follow-up calls and problem solving activities was being directed by the contact management centres.

- 2.15 For further detail on progress with this recommendation please refer to the CJI report 'Answering the Call'.⁵ Inspectors' assessment is that the recommendation had been achieved in part whilst a full evaluation of its effectiveness was awaited.

Status: Partly Achieved

Recommendation 3

- 2.16 Inspectors recommend that PSNI implement policies regarding the recruitment of PCSOs; the measurement and management of performance in PWC; corporate structures to support and sustain PWC; and the allocation of resources to support and sustain NHP that place PWC as the core policing function.**

PSNI Response:

- 2.17 *The recruitment of PCSOs has not been progressed.*

The measurement and management of PWC is done through the Implementation Plan of the PWC 2020 Strategy.

Delivery guides will be produced for human resources, criminal justice, legal services, media and public relations, professional standards and finance and support departments in addition to ensure consistency; each department and district develop PWC plans that reflect the evidence based activities of PWC delivery guides. A new IPR for police and support staff to be introduced in April 2012 which reflects the refreshed strategy. All Commanders PDOs and Rec 78 meetings are based on the PWC framework.

Under R2R over 600 Officers have been re-allocated to the front line. In addition, the Chief Constable in his introduction to this year's

Policing Plan has ensured that 700 of our Officers are deployed to Neighbourhood Policing Teams, working with local people and delivering local policing.

Work through the Community Prioritisation Index (CPI) will inform the HR distribution model going forward.

Inspectors' Assessment:

- 2.18 A few months after the recommendation regarding PCSOs was published it became clear that finances were not being made available to pursue this recommendation. The thrust of the recommendation was to ensure that PWC was supported by organisational structures and the effective management of sustainable resources which placed PWC at the core of policing. The PSNI responded to the recommendation by the implementation of the 2020 Strategy. The inclusion of accountability mechanisms within the Strategy had been a positive step. However, as outlined in Paragraph 2.6 these mechanisms needed to be fully deployed to support the delivery of PWC. Monitoring and measurement of departmental and team performance had been achieved by providing reports to the Service Delivery Excellence Board and to heads of departments. Externally the Policing Board received quarterly reports on implementation of the 2020 Strategy. Measurement and monitoring of individual performance in delivering the 2020 Strategy needed to be fully implemented through the IPR which was to go live in April 2012.

- 2.19 The requirement for departments to produce delivery guides for the 2020 Strategy had been a positive one in ensuring that the approach is embedded across the Service. As outlined in Paragraph 2.5 this work needed to continue so that every department, their associated teams and individuals are clear what their particular role is with regard to delivering the 2020 Strategy. Inspectors had viewed the standing agenda for the district

⁵ 'Answering the Call' – An inspection of the Police Service of Northern Ireland's contact management arrangements, CJI, June 2012.



accountability meetings conducted by Assistant Chief Constables. Whilst there had been no specific reference to PWC, District Commanders' performance against the 2020 Strategy had been assessed by reference to the Policing Commitments; right first time; stakeholder engagement strategy; and confidence narrative events. This approach placed the 2020 Strategy as integral to the other district activities. However, by not specifically identifying the 2020 Strategy as a standing item on the district accountability meetings, an opportunity to reinforce its position as central to all policing activities had been missed. **Whilst the 2020 Strategy is included on the agenda as an integral part of the measurement of other district activities, Inspectors suggest that it should appear specifically as a named standing item on the district performance meeting agenda.**

2.20 The allocation of appropriate resources to deliver and sustain PWC had also seen substantial progress since the recommendation. There had been a focus on returning Officers to front line duties through the continued operation of the PSNI R4 programme and a previous Resource to Risk programme. Around 600 Officers had been moved from office roles to front line duties. Inspectors had been told of an example in one of the important strategic partnerships where the role of an Officer seconded to the Northern Ireland Housing Executive with the purpose of delivering PWC had been discontinued. It was unclear what assessment there had been of the impact on the strategic partnership of removing that particular role. However, the Housing Executive saw the discontinuation of the role as impacting negatively on the delivery of PWC. In returning Officers to front line duties from such roles there needs to be careful assessment of the impact on important strategic partnerships and on enabling PWC.

2.21 Table 3 illustrates that Neighbourhood Units had been operating with 700 Officers across the Service in January 2012, compared to 552 Officers in June 2009. Whilst this is a welcome development it reflects around 10% of the establishment being specifically allocated to an activity that had been described to Inspectors as the critical tactical arm of PWC. Inspectors could find no policy that protected the numbers of Officers specifically deployed to NHP Teams, and it was unclear whether pressure to fully staff other elements of policing, such as Crime Operations or Tactical Support Groups, would negatively impact on the sustainability of NHP Teams into the future. Inspectors consider that this situation poses a risk to the progress that had been made in delivering PWC through the deployment of adequate resources in NHP Teams. Supervisors and staff in operational planning departments had become much more aware of the need to achieve the 80% retention target of Neighbourhood Officers on their core duties. However, Inspectors had been made aware of instances where Neighbourhood Officers had been required to perform duties outside their neighbourhood, or to provide cover for court duty and prisoner escort obligations. In some districts there had been liberal interpretation of what constitutes core neighbourhood duties, which had made achievement of the 80% target less challenging.

Status: Partly Achieved

Table 3: Resources allocated to Neighbourhood Policing

Date	Number of Police Officers
June 2009	552
October 2010	695
January 2012	700



Other Recommendations

Recommendation 4

2.22 *It would be helpful if arrangements could be developed in Northern Ireland which would enable the composition of the police service to be set by a tripartite partnership involving the Chief Constable, the Ministry for Policing and Justice, and the NIPB, whenever Policing and Justice is devolved.*

Inspectors' Assessment:

2.23 Since the devolution of policing and justice powers to Northern Ireland, there had been more flexibility in setting the composition of the Police Service workforce through a tripartite arrangement of the Chief Constable, Minister of Justice and the Policing Board. The effects of the new arrangements form part of the CJI inspection into workforce modernisation which will be published later in 2012.

Status: Achieved

Recommendation 5

2.24 *Inspectors recommend that legislation is introduced, equivalent to the Crime and Disorder Act 1998, to establish obligatory partnerships so that a more cohesive approach to local policing and community safety strategies can be implemented.*

Inspectors' Assessment:

2.25 Whilst the establishment of PCSPs goes some way to fulfilling this recommendation the approach in Northern Ireland stops short of establishing the same type of obligatory partnerships as those established by the Crime and Disorder Act 1998 in England and Wales.

Status: Partly Achieved

Recommendation 6

2.26 *As regards the future relationship between CSPs and DPPs, the optimum position post-RPA would be to have one operational community safety/policing tier in each council area. We would recommend policy makers to look again at the vision laid out in the Patten Report and echoed to some extent in the Criminal Justice Review.*

Inspectors' Assessment:

2.27 The establishment of 26 PCSPs (one for each council area) on 1 April 2012 effectively delivers this recommendation. No further update is required with regard to this recommendation.

Status: Achieved



CHAPTER 3:

Progress on suggestions for improvement



3.1 Suggestions for improvement had been included in the CJI report into PWC published in April 2009 to differentiate between those strategic recommendations which were regarded as being critical to delivering PWC more effectively to influence service user satisfaction and those less strategic measures that would more likely affect operational delivery. Whilst these took the status of suggestions rather than recommendations, their cumulative effect in helping to deliver PWC should not be disregarded.

3.2 There had been 12 suggestions for improvement directed specifically at the PSNI. Whilst CJI had not inspected the NIPB and had made it clear that they had no remit to do so, it had become clear during the fieldwork for the 2009 report into PWC that there were important issues for the Policing Board to consider. These issues had been set out as suggestions for consideration by the NIPB. CJI had not monitored progress with these two suggestions but had received an update from the NIPB as part of the fieldwork for the current inspection review.

Suggestion for Improvement 1

3.3 ***Giving operational responsibility for NHP to the two regional ACCs, or in future to one ACC with service-wide responsibility for operational matters, would provide better local accountability for delivery of PWC.***

PSNI Response:

3.4 *Regional ACCs have the responsibility for Neighbourhood Teams. The Deputy Chief Constable has responsibility for the PWC 2020 Strategy. The PWC 2020 Strategy widens the organisational responsibility of PWC so that it is not seen to be just NHP.*

Inspectors' Assessment:

3.5 Operational responsibility for the deployment of the 2020 Strategy through Neighbourhood Teams and other regional resources rested with the two regional ACCs. Accountability meetings had been held with District Commanders and, as stated in Paragraph 2.19, whilst PWC had not appeared as a standing item on the agenda, local accountability had been achieved by assessing progress with delivering the Policing Commitments and other relevant initiatives. Implementation of the IPR would further strengthen individual and local accountability for delivery of the PWC Strategy.

3.6 The 2020 Strategy had been driven from Deputy Chief Constable level. Inspectors considered this to be the appropriate level from which the Strategy had been driven throughout the Service. Having overall responsibility for PWC at Deputy Chief Constable level had offered opportunities to address the strategic recommendations made by CJI. There had been a good level of success in delivering against the strategic recommendations as well as the other recommendations, and suggestions for



improvement specific to the PSNI. This approach had also helped to impress on all departments that PWC was not a matter for NHP Teams alone.

- 3.7 It is Inspectors' assessment that the structural arrangements had the potential to address the recommendation to enable better local accountability for delivery of the 2020 Strategy. There needed to be further strengthening of support mechanisms such as deployment of the IPR and more overt inclusion of PWC in formal accountability meetings, to fully realise the potential of the current structures.

Status: Achieved

Suggestion for Improvement 2

- 3.8 ***It would be helpful if members of the NHP Programme Board would attend each Board meeting in person. Minutes of meetings should be actively communicated and published to the Service through its intranet system (Policenet).***

PSNI Response:

- 3.9 *No update required. The Programme Board came to a close at the end of the Neighbourhood Framework Project. The Service Excellence Programme Board oversees the PWC 2020 Strategy and implementation through the Implementation Team.*

Inspectors' Assessment:

- 3.10 The NHP Programme Board had ended and therefore the recommendation is now discharged. The instigation of the Service Excellence Programme Board which is linked to the R4 programme of work had enabled better oversight of the PWC Strategy implementation.

Status: Discharged

Suggestion for Improvement 3

- 3.11 ***Setting minimum operating levels for NHP Teams would help to deliver a better community-oriented local policing service and would raise the status of NHP internally.***

PSNI Response:

- 3.12 *The Chief Constable, in his introduction to this year's Policing Plan, has ensured that 700 of our Officers are deployed to Neighbourhood Policing Teams, working with local people and delivering local policing.*

Inspectors' Assessment:

- 3.13 There had been a focus on increasing the number of Officers deployed to NHP and this had been delivered successfully (see Table 3). In total around 600 Officers had been returned to front line duties. Whilst these had been positive achievements, and had served to strengthen PWC it remained the case that no minimum operating levels existed for NHP Teams. Flexibility in deploying Officers is a pre-requisite of effective policing in enabling the police to meet public demand. However, Inspectors had been told of instances where Neighbourhood Officers had been re-deployed to undertake other tasks when alternatives had been available. Neighbourhood Officers and their Supervisors had not been operating with the protection of minimum operating levels that had been afforded to Response and Support Teams. Neighbourhood Officers spoken to by Inspectors regarded the situation as illustrating the relatively low importance attached to NHP compared to Response Policing.

Status: Not Achieved

Suggestion for Improvement 4

- 3.14 ***The work of Neighbourhood Officers needs to be marketed internally, especially by District Commanders who set the policing tone for their area.***

PSNI Response:

- 3.15 *PWC awards markets internally the work of the organisation as a whole, not just that of neighbourhoods. Neighbourhood working by its nature is bespoke to that area and to those communities within that neighbourhood. A good idea or practice in one area may not necessarily work in another; within the guidance documents for districts good practice is listed and these documents will be updated annually as new ideas and practices come to light.*

Inspectors' Assessment:

- 3.16 The marketing of NHP internally had relied mainly on the development and widening of the PWC awards to encompass all aspects of policing. This had been a welcome achievement and Inspectors had found that Officers in all departments had been aware of the awards and their purpose. Neighbourhood Officers spoken with by Inspectors had displayed an obvious aptitude for delivering PWC and Inspectors came across many examples of excellent local community initiatives being driven by Neighbourhood Teams which had been recognised by Supervisors. The positive outlook of many of the Neighbourhood Officers and the recognition of their work by Neighbourhood Supervisors had been a positive encouragement to other Officers who aspired to join the Neighbourhood Teams.
- 3.17 However, some Neighbourhood Officers had commented that a career path within NHP had not been a viable option. Whilst the Officers had recognised that the ethos of PWC had been applicable across roles within the Service, they had told Inspectors that a clear career path in NHP had not

been developed along the lines of that which had existed in response, crime operations, operational support or in other policing roles. Some Neighbourhood Officers had told Inspectors that this had been demotivating for those who had aspirations of promotion but had wished to remain in NHP.

- 3.18 The lack of a clear career path for Neighbourhood Officers compared to that available for other policing roles had been seen by some Officers and stakeholders as downgrading the role of NHP. To effectively market NHP and to raise its status these negative perceptions needed to be addressed. Reliance on an awards mechanism, even one as popular as the PWC Awards, whilst Officers had retained negative perceptions of existing structures, had not convinced everyone that NHP and PWC had been central to overall policing strategy.

Status: Partly Achieved

Suggestion for Improvement 5

- 3.19 ***The Service needs to move to empower and entrust Officers within its overall supervisory framework so that they can respond more effectively to community needs.***

PSNI Response:

- 3.20 *Neighbourhood Teams highlight those issues raised and agreed within their neighbourhood areas on the external web pages. It is hoped, with the creation of the new PCSPs, community planning, that these issues and communities' needs will be addressed in closer partnership collaboration with statutory and community voluntary sectors. The PWC 2020 District Delivery Guide provides direction, challenges and an opportunity to identify and share best practice. This allows us to consider how we engage with communities, share information, problem solve and deliver our service. Through*



discretion, speedy justice and community disposals, Officers are empowered and entrusted to make decisions.

Inspectors' Assessment:

3.21 Inspectors found that there had been development with the empowerment of Officers, particularly with regard to their decision making as to disposal through the discretion and speedy justice initiatives. These initiatives had been managed through the R4 programme and through it, had been linked closely with the implementation of PWC. This had meant that there had been better understanding internally of the PWC agenda and its interaction with other policing initiatives.

3.22 When visiting Neighbourhood Officers in their workplaces, Inspectors found that there had been variability in the extent of empowerment that had been afforded to individual Officers and teams. In some districts Neighbourhood Supervisors had been empowered to create bespoke policing solutions in line with local public demand and members of the public in those areas had responded positively. For example, in areas such as Foyle, Strabane and some areas of Ballymena and Ballymoney there had been improved Officer empowerment with regard to Neighbourhood Officers. There had been many very good examples of excellent co-operation between NHP and communities. However, this approach had not been consistent across all districts and some Neighbourhood Officers had felt constrained in attempting to meet local demand.

3.23 Inspectors had been told by a community representative of an instance where an established Neighbourhood Officer had been moved from a local area with no prior notice or discussion. The Officer had been unable to provide an explanation to community groups because the reason for the move had not been explained to him. Upon checking, Inspectors found that the reason for the move had been legitimate

and had been done in order to comply with rules of appointment and competition, but this had not been explained to the Officer or to community representatives. The Officer and community representatives had felt disempowered by the experience. Empowerment includes a large element of transparency and openness and in this particular case it had been overlooked. This instance had caused the community representative to question the commitment of the district to PWC meaning that confidence building work had been required to re-establish good working relationships.

Status: Partly Achieved

Suggestion for Improvement 6

3.24 ***If the Service is to continue with allocating Police Officers Part-Time to NHP Teams as the alternative to using PCSOs, then it should consider ways to better utilise their existing skills and local knowledge and empower them to deliver a better service to the community.***

PSNI Response:

3.25 *Police Officer Part-Time are allocated to Neighbourhood Teams and tasked depending on the identified issues within that neighbourhood.*

Inspectors' Assessment:

3.26 The allocation of part-time Police Officers to Neighbourhood Teams had continued as a way of bolstering resources during times of high demand. However, there had been no further recruitment of part-time Officers nor had Inspectors been made aware of any further plans to resume recruitment and training. There had been limited opportunities for deployment of part-time Officers to NHP Teams depending on their presence within districts, and strict limits had been set and implemented as to their hours of work.

3.27 Inspectors could find no evidence that this recommendation had been communicated or implemented across districts in any way, and some Supervisors had been oblivious to the skills and experience of their part-time Officers. If the organisational intention is to reduce the deployment of part-time Officers then this recommendation becomes irrelevant.

Status: Not Achieved

Suggestion for Improvement 7

3.28 *Skills identified by the TNA as being necessary for NHP Officers, such as developing and managing community relationships, should be interwoven not just into initial Officer training but also into Detective training, Police Officers Part-Time training and other operational training programmes to fully embed PWC principles across the whole Service.*

PSNI Response:

3.29 *The Police College continues to deliver the Neighbourhood Management Programme (NMP) that forms part of the Core Leadership Programme. The NMP supports the provision of Neighbourhood Policing and is primarily offered to Officers working within Neighbourhood Policing Teams.*

Inspectors' Assessment:

3.30 The element of this recommendation with regard to part-time Officer training had become irrelevant as no further recruitment or training of part-time Officers had taken place. The delivery of the modular training programme for Neighbourhood Officers had been described to Inspectors as difficult to administer. The programme had relied on time being allocated during duty to complete modules and much of the time this had not been made available to Officers consistently enough to encourage completion of the whole programme. The allocation of

Officers as part of the R4 programme to Neighbourhood Teams had generally been successful but some Officers questioned their own suitability and preparedness for the role stating that the training programme had been retrospective. Apart from the series of workshops ('The Journey') delivered to Officers to outline the PWC 2020 Strategy, the Chief Constable's vision and Policing Commitments, Inspectors had not found any evidence of systematic integration of PWC principles into other areas of training as recommended and the response from the PSNI had not addressed this aspect of the recommendation.

Status: Not Achieved

Suggestion for Improvement 8

3.31 *Inspectors believe that a more overt approach to PWC principles throughout the training programme would assist Officers and help to embed the principles in the wider police service.*

PSNI Response:

3.32 *Training College will be required to produce PWC Plans under the PWC 2020 Human Resource Delivery Guide, this they are progressing through their course evaluation programme.*

Inspectors' Assessment:

3.33 During the period of inspection fieldwork, the delivery guide referred to in the PSNI response to the recommendation had not been finalised. Inspectors found that there had been progress regarding the integration of PWC principles into Officers' initial training and that student Officers had been aware of the principles and their application to all aspects of policing. Awareness and knowledge of the PWC principles and the 2020 Strategy had been less evident when speaking with Officers in districts who had not been directly involved with NHP.



However, Officers involved in support roles such as Tactical Support Group had demonstrated knowledge of the PWC approach and strategy, and their Supervisors illustrated to Inspectors how the principles had been incorporated into recent briefings.

- 3.34 The requirement for departments to produce 2020 delivery guides will go some way to helping embed PWC principles in the wider service. However, implementation of the guides and subsequent monitoring of their impact had been at such an early stage that Inspectors had not been able to evaluate their effectiveness. Coming over two years after the publication of the first CJI report on PWC, this had been disappointing. However, progress with embedding PWC principles across the training function had been delayed whilst the 2020 Strategy had been developed and agreed prior to implementation in March 2011.

Status: Partly Achieved

Suggestion for Improvement 9

- 3.35 ***To help embed the ethos in newly attested Officers, the PSNI should consider attaching Probationer Officers to NHP Units for the whole of their 10-week tutorship period (identified as weeks 11-20 in the probationer management policy).***

PSNI Response:

- 3.36 *Policy Directive 09/09 Probationer Management Policy - Probationer Constables must undertake a minimum of 12 weeks duty within a Neighbourhood Policing Team. It is recommended that this is undertaken either as part of, or immediately after the tutor period to allow further consolidation of training, however where this is not feasible districts may determine the appropriate timing of this rotation which should ideally be in one 12-week block.*

Inspectors' Assessment:

- 3.37 Inspectors visited several districts and spoke with a variety of Officers including Probationers and their Supervisors. There had been no consistent approach to how Probationer Officers had been allocated to Neighbourhood Units and in some cases Inspectors had been told that a two week attachment had been all that was afforded to one particular group of Probationer Officers. The Probationer Management Policy 09/09 referred to in the response made by the PSNI had been in existence at the time the recommendation had been made. The recommendation had been made with a view to ensuring consistent implementation of the policy. The policy had not been revised as a result of the recommendation, and neither had there been consistent application of the policy across the service. Probationer Officers had been receiving widely disparate experiences with Neighbourhood Units dependent on the district or area in which they had been serving.

Status: Partly Achieved

Suggestion for Improvement 10

- 3.38 ***The use of the signal crimes perspective and other social indicators may help the PSNI to better gain community insight and to improve local partnership working.***

PSNI Response:

- 3.39 *The Organisational Control Strategy for ASB under 'Intelligence' incorporates signal crime. The Service NIM Forum tracks and trends key signal crimes and allocates resources accordingly. In addition, in the District Guidance under Effective Community Engagement - gathering, sharing and using community intelligence looks at how community tension is monitored within the NIM process; what processes are in place to enable the sharing of community intelligence by PSNI departments*

and if the sharing of this information is used effectively.

Inspectors' Assessment:

3.40 Inspectors found that the use of engagement opportunities with communities to gather information about signal crime had been widely developed and implemented. In particular the flow of information from Neighbourhood Teams into mechanisms such as the NIM had enabled better local service delivery which could be properly targeted. Partnerships with local community groups had been enhanced and even where there had been difficulties due to perceived or actual threats from people carrying out criminal activities, both the PSNI and local community organisations had worked hard to find alternative methods of communicating.

Status: Partly Achieved

Suggestions for Improvement 11 and 12

3.41 *The re-organisation of police districts and centralisation of call handling places even more onus on District Commanders to establish effective and inclusive consultation arrangements with local communities.*

In order to better manage public expectations, there needs to be more effective consultation, dialogue and engagement with communities by District Management Teams with an emphasis on customer focus.

PSNI Response:

3.42 *The PWC 2020 District Delivery Guide states that a programme of community engagement is developed to meet the varied needs of local residents and communities identified within the neighbourhood profile. Profiles are flexible and tailor-made based upon intelligent profiling of the community, and make the best use of partners and the voluntary sector to support community engagement. Engagement is*

monitored and reviewed to ensure it still meets the needs to identify and engage with hard to hear/reach and other minority groups who reside there.

The PWC 2020 District Delivery Guide demonstrates that in order to better manage public expectations; communities will be empowered to influence policing services by identifying community concerns and making them police priorities. Developing problem solving plans with allocated owners, so local residents and communities know who is taking the lead in dealing with their community concerns. Communities actively encouraged to play a role in the planning, monitoring and evaluating of problem solving, receiving feedback in the way that they have defined.

Inspectors' Assessment:

3.43 Within the districts that Inspectors visited there had been substantial progress with developing effective partnerships with communities and representative groups. Much of this had happened before the 2020 Delivery Guides had been required or produced, and had been driven by District Commanders. Local people engaged with Inspectors during fieldwork and the consensus was that communication and engagement had improved despite some externally generated constraining issues. Residual concerns expressed to Inspectors by people from local communities had been focused on the medium and long-term sustainability of NHP. Inspectors determined that these concerns had been driven by local people's experiences of community policing over a number of years. People remained sensitive to abstractions of 'their' Neighbourhood Officers and considered that they needed to remain vigilant to any reduction in NHP in their areas.

3.44 Inspectors had been given several examples where community representatives had challenged local Commanders to explain occasions when Neighbourhood Officers had been absent. The majority of people from



the community spoken to by Inspectors had felt empowered by their discussions with local police and had seen positive outcomes from their approaches to local Commanders. Within the constraints of police operations, Inspectors considered this to be a healthy and inclusive state of affairs which had been supported by local police Commanders. The issue of effective and inclusive local engagement had not been fully addressed as Inspectors had also been told of examples of unexplained abstractions of Neighbourhood Officers and lack of communication with local communities. Whilst the PSNI had worked hard to drive down these incidences, there needed to be a consistent reminder to individuals of the PWC approach. Inspectors look forward to assessing the impact of the IPR on deployment of the 2020 Strategy following its implementation in April 2012.

Status: Partly Achieved

Suggestions for Improvement 13 and 14

- 3.45 *Evidence collected by Inspectors during this inspection suggests that NIPB should consider their approach to assessing police performance. This could be done by using a wider range of qualitative as well as quantitative indicators and applying the principles of improving police performance as outlined in Chapter 7 of the 'Policing' Green Paper to the PSNI.*

Having a more co-ordinated approach to collecting local information involving all relevant local groups producing a comprehensive set of data, would help the process of setting local policing plans and priorities for neighbourhoods. Including questions in local surveys on NHP would also provide detailed local data on which to assess the performance of local commanders in delivering PWC.

Inspectors' Assessment:

- 3.46 There had been a move away from quantitative measures being included in the most recent Northern Ireland Policing Plans. The focus had moved to assessing quality of service, reducing crime and increasing rates of detection. The Policing Plan 2012-15 had been endorsed by the Minister of Justice as reflecting public priorities and was underpinned by the principles of PWC. This is a positive move to a wider perspective on police performance which encompasses qualitative and quantitative information.
- 3.47 At the time of writing this report District Policing Partnerships (DPPs) had concluded their work, and newly constituted PCSPs had been formed. This represents an opportunity to co-ordinate the approach to collecting local data on which to assess delivery of the 2020 Strategy. Inspectors look forward to the impact of the PCSPs on local delivery of the 2020 Strategy.

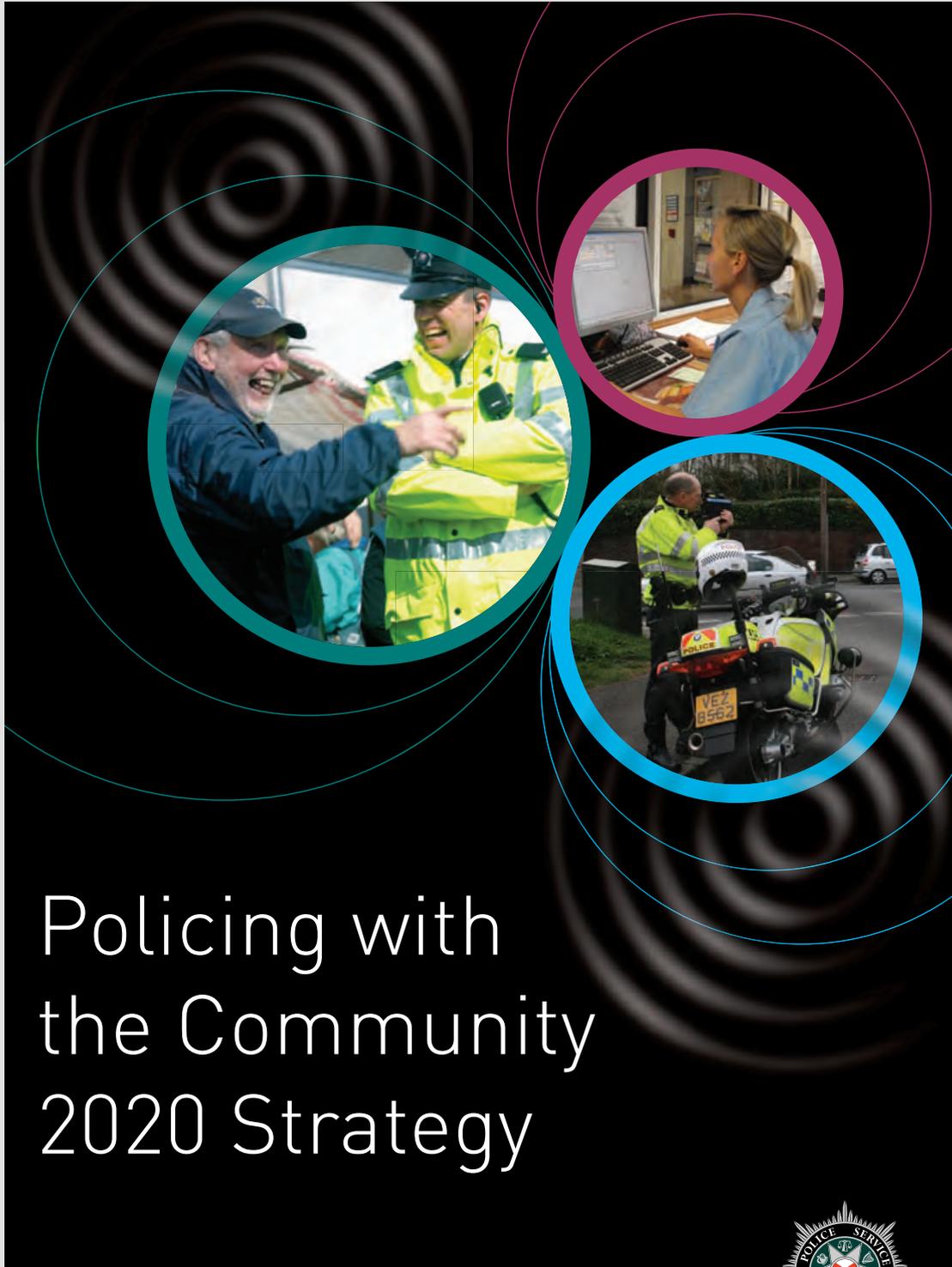
Section



Appendix



Appendix 1: The PSNI 2020 Strategy



Policing with the Community 2020 Strategy

Personal, Professional, Protective Policing





Chief Constable's Foreword

My commitment to delivering personal, professional and protective policing to the people of Northern Ireland is embodied in our Policing with the Community Strategy.

We have achieved much in the last ten years and this progress in working with and for communities cannot be underestimated. Many of our communities are engaging with the police for the first time, with individuals putting themselves forward to openly support policing and encouraging others to do so. Emerging communities in Northern Ireland are also bringing an added richness and strength to our society and it is our desire to be a part of this positive dynamic.

My approach for dealing with crime and disorder over the next ten years is clear. We cannot be complacent about the current or any emerging threat to security however our focus will continue to be on winning the trust and confidence of the people that we serve. We recognise that certain communities and localities are more vulnerable to the risk of harm than others and it is vital we work collectively with other statutory and voluntary agencies and local people. This will be supported by the establishment of Policing and Community Safety Partnerships which will provide an opportunity to shape community planning and respond to locally identified needs.

The Policing with the Community Strategy will enable the Police Service of Northern Ireland to deliver personal, professional and protective policing to everyone in Northern Ireland. Every opportunity will be taken to talk with and listen to people with the aim of resolving the issues that concern them and building public confidence through the service we deliver.

Matt Baggott
Chief Constable





Northern Ireland Policing Board Foreword

The community is an essential resource and conduit for the delivery of good policing. The Policing Board has a statutory duty to ensure the delivery of good policing. While updating the Policing With the Community Strategy the Board has worked with Police Service to ensure that engagement and partnership with communities are at the core of everything the police do. Key to this is the need to embed in the police organisation a culture that enables and encourages communities to become involved in helping their areas to become safer.

The Board acknowledge that there are many excellent examples where local level engagement between the police and the community is producing positive results. But it also considers that there has been a somewhat fragmented approach to this policy and practice which the Police Service needs to embrace as its core function. The Policing With the Community 2020 Strategy provides a new opportunity to deliver a consistent standard and style of policing building upon the foundations of the last ten years.

The Police Service has shown over the last decade that it is willing to deliver radical reforms to policing. The Board and Police Service have agreed it is necessary for similar leadership and boldness again. So the key test is not simply identifying what needs to change, but making it happen. The success of Policing With the Community will be based on building confidence in policing within the community through effective engagement and partnership working and of course the quality of service expected by communities. This is what the Board will hold PSNI to account for delivering.

The Board looks forward to working with Policing and Community Safety Partnerships, Police and communities to achieve the full extent of the changes envisaged by the Independent Commission on Policing.

Northern Ireland Policing Board
March 2011



Introduction

Policing with the Community has been our policing model for the last decade. Ten years on we know that engagement, partnership and service delivery are critical to how we improve public safety and deal with crime and disorder through personal policing.

The aim of our Policing with the Community 2020 Strategy is to support the delivery of community confidence, satisfaction and safety through personal, professional and protective policing.

The Policing with the Community 2020 strategy is bespoke to the Police Service of Northern Ireland. Policing with the Community is not just the responsibility of Neighbourhood Teams, rather it underpins everything that we do as a Police Service and is therefore the responsibility of all officers and staff. We know that communities across Northern Ireland believe that Policing with the Community is right for them and right for The Police Service of Northern Ireland. We understand that the style in which we deliver our service matters profoundly to our success.

The Policing with the Community 2020 Strategy builds upon the achievements and learning of the last decade and sets out our plan for the next ten years. The challenge to every officer and staff member is to reach the highest standards of service, accessibility and visibility expected by communities within Northern Ireland and which we as a police service demand of ourselves.

Reflecting progress against the strategy is an important part of delivering change. By critically assessing levels of confidence and satisfaction we will be better placed to review how we are delivering our service. The Policing Commitments provide a consistent level of service for every individual, every family and every community, irrespective of where they live or who they are. The Commitments provide valuable indicators of progress and will be supported by user satisfaction surveys, confidence measures and complaint trends.

Customer service is at the heart of the strategy. Projects such as improving contact, victim care, criminal justice streamlining and providing IT solutions are all intended to improve the public's experience of policing and increase dedicated patrol time for front line officers.

In the spirit of continuous improvement, Policing with the Community 2020 will be a live and evolving strategy refreshed on a regular basis to incorporate new and innovative practice and ideas. Our implementation plan and delivery framework will also evolve over time.





To make the strategy meaningful to all officers and staff, Policing with the Community Delivery Guides have been produced. They provide direction, challenges and an opportunity to identify and share best practice. This allows us to consider how we engage with communities, share information, problem solve and deliver our service.

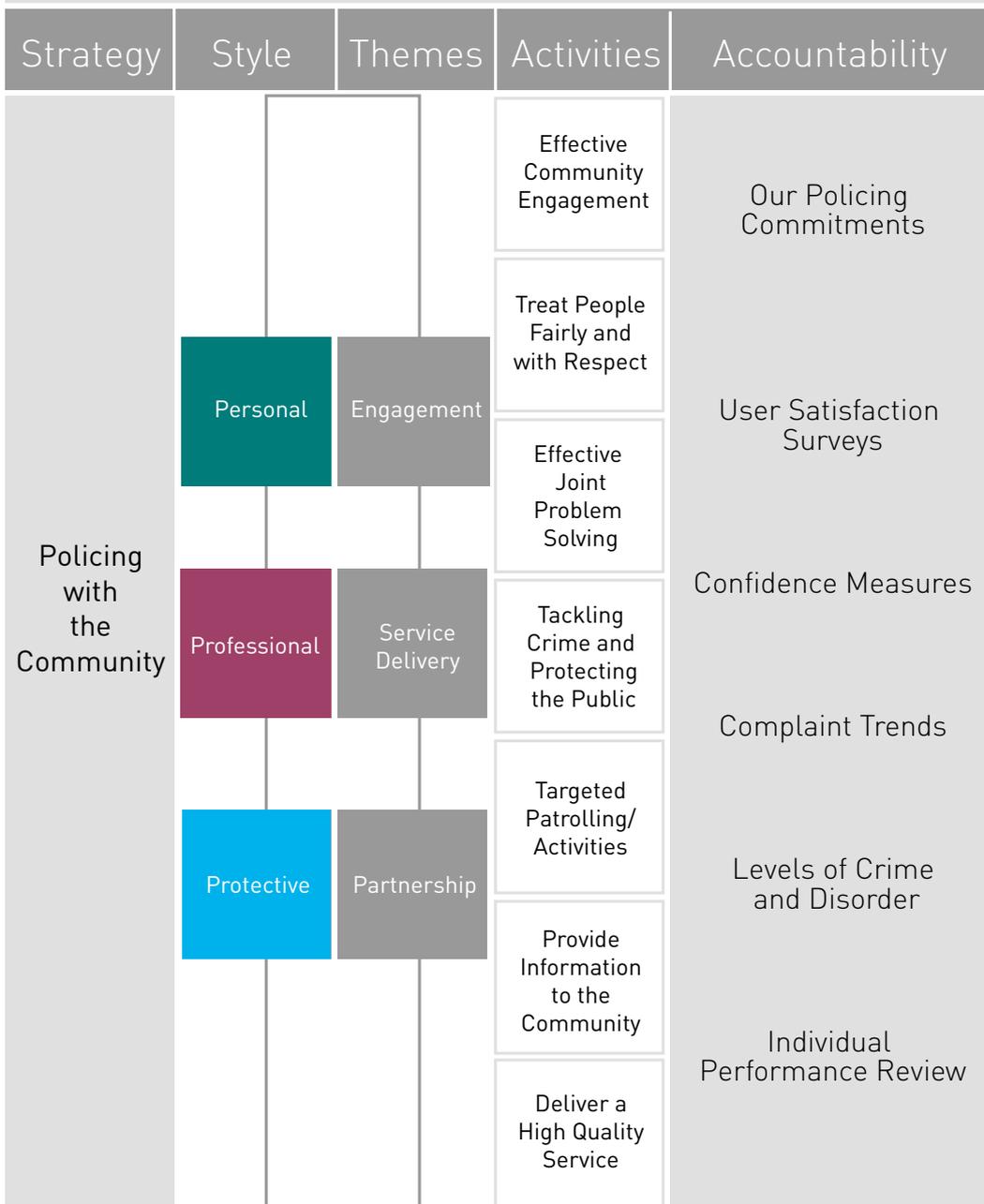
Delivery Guides bespoke to District Policing, Crime Operations and Operational Support Departments already exist. These three areas of policing responsibility cover a vast range of activities and account for the majority of officers and staff that the public have contact with. Further Delivery Guides for Human Resources, Criminal Justice, Legal Services, Corporate Communications, Professional Standards, and Finance and Support Services Departments will also be completed.

The Policing with the Community Strategy will set the tone for The Police Service of Northern Ireland is accountability. Chief Officers will ensure that implementation of the strategy is reflected in a clear accountability framework.

An Individual Performance Appraisal system for each officer and staff member is being developed to support the delivery of the Policing with the Community Strategy. This is a first for policing and truly embeds the ethos of personal, professional and protective policing into everything each police officer and staff member does.



Delivering Policing with the Community through Personal, Professional, Protective Policing





Delivering Personal, Professional and Protective Policing through Policing with the Community 2011/2012

Objective	Action	Responsible Officers	Review Date
<p>To embed Policing with the Community into everything we do</p>	<p>Delivery Guides will be produced for: Human Resources Criminal Justice Legal Services Corporate Communications Professional Standards Finance and Support Departments</p>	<p>Deputy Chief Constable Assistant Chief Constable Criminal Justice Director of Human Resources Director of Finance & Support Services Head of Corporate Communications</p>	<p>June 2011</p>
	<p>To ensure consistency, each Department and District will develop PWC Plans that reflect the evidence based activities of PWC Delivery Guides</p>	<p>District Commanders Heads of Department</p>	<p>June 2011</p>
	<p>PWC Strategy to reflect continuous progress and be reviewed annually</p>	<p>Deputy Chief Constable</p>	<p>March 2012</p>
	<p>PWC progress will be managed through the Service Excellence Board</p>	<p>Assistant Chief Constable Criminal Justice/Urban</p>	<p>Bi monthly to Community Engagement Committee, NIPB</p>

Objective	Action	Responsible Officers	Review Date
To embed Policing with the Community into everything we do	PSNI Programme Boards to ensure consistency with Policing with the Community Strategy	All Assistant Chief Constables Director of Human Resources	Bi monthly
	Delivery of an Individual Performance Review referenced to PWC Delivery Guides for police and support staff	Director of Human Resources	April 2012 Police/Support Staff
To ensure corporacy and consistency in delivery to improve people's experience of policing	Implementation and delivery of the Policing Commitments	Assistant Chief Constable Criminal Justice	April 2011
	Develop an accompanying framework to monitor the Policing Commitments	Assistant Chief Constable Criminal Justice	April 2011
	To reduce the number of allegations of incivility made against Police officer	Deputy Chief Constable	The Northern Ireland Policing Board and the Police Service of Northern Ireland Policing Plan 2011-2014 Policing with the Community
To deliver a high quality service that supports improved accessibility, visibility and responsiveness	To improve customer contact by providing greater access to policing services	Assistant Chief Constable Criminal Justice	Ongoing 2011/2012
	To increase the number of cases resolved through the use of police officer discretion		The Northern Ireland Policing Board and the Police Service of Northern Ireland Policing Plan 2011-2014 Policing with the Community



Objective	Action	Responsible Officers	Review Date
To deliver a high quality service that supports improved accessibility, visibility and responsiveness	To increase the amount of time spent by officers on patrol by increased use of mobile data devices, increasing visibility and accessibility	Regional Assistant Chief Constables Assistant Chief Constable Operational Support	The Northern Ireland Policing Board and the Police Service of Northern Ireland Policing Plan 2011-2014 Policing with the Community
To improve the quality of community engagement to support effective partnership working	Develop a variety of engagement methods that identify and support local priorities and enhance the delivery of Policing	District Commanders Heads of Department	Six monthly
To support partnership working to enhance public safety and reduce crime and disorder	To assist in developing Collaborative Working Groups across public/private and the community voluntary sector to effectively prioritise and shape joint action	District Commanders Heads of Department	Six monthly
To deliver fair practices and processes focusing on equality and diversity issues	Identify and address Professional Standard issues	Deputy Chief Constable	Six monthly
	To undertake a Cultural Audit to identify, understand and respond to aspects of internal culture that may impact on public confidence	Director Of Human Resources	January 2012



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