

# ANNUAL REPORT

AND ACCOUNTS



FOR THE PERIOD 1 APRIL 2018 - 31 MARCH 2019

# **NORTHERN IRELAND POLICING BOARD ANNUAL REPORT AND ACCOUNTS**

**NORTHERN IRELAND POLICING BOARD**

**ANNUAL REPORT AND ACCOUNTS TOGETHER WITH THE ASSEMBLY  
ACCOUNTABILITY AND AUDIT REPORT FOR THE PERIOD 1 APRIL  
2018 – 31 MARCH 2019.**

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# 1. BOARD CHAIR'S REPORT



I am pleased to present this Annual Report for the period 1 April 2018- 31 March 2019.

As Chair, I was delighted to have the Policing Board reconstituted by the Secretary of State and fully back in business. Having a democratically accountable police service and with it, effective oversight is important for community confidence. In addition to our accountability duties, the Board also has an important advocacy role to ensure the best possible policing service for all in our community and all Members share a collective desire to achieve this.

Despite the best efforts of independent members to keep the structures functioning, the inability to exercise powers did have an impact on overall performance in terms of the Board's work and in its scrutiny of the Police Service of Northern Ireland (PSNI). Without legislative authority, a backlog had accumulated on a range of policing issues that had to be considered and prioritised by the newly established Board at its first formal meeting in January 2019.

Top of the list was bringing permanency to a number of senior officer positions within the PSNI leadership team. The decision by the Chief Constable George Hamilton to retire at the end of June 2019 meant that a Chief Constable appointment had to be given prominence.

I am pleased a robust appointment process was successfully progressed within a challenging timescale resulting in the announcement on 24 May 2019 of Simon Byrne QPM as the next Chief Constable of the PSNI. As a Board, we very much look forward to working with him on a number of challenges ahead including developing new approaches to local policing, budgetary and resourcing issues and potentially issues arising for policing here from the European Union (EU) Exit.

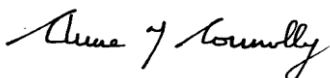
It is welcome that funding for an additional 308 officers has been confirmed in support of issues arising from this. However, as a Board we remain frustrated that the PSNI cannot carry forward strategic reserves and that they have to work off a one year budgetary settlement. This is an issue that needs resolved to deliver transformational change and a sustainable resourcing model to meet existing and future challenges.

Crime in Northern Ireland remains at a relatively low level and this report contains an analysis of police performance against the Annual Policing Plan. That said, overall demands on policing are increasingly more complex in terms of investigation. The extensive consultation carried out this year on the delivery of policing services showed that people want visibility in service delivery. In developing the next Policing Plan there will need to be extensive discussion on what is realistically deliverable within the resources available.

The use of resources is not assisted by the continuing threat against our officers and all attacks on our officers and indeed other blue light services are condemned in the strongest possible terms. The recent attempted murder of an officer once again shows the disregard these terrorists have for human life. They simply don't care who in the community might be hurt in their actions. As a society we need to stand together to voice our desire for those who threaten our community or inflict harm to stop. I am encouraged by the commitment of political and civic leaders to this and to continue to build confidence in policing.

As a Board, we are grateful to all those who contribute to building a safer community through the Policing and Community Safety Partnerships (PCSPs) network or who volunteer their time to ensure confidence in policing through the Custody Visiting and Independent Community Observer (ICO) Schemes. I also thank my colleagues on the Board, the Chief Executive and her staff for their professionalism and commitment.

My final thanks go to George Hamilton for his leadership of the PSNI over the last five years as Chief Constable. As a Board, we wish him well in his retirement and record our thanks to all the PSNI officers and staff for their continued service.



**Anne Connolly OBE**  
**CHAIR**

## 2. PERFORMANCE REPORT

### Overview

The purpose of the overview is to provide information to allow the activities of the NIPB to be understood.



### Chief Executive's Introduction

My Accounting Officer responsibilities require day to day compliance with the requirements set by the Department of Justice (DoJ) and the Department of Finance (DoF) in respect of organisational governance and the provisions set in the Management Statement and Financial Memorandum (MSFM).

The Board was reconstituted on 1 December 2018 which allowed the full range of legislative duties to be recommenced. From the 1 April 2018 until 30 November 2018, in the absence of a legally constituted Policing Board, work progressed where possible within my delegations as Accounting Officer and those that were provided to me, the Board Chair and Vice Chair at the final meeting of the Board on 27 February 2017. The decisions taken under these delegations were informed to the Board at its first meeting on 24 January 2019.

As required under governance arrangements, this report assesses organisational performance against the measures and targets set in the Board's Corporate and Business Plan. During the reporting period, performance has been reviewed by my Senior Management with reports provided to the Board and the DoJ as appropriate.

Within the executive processes of the Board, there is an embedded corporate approach to risk management. In addition, internal auditors examined control and governance arrangements and I report on this in detail in the Governance Statement.

The reconstitution of the Board was a welcome development and allows the important oversight work of the Board to be exercised. The inability of the Board to discharge its full duties for the majority of the year has impacted on performance however a substantial programme of work has been progressed over the last few months of the financial year. I would like to thank the Board Members and staff for their work on behalf of the community.



## Statement of the Purpose and Activities of the Organisation

### History

The Northern Ireland Policing Board (NIPB) replaced the Police Authority for Northern Ireland and was established as an executive Non-Departmental Public Body (NDPB) of the Northern Ireland Office (NIO) on 4 November 2001 by the Police (NI) Act 2000, as amended by the Police (NI) Act 2003.

On 12 April 2010, justice functions in Northern Ireland were devolved to the Northern Ireland Assembly (NIA) and the DoJ came into existence as a new Northern Ireland Department. From this date, the Board became an executive NDPB of the DoJ.

In accordance with the Northern Ireland Act 1998 (Devolution of Policing and Justice Functions) Order 2010, the Annual Report and Accounts of the NIPB are laid in the NIA.

The NIPB complies with the corporate governance and accountability framework arrangements (including *Managing Public Money Northern Ireland*) issued by the DoF and the DoJ. The NIPB's Chief Executive, who is the Accounting Officer for the NIPB, reports directly to the Permanent Secretary as Principal Accounting Officer of the DoJ.

### Principal Activities

The NIPB's statutory duty is to ensure that the PSNI is effective and efficient and to hold the Chief Constable to account. Its primary responsibilities are:

- To consult with the community to obtain their views on policing and their co-operation with the police in preventing crime;
- To set and publish outcomes and measures for PSNI as part of an Annual Policing Plan and to monitor PSNI performance against this plan;
- To appoint all Chief Officers of the PSNI above the rank of Chief Superintendent including civilian officer equivalents;
- To approve the annual budget for policing and monitor expenditure;
- To monitor trends and patterns in complaints against the PSNI;

- To keep itself informed as to trends and patterns in recruitment of police and police support staff and the extent to which membership of the police and police support staff is representative of the community in Northern Ireland;
- To keep itself informed of police complaints and disciplinary proceedings;
- To monitor PSNI compliance with the Human Rights Act 1998;
- To ensure arrangements are in place to secure continuous improvement within the PSNI and the NIPB;
- To assess the level of public satisfaction with the performance of the police and improving the performance of and assessing public satisfaction with Policing and Community Safety Partnerships (PCSPs); and
- To monitor the exercise of the functions of the National Crime Agency (NCA) in Northern Ireland and to make arrangements for obtaining the co-operation of the public with NCA in the prevention of organised crime.

The NIPB continues to seek all opportunities to ensure for all the people of Northern Ireland the delivery of effective, independent oversight of policing which will secure the confidence of the whole community by reducing crime and the fear of crime. The Board was reconstituted on 1 December 2018 and since then five Board meetings have taken place. Detail of the work of the NIPB for the current year is included in the Performance Analysis section of this report.

On 1 April 2012 Policing and Community Safety Partnerships (PCSPs) were established in statute by the enactment of the Justice Act (NI) 2011. In line with the restructuring of local council boundaries as a result of Local Government Reform, PCSPs reduced from 26 to 11 and are now coterminous with PSNI Districts as well as local councils. Belfast retained one principal PCSP for Belfast and four District Policing and Community Safety Partnerships (DPCSPs). Further information can be found in the Performance Analysis section of this report.

### **Social and Community Issues**

The NIPB has specific responsibilities broadly categorised as social and community issues. A fully constituted Board was not in place until December 2018, however engagement work continued to be carried out. This involved meetings with organisations, establishing and building on stakeholder relationships, and connecting with individuals and

communities. Key messages included promoting the work of the Board, the importance of confidence in policing, the Local Policing Consultation and commencing the process for the recruitment of PCSP independent members for the 2019-20 PCSP reconstitution.

In order to engage with a broad community constituency, exhibition stands were taken at targeted events across the year. The events included nine Local Pensioners Parliaments and the annual Pensioners Parliament, joint justice corner at Balmoral Show, Belfast Pride and Mela, working in partnership to organise the UK National Black Police Officers Association Conference, attendance at the NI Local Government Association (NILGA) Conference; Ulster University Fresher's week, Expo 50+, Young at Heart Retirement Exhibition and Chief Officers' 3rd Sector Conference.

An extensive programme of engagement was also undertaken in relation to the Local Policing Consultation 2018 (LPC). The Board recognised the need for a collaborative approach and delivered a proactive meaningful targeted sectoral engagement as part of the wider consultation. This included older persons, young people, disability groups, faith based organisations, rural groups, business sector, hate crime for a, the LGBTQ+ community, ethnic minority groups, women's groups, political parties and wider community groups. This process demonstrated the Board's consciousness of the fact that Section 75 affected individuals and representative groups may have different needs when it comes to policing.

### **Policing Board Community Engagement**

During 2018 the Board and PSNI jointly completed a 10 week public consultation process on the Local Policing Review 2018 from 30 August to 9 November 2018. This was the largest consultation undertaken in relation to Policing since the work of the Independent Commission for Policing. It included extensive communications and a programme of engagement that worked in partnership with as many individuals and groups as possible in a wide ranging consultation process.

It explored how PSNI can best meet public need and demands and deliver the most effective Local Policing. In addition to this, a proactive approach to targeted sectoral engagement was taken, in particular taking into account Section 75 matters.

The Policing and Community Safety Partnerships (PCSPs) also played a key role in organising local consultation events in all 11 District Council areas. At the close of the consultation there were:

- 4,328 individual responses received to the simulator including written comments;
- 87 public, private, regional and sectoral consultation events held across NI with feedback notes for each;
- 3,067 individuals in attendance (across the 87 events);
- 14 organisational responses received; and
- 886 responses to the three consultation questions.

With the Board being reconstituted, work on the development of an Engagement Strategy will be a focus for the Partnership Committee in 2019-20. The Board also continued to engage with communities throughout Northern Ireland by working closely with the 11 Policing and Community Safety Partnerships.

### **Freedom of Information**

Through the Freedom of Information Act 2000 (FOIA) the public have the right to request information from the Board. During the period 1 April 2018 to 31 March 2019, the Board received 36 requests for information, five of which were responded to outside the required timeframe of 20 working days.

### **Key Issues and Risks**

#### **Key issues**

As has previously been reported, during 2012-13 an Internal Audit Report, 'Review of Procedures within Police Administration Branch', received a limited assurance rating and the findings were reported to the Audit and Risk Management Committee on 22 March 2013. There remains one outstanding issue from this audit which relates to the implementation of an electronic case management system which has not been completed which due to lack of capital funding and Information Technology (IT) compatibility issues. In a follow-up review of 'Procedures within Police Administration Branch' during 2017-18, the issue of implementation of an electronic case management system was examined and upheld. The recommendation is expected to be fully implemented during the 2019-20 financial year subject to the availability of capital funding.

## Risks

The Board's policy on managing risk, and the Risk Management Framework, details the roles and responsibilities of those parties involved in the process. The policy complies with HM Treasury Orange Book guidance and integrates with the Board's approach to corporate and business planning.

The Board's attitude to risk is described as 'risk averse'. Organisational risks are subject to regular review and change and during the course of the year some risks have been removed and others added to the Corporate Risk Register following consideration by the Board's Senior Management Team (SMT).

At the beginning of the 2018-19 financial year, four risks were logged on the Corporate Risk Register. These risks related to the Board not being legally constituted, PSNI human resources and estates responsibilities, the appointment of senior PSNI officers and competing priorities for a new Board. During the year, a new risk was added which related to the NIPB being identified as co-defendants in a number of legal cases; including a high value Judicial Review. This was de-escalated to the directorate risk register in year and the risk associated with the Board not being legally constituted was later removed from the Corporate Risk Register.

A new risk was added following the Chief Constable's notice to retire on 28 January 2019. The Board's SMT considered the risk to the NIPB of the number of vacancies at a senior level within PSNI and the ability to progress appointments within sufficient timescales.

At the end of the 2018-19 financial year there were four risks on the Corporate Register, one of which was rated red (assessed as major impact and almost certain likelihood). This risk relates to the potential of not progressing the Chief Constable appointment process within sufficient timescales, which may result in not having a Chief Constable in post beyond the end of June 2019, the resulting impact on policing the summer period and challenges arising from the UK's exit from the EU and potential reputational damage to the Board. The NIPB has put controlling measures in place to mitigate against the likelihood of occurrence and the impact of any occurrences of the risks identified.

At the end of 2018-19 the key risks identified were as follows:

PSNI Senior Appointments - due to timing of the Board reconstitution and a number of senior officer vacancies, including the Chief Constable position, the Board may not be able to progress appointments within sufficient timescales, which may result in not having a Chief Constable in post beyond the end of June 2019 and impact on policing the summer period and challenges arising from the EU Exit and cause reputational damage to the Board;

- Board reconstitution - due to not having a legally constituted Board for two years, there are a number of competing priorities and demanding timescales which may result in incomplete/ inaccurate processes being followed; delays in appointments of senior officers and staff; PCSP Members and Human Rights Advisor; which may have a negative impact on the reputation of the Board and PSNI;
- PSNI Appointments Process – there is potential weaknesses in the processes for appointing senior PSNI officers and staff which could result in the loss of public money, reputational damage to the Board and confidence in policing; and
- PSNI Human Resources (HR) and Estate Management - the Board has limited control on PSNI HR and Estates responsibilities exercised in the name of the Board by the Chief Constable which may result in a loss of public money and reputational damage to the Board.

## **Going Concern**

The Statement of Financial position as at 31 March 2019 shows net liabilities of £2,577k reflecting liabilities due in future years. To the extent that these are not to be met from the NIPB's other sources of income, they may only be met by future grants or grants-in-aid from the NIPB's sponsoring Department, the DoJ, who is supply financed and draws its funding from the Northern Ireland Consolidated Fund. Therefore there is no liquidity risk in respect of the liabilities due in future years.

Grants from the NIPB's sponsor Department for 2018-19 take into account the amounts required to meet the Board's liabilities falling due in that year and have already been included in the Department's estimates for that year. These had been approved by the DoF, and there is no reason to believe that the Department's future sponsorship and future NIA approval will not be forthcoming. It has accordingly been considered appropriate to adopt a going concern basis for the preparation of the financial statements.

## Performance Summary

The NIPB is resourced by funds approved by the DoF through the latest comprehensive spending review. The final budget for 2018-19 was £5,680k. The Board's expenditure against budget is reported monthly in the Management Accounts which were scrutinised by the SMT and Resources Committee following reconstitution of the Board in December 2018, with in-year pressures and easements reported to the DoJ through the formal process of monitoring rounds. The budget and actual expenditure for 2018-19 is shown below:

<b>Expenditure heading</b>	<b>Budget £000</b>	<b>Actual £000</b>
<b>Resource DEL</b>		
Salaries	2,213	2,271
PCSPs	1,578	1,576
Other	1,815	1,544
Cash payment of provisions	75	98
<b>Total Resource DEL</b>	<b>5,681</b>	<b>5,489</b>
<b>Resource AME</b>	<b>900</b>	<b>(246)</b>
<b>Cash requirement</b>	<b>5,648</b>	<b>5,648</b>
<b>Capital DEL</b>	<b>37</b>	<b>37</b>

The Statement of Comprehensive Net Expenditure is set out in the Financial Statements with supporting notes in the pages that follow.

### Basis of Accounts

The Accounts have been prepared in accordance with an Accounts Direction issued by the DoJ on 28 March 2017, requiring the accounts to present a true and fair view and compliance with the Government Financial Reporting Manual (FReM).

### Events after the Reporting Period

No event as defined in International Accounting Standard 10 has occurred subsequent to the year-end that requires disclosure, except as disclosed in Note 17 of the Accounts.

## **NIPB Business Plan – Performance overview**

The Board's Business Plan for 2018 -19 has fifty-three (53) measures, structured around three themes currently contained within the Corporate Plan for 2017-20.

An assessment of performance for the period 1 April 2018 to 31 March 2019 showed that of the fifty-three (53) measures, thirty-four (34) had been achieved. For twelve (12) measures progress had been made but the measures were only partially achieved. These related to areas of business that could not be fully progressed until the Board was re-constituted on 1 December 2018 and additionally the same rationale explains why seven (7) measures were not achieved.

The updated Business Plan for 2019-20 was considered and approved by the Board at its meeting on 6 March 2019. This will be the last year of the Business Plan based on the current Corporate Plan 2017-20. Work will begin to develop a new Corporate Plan for 2020-2023 and a new Business Plan during 2019-20.

## **Performance Analysis: NIPB Business Plan**

This section provides an evaluation of actions taken, and measured, in order to deliver Year 2 of the Board's Corporate Plan (2017-20) which identifies seven key priority areas of work and sets out the three main outcomes to measure performance against:

1. we have an effective, efficient and continually improving police services and PCSPs (Priorities 1 and 6);
2. we have trust and confidence in policing (Priorities 2, 4 and 5); and
3. we have a safe community, where we respect the law and each other (Priorities 3 and 7).

In order to deliver the Corporate Plan priorities and outcomes a set of measurable actions were identified by the NIPB and formed the basis of the NIPB's Annual Business Plan (2018-19). During this period while performance against the Business Plan continued to be monitored by the NIPB's Chief Executive and SMT, the usual quarterly presentation to the Board was not possible until after the Board was reconstituted in December 2018.



Set out below is a high level overview of performance against the Business Plan measures during the 2018-19 period. Following this overview is a more detailed analysis of each of the three outcomes setting out key areas of work progressed under each.

When the figures are broken down further and compared against the Board's three outcomes, as set out in the Corporate Plan 2017–20, the results are as follows:

### NIPB performance against the Corporate Business Plan Outcomes 2018 - 19

Outcomes	Measures	Fully achieved	Partially achieved	Not achieved
We have an effective, efficient and continually improving police service, Policing Board and PCSPs	33	21	7	5
We have trust and confidence in policing	13	7	4	2
We have a safe community, where we respect the law and each other	7	6	1	-
<b>2018-19 Total</b>	53	34 (64%)	12 (23%)	7 (13%)
<b>2017-18 Total</b>	45	29 (65%)	5 (11%)	11 (24%)

Set out below is further information on progress against each of the measures along with additional detail where appropriate and the Board's position on Environmental issues.

**Outcome 1: We have an effective, efficient and continually improving police service, Policing Board and PCSPs**

<b>Indicator 1.1 An implemented effective performance measurement and accountability framework for the PSNI; the Policing Board and PCSPs</b>	
<b>Measure for 2018-19</b>	<b>Status</b>
<p><b>1.1.1</b> To publish an assessment on PSNI's progress towards achieving the Strategic Outcomes for Policing in the NIPB Annual Report.</p>	<p><b>Fully achieved:</b> A limited assessment was included in the Board's published 2017-18 Annual Report. This stated that in the absence of a legally constituted Board, officials were unable to provide an assessment on the Board's behalf.</p> <p>Following discussion with the Northern Ireland Audit Office, Officials brought a separate assessment to the February 2019 Board meeting for Members' agreement. This assessment was subsequently published on the Board's website.</p>
<p><b>1.1.2</b> To publish the 2019-20 Policing and Performance Plan by 31 March 2019.</p>	<p><b>Partially achieved:</b> A Policing Plan for 2019-20 was agreed by the Board in February 2019 and published on the Board's website by 31 March. A separate Performance Plan, outlining the Chief Constable's and Board's continuous improvement arrangements, was not progressed given the short period after the reconstitution of the Board in December 2018. Members therefore agreed to progress with a Policing Plan set within the previously agreed framework of the 2016-20 Strategic Outcomes for Policing.</p>
<p><b>1.1.3</b> To monitor PSNI performance against measures in the Policing Plan through the Board's relevant Committees.</p>	<p><b>Not achieved:</b> Board Officials received reports from PSNI against the 2018-19 Policing Plan and have engaged with PSNI in order to improve the quality of those reports. Before the Board was legally constituted, Officials provided briefings to independent Members. From February 2019, Board committee meetings received reports. A detailed assessment of PSNI performance against the 2017-18 Policing Plan was provided to the full Board, with a similar exercise for 2018-19 to be carried out in April 2019.</p>

<b>Indicator 1.1 An implemented effective performance measurement and accountability framework for the PSNI; the Policing Board and PCSPs</b>	
<b>Measure for 2018-19</b>	<b>Status</b>
<p>1.1.4 To publish an assessment of PSNI's performance against the Policing Plan within the NIPB Annual Report</p>	<p><b>Partially achieved:</b> A limited assessment was included in the Board's published 2017-18 Annual Report. This stated that in the absence of the constituted Board, officials were unable to provide an assessment on the Board's behalf.</p> <p>Following discussion with the Northern Ireland Audit Office, Officials brought a separate assessment to the February Board meeting for Members' agreement. This assessment was subsequently published on the Board's website on 12 March 2019.</p>
<p>1.1.5 To publish a report on the Board's assessment of PSNI compliance with the Human Rights Act 1998 by 31 March 2019.</p>	<p><b>Not achieved:</b> A decision on the outcome of the publishing of the Board's assessment of PSNI's compliance with the Human Rights Act 1998 was discussed at Performance Committee on 14 March 2019. The report will be published later in the 2019-20 year.</p>
<p>1.1.6 Chief Constable's objectives for 2018-19 agreed and progress monitored at 6 and 12 months.</p>	<p><b>Fully achieved:</b> The Chief Constable has high level objectives for the remainder of his contract to July 2019. A final report on the Chief Constable's performance against objectives over his tenure was considered by the Board in January 2019.</p>
<p>1.1.7 To publish the 2019-20 Business Plan by 31 March 2019.</p>	<p><b>Fully achieved</b> Following Board approval and agreement by the DoJ the 2019-20 NIPB Business Plan was published on 29 March 2019.</p>
<p>1.1.8 To publish an annual assessment against Corporate Plan performance in the NIPB Annual Report.</p>	<p><b>Fully achieved:</b> An assessment of performance against the Corporate Plan outcomes and indicators is included in the Board's Annual Report for 2017-18.</p>

<b>Indicator 1.1 An implemented effective performance measurement and accountability framework for the PSNI; the Policing Board and PCSPs</b>	
<b>Measure for 2018-19</b>	<b>Status</b>
1.1.9 To report to the Joint Committee on Policing and Community Safety Partnership (PCSP) performance and effectiveness for 2017-18 by 31 October 2018.	<b>Fully achieved:</b> PCSP performance and effectiveness report completed and reported to Joint Committee on 26 September 2018.
1.1.10 To monitor and analyse quarterly reports on National Crime Agency (NCA) activity in Northern Ireland and report to Performance Committee.	<b>Fully achieved:</b> NCA reports were received and analysed by Board officials quarterly since February 2017. This Analysis Report was considered by the Performance Committee on 14 March 2019.
1.1.11 Annually assess the levels of public awareness of NCA in Northern Ireland.	<b>Fully achieved:</b> Focussed questions were included in the NIPB module of the 2018 Omnibus Survey which was published on 21 September 2018.  58% of respondents indicated that they had heard of the NCA. 41% of respondents indicated that they had not heard of the NCA, a statistically significant decrease from the 2017 survey results (46%).  70% of respondents who had heard of the NCA indicated that it is working either adequately, well or very well. This is 3% lower than in 2017, though this is not considered statistically significant.  Analysis by religion revealed a statistically significant decrease in the percentage of Protestant respondents indicating that the Agency is working either very well, well or adequately (71%, compared with 81% in the 2017 survey).

**Measure 1.1.5: Publish a report on the Board's assessment of the PSNI's compliance with the Human Rights Act 1998**

The Board is required by section 3(3)(b)(ii) of the Police (NI) Act 2000 to monitor the performance of the PSNI in complying with the Human Rights Act 1998. In order to assist it with fulfilling this duty, the Board has a monitoring framework in place which sets out in detail the standards against which the performance of the police in complying with the Human Rights Act 1998 is monitored. The Board is responsible for implementing the Human Rights Monitoring Framework which requires oversight of a range of areas including Training; Policy; Operations; Complaints, Discipline and the Code of Ethics; Public Order; Use of Force; Covert Policing; Victims; Treatment of Suspects; Policing with the Community and Human Rights Awareness; Privacy, Data Protection and Freedom of Information; and Children and Young People.

In order to fulfil the Board's statutory duties while the Board was not fully constituted, it was agreed at an Independent Members meeting in October 2018 that Board officials would progress the monitoring of PSNI compliance with the Human Rights Act 1998 and prepare a report against the areas within the established monitoring framework. In carrying out this function, as per section 3(4)(d) of the Police (NI) Act 2000, Board officials continued to have regard to the need to co-ordinate activities with those of other statutory bodies, and to co-operate with such authorities in assessing compliance with human rights. Officials obtained and reviewed reports, research and recommendations of these bodies where they touch on PSNI human rights issues and, where the Policing Board's Independent Members considered that a legitimate issue relating to the PSNI's compliance with the Human Rights Act 1998 arises, assessed the PSNI's response to them with the assistance of independent legal advisors. Board officials engage regularly with key stakeholders in the areas of children and young people, domestic abuse, sexual violence and professional standards.

This Human Rights Monitoring Report 2018-19 was presented to the newly reconstituted Board in February 2019, alongside an Assurance Report on the implementation of the recommendations within previous human rights annual reports and thematic reviews. The Assurance Report detailed the recommendations in the Human Rights Annual Report 2015 that the draft Human Rights Annual Report 2016 had recorded as not having been implemented, it outlined any further progress made by PSNI in implementing the

recommendations (based upon meetings and correspondence taken forward by Board officials during 2017 and 2018) and it contained an assessment as to whether the recommendations were Achieved, Partially Achieved or Not Achieved. The Assurance Report also provided the same information in respect of an outstanding recommendation from the Board's Thematic Review of PSNI's Use of the Powers to Stop and Search (2013) and the 14 recommendations in the Policing Race Hate Crime Thematic Review (2017). It will be published in September 2019.

With regard to the Thematic Review of Race Hate Crime, the Board acknowledged there has been significant progress in this area since the report was published, but given the number of recommendations and level of detail to be provided to the Committee in order that Members may properly consider whether each recommendation has been achieved, the Committee has requested that an update PSNI's implementation of the recommendations is brought to the Performance Committee meeting in April 2019 as a substantive agenda item.

In 2017-18 the Board agreed to conduct a review on the Policing of Child Sexual Exploitation (CSE) by the PSNI and the National Crime Agency. The report focused on compliance with the Human Rights Act 1998 as well as international treaty obligations such as the United Nations Convention on the Rights of the Child (UNCRC). The review assessed how the PSNI and the NCA protect children and young people from sexual exploitation and abuse. In March 2019 the Performance Committee of the Board agreed to share the draft report and the recommendations with the PSNI and the NCA and those recommendations are being progressed by both organisations.

### **Independent Reviewers**

Given the nature of covert and national security policing, there are limitations in respect of the amount of intelligence information that can be provided to Members of the Policing Board. Therefore the Board has taken its own independent legal advice on the PSNI's counter-terrorism and security work throughout 2017-18 and 2018-19; most notably in relation to the appropriate use and application of PSNI's powers to stop and search, which is discussed regularly at the NIPB Performance Committee meetings and at the full Board meetings. In November 2018, Counsel reported to the Chair, Vice Chair and the Independent Members of the Board, that the extent and duration of the PSNI's security

authorisations was justified, necessary and proportionate given the present nature and extent of the security threat in Northern Ireland. Counsel also reported that the assistance given by PSNI officers in accessing and explaining covert material and responding to any queries raised has been exceptional. Counsel will continue to review the authorisations for the period 1 April 2019 to 30 September 2019.

Furthermore, the Chair and Vice Chair of the Board, alongside Members of the Performance Committee, met with the Independent Reviewer of National Security Arrangements in Northern Ireland, the Independent Reviewer of Terrorism Legislation and the Independent Reviewer of the Justice and Security (NI) Act 2007 during 2018-19. During those briefings the Performance Committee discusses legality, oversight, proportionality and human rights compliance.

### **Human Rights Advisor**

At the first Board meeting of the constituted Board on 24 January 2019, Members agreed that a panel for the appointment of a Human Rights Advisor would be formed to consider the Board's requirement for human rights advice. The recruitment campaign seeking an Advisor will launch in April 2019 with a view to having an Advisor in place by September 2019.

### **Measure 1.1.9: Report to the Joint Committee on PCSP performance and effectiveness for 2017-18 by 31 October 2018**

The Joint Committee is the body responsible for the governance of PCSPs. It is jointly chaired by the Chair of the Board's Partnership Committee and the DoJ Director of Safer Communities. The Joint Committee meets during the financial year and facilitates open meetings as part of a schedule to enable engagement with PCSP members and key stakeholder groups to seek their views on strategic matters that will impact on PCSPs and to identify current and emerging issues. The Joint Committee also meets with PCSP managers on a quarterly basis to disseminate information and to discuss operational issues.

In 2018-19, the Board continued to support the work of PCSPs via the Joint Committee through private meetings and through meetings with:

- The Councils' Chief Executives and Designated Organisations in September 2018;

- Governance meetings with the PCSP Chairs and Vice Chairs during November and December 2018; and
- Meetings with PCSP Managers in April, June and October 2018 and February 2019.

Further information on the Joint Committee can be found under Measure 3.1.

**Measure 1.1.10: Monitor and analyse reports on National Crime Agency (NCA) activity in Northern Ireland and report to Performance Committee**

In February 2015, the NCA and Proceeds of Crime (NI) Order 2015 permitted the NCA to become fully operational in Northern Ireland. The key responsibilities of the Board as they relate to oversight of the NCA, outlined in this Order, are:

- monitoring the NCA's performance in carrying out its Annual Plan in Northern Ireland; and
- making arrangements for obtaining the co-operation of the public with the NCA in the prevention of organised crime and serious crime.

The NCA has powers to tackle serious, organised and complex crime, including strengthening border defences, accelerating efforts against economic crime, tackling the sexual abuse and exploitation of children, and confronting cyber-crime. The Board is required to establish the efficacy of, and monitor the working relationship between, the PSNI and NCA at six monthly intervals as set out in the Memorandum of Understanding between the Board and the NCA.

To carry out its monitoring function the NCA provided the Board with quarterly narrative reports which capture the NCA's performance with regard to operations tackling organised crime, child sexual exploitation (CSE), civil recovery, cybercrime, organised immigration crime, money laundering and drugs and firearms. To support the Board's monitoring role the NCA Director General should attend meetings with the Board on a biannual basis to discuss the NCA's Annual Plan so far as it relates to the NCA's exercise of functions in Northern Ireland and to discuss performance issues. During 2018-19, in the absence of a constituted Board and Board meetings, senior directors of the NCA met with the Board's Chair and Chief Executive and Board officials on an occasion, in November 2018. They discussed NCA's performance in Northern Ireland in relation to CSE, cybercrime



disruptions, asset denial, drugs and money laundering, modern slavery and human trafficking and fraud/economic crime.

### 1.1.11 Annually assess the levels of public awareness of NCA in Northern Ireland.

In addition, the Board encourages the co-operation of the public with the NCA by including two questions in the annual Omnibus survey facilitated by the NI Statistical and Research Agency (NISRA). The latest survey results were issued in September 2018 and indicated that over half of respondents (58%) indicated that they had heard of the NCA. 41% of respondents indicated that they had not heard of the NCA, a statistically significant decrease from the April 2017 figure (46%). Over two thirds (70%) of respondents who had heard of the NCA indicated that the Agency is working either adequately, well or very well (73% in April 2017).

<b>Indicator 1.2: Effective and efficient management of the financial, human and physical resources of the PSNI and the Board.</b>	
<b>Measure for 2018-19</b>	<b>Status</b>
1.2.1 To ensure Board approval of the NIPB budget for 2019-20 by 31 March 2019.	<b>Partially achieved:</b> The NIPB Budget allocation for 2019-20 was considered and approval recommended at the Resources Committee in March 2019. The full Board endorsed the budget approval on 4 April 2019.
1.2.2 To ensure Board approval of the PSNI budget for 2019-20 by 31 March 2019.	<b>Partially achieved:</b> The PSNI Budget allocation for 2019-20 was considered and approval recommended at the Resources Committee in March 2019. The full Board endorsed the budget approval on 4 April 2019.
1.2.3 To monitor NIPB funding and expenditure for 2018-19 monthly.	<b>Fully achieved:</b> When not fully constituted, Officials produced and monitored NIPB Management Accounts monthly. Following reconstitution the Resources Committee scrutinised the Management Accounts in February and March 2019.

<b>Indicator 1.2: Effective and efficient management of the financial, human and physical resources of the PSNI and the Board.</b>	
<b>Measure for 2018-19</b>	<b>Status</b>
1.2.4 To monitor PSNI Funding and expenditure for 2018-19 monthly.	<b>Fully achieved:</b> When not fully constituted, Officials received and monitored PSNI expenditure monthly. Board Officials also regularly attended Tri –Partite meetings (with PSNI and DoJ Officials) to monitor the PSNI Budget. Following reconstitution the Resources Committee scrutinised the Management Accounts in February and March 2019.
1.2.5 To lay the Board’s Annual Report and Accounts before the NI Assembly in line with Statutory requirements.	<b>Fully achieved:</b> 2017-18 Annual Report laid on 29 June 2018.
1.2.6 To implement actions arising from (Investors in People (IIP) re-accreditation report by 31 March 2019.	<b>Fully achieved :</b> An Annual Review was undertaken by the IIP Assessor in May 2018 which identified achievements over the last 12 months and key areas for focus in the next year. Progress was made in implementing actions from the report.
1.2.7 To implement the Health and Wellbeing Action Plan and reduce staff absenteeism in NIPB to 9 days per employee by 31 March 2019.	<b>Fully achieved:</b> The BU (Be Yourself) Group, which is an internal staff group, continued to lead on promoting health and wellbeing in the organisation throughout the year. This included drafting and implementing an associated Action Plan. The staff absenteeism target for 2018-19 was successfully achieved with absence reported per employee as 6.84 days.
1.2.8 To assess levels of staff satisfaction within NIPB by 31 March 2019.	<b>Fully achieved:</b> A Staff Survey and Action Plan was drafted, agreed and implemented for 2018-19 and will continue during 2019-20. Another staff survey will be undertaken in March 2020 in order to ascertain progress.
1.2.9 To implement an agreed Internal Audit Annual Work Plan by 31 March 2019.	<b>Fully achieved :</b> The Internal Audit Work Plan for 2018-19 was implemented and the identified audits completed within agreed timescales.

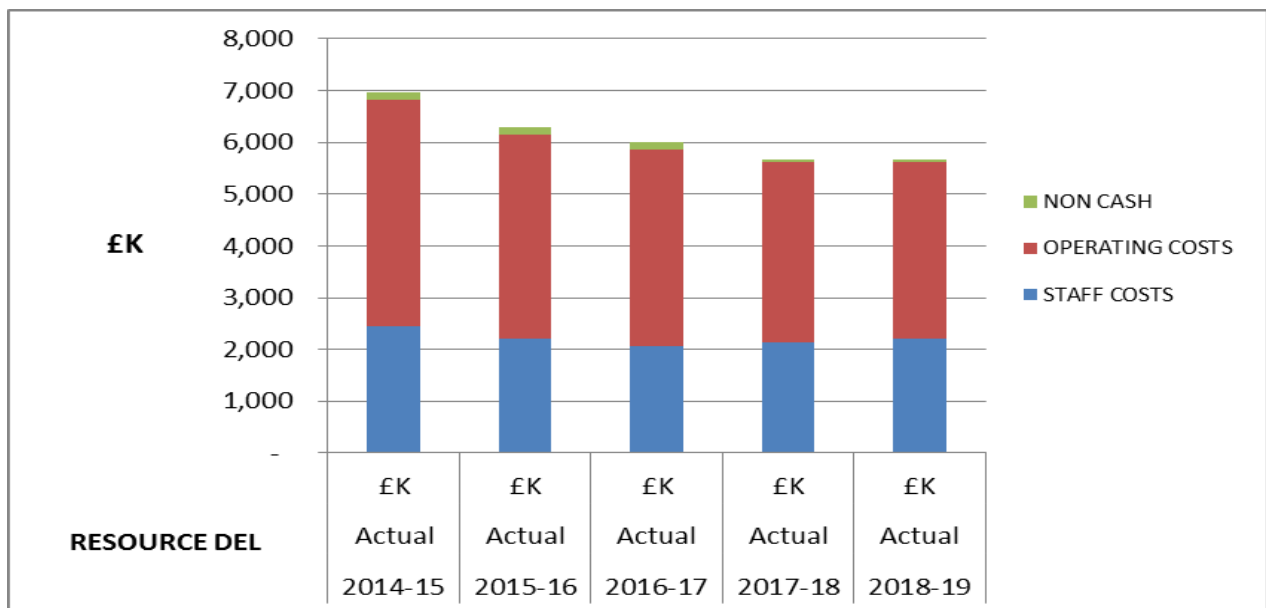
<b>Indicator 1.2: Effective and efficient management of the financial, human and physical resources of the PSNI and the Board.</b>	
<b>Measure for 2018-19</b>	<b>Status</b>
1.2.10 To agree an Audit Strategy by 31 March 2019.	<b>Partially achieved:</b> In the absence of an Audit and Risk Assurance Committee it was not possible to agree an Audit Strategy by 31 March 2019. As an interim arrangement officials agreed an Indicative Audit Plan for 2019-20 and 2020-21. A three year Internal Audit Strategy will be agreed during 2019-20.
1.2.11 To seek ratification of Selected Medical Practitioner (SMP) and Independent Medical Referee (IMR) decisions taken under delegation by Officials quarterly at Resources Committee.	<b>Not achieved:</b> Case statistics for each SMP and IMR decision taken under delegation by Officials were recorded on a monthly basis with a view to these being ratified by the Resources Committee following reconstitution of the Board. Officials were unable to brief the Committee on these case statistics until its meeting in April 2019.
1.2.12 To appoint PSNI Senior Officers and Civilian staff within 5 months of being made aware of the vacancy.	<b>Fully achieved:</b> Following a decision by the Chief Constable to retire on 28 January 2019 the Board agreed that the work associated to identify his successor was a priority. A Plan was put in place to appoint a new Chief Constable. This announcement was made on 24 May 2019.
1.2.13 To progress Police Appeals Tribunals in line with legislative timeframes.	<b>Fully achieved:</b> Eight Police Appeal Tribunals were progressed in line with the legislative timeframes.

### **Measure 1.2.1/1.2.3: Board Budget/ Funding**

#### **Performance Budget**

The chart show details of NIPB budget patterns across the period 2014-15 to 2018-19:

Chart 1 shows the final budget allocation for each of the years 2014-15 to 2018-19, and how this budget was split.



The budget for the 2014-15 year was set as part of the four year Budget 2011-15 period. During the year 2014-15, in-year budget cuts of £376k were imposed on the organisation. However, during 2014-15 additional funding of £250k was obtained to accommodate the PCSP recruitment needs.

The budgets for the periods 2015-16 to 2018-19 were one year allocations. Over the four year period in-year budget cuts (£736k 2015-16, £126k 2016-17, £247k 2017-18, £84k 2018-19) have been imposed on the organisation.

### 2019-20 Financial Year

On 28 February 2019, the Secretary of State set out the 2019-20 resource and capital allocations for Northern Ireland departments.

The DoJ wrote to the Chief Executive on 8 March 2019 outlining the Boards Resource and Capital DEL budgets for the financial year 2019-20. The Resource DEL budget allocation is based on the opening baseline allocation to the Board for the 2018-19 year. Whilst there has been no reduction in the baseline budget it is important to highlight that financially, 2019-20 will be a challenging year for the Board due not only to the requirement to deliver normal statutory responsibilities with a fully re-constituted Board, but also a number of

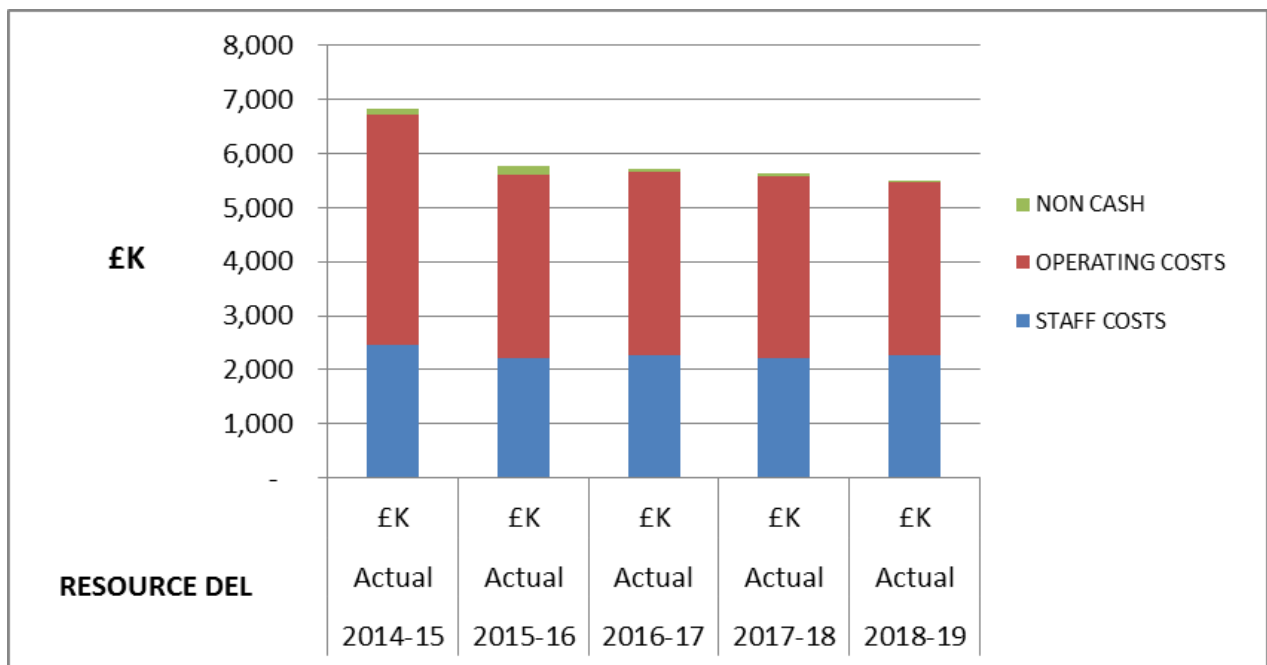
additional pressures and planned expenditure that we face in the next 12 months. These include the re-constitution of PCSPs following the local government elections in 2019 and recruitment of new members; the Chief Constable competition and the progression of other senior officer appointment processes, and the development of a Business Case in relation to the Board’s future accommodation options. Further to this, the DoJ Strategic Resources Committee approved additional funding, detailed in a letter received from the Department of Justice on 24 April 2019, of £250k to assist with the re-constitution of PCSP’s.

The Board has also been allocated £635k Capital DEL to implement a long outstanding priority 1 Internal Audit recommendation which stated that an electronic case management system should be introduced for Police Administration Branch.

**Performance Expenditure**

The chart below show details of NIPB expenditure patterns across the period 2014-15 to 2018-19:

Chart 2: Resource DEL Expenditure 2014-15 to 2018-19



**Results for the 2018-19 Financial Year**

The Statement of Comprehensive Expenditure is set out on page 211 and shows a Resource DEL deficit for the year of £5.5m. The Total Resource DEL budget allocation available for 2018-19 was £5.9m. The Board declared an easement of £0.2m due to the

lack of a legally constituted Board reducing the budget to £5.7m with DEL expenditure against this budget during the financial year of £5.5m, resulting in a reported underspend of under £0.2m.

### **Measure 1.2.2 / 1.2.4: PSNI Funding / Budget**

#### **PSNI Funding**

The Board has a role in negotiating the policing budget, approving the annual budget allocations and holding the Chief Constable to account for the spending of that budget. The NIPB receives funding each year from DoF which it puts at the disposal of the Chief Constable for policing purposes. The funding received is not reflected within the NIPB financial statements but passed on to PSNI and reflected within their financial statements. The Chief Constable has delegated authority in relation to the day to day responsibility for the police budget, but he must report to the Board on how the money is spent. The Board has responsibility for making sure that the funds are spent in an effective and efficient manner and in line with the objectives outlined in the Policing Plan.

The Northern Ireland Assembly was dissolved as of 26 January 2017 for an election which took place on 2 March 2017, on which date political Board members also ceased to hold office. An Executive was not formed following the election within the period specified defined in legislation and therefore the NIPB was not a legally functioning Board from this date until 1 December 2018 when the Secretary of States announced the reconstitution of the Board by formally appointing both independent and political members, made possible by the Northern Ireland (Executive Formation and Exercise of Functions) Act 2018, which received Royal Assent on 1 November 2018.

As a consequence of an Executive not being formed, the Northern Ireland Budget Act 2018 was progressed through Westminster, receiving Royal Assent on 19 July 2018, followed by the Northern Ireland Budget (Anticipation and Adjustments) Act 2019 which received Royal Assent on 15 March 2019. The authorisations, appropriations and limits in these Acts provide the authority for the 2019-20 financial year and a vote on account as if they were Acts of the Northern Ireland Assembly.

On 28 February 2019, the Secretary of State set out the 2019-20 Budget allocations for Northern Ireland departments. This was intended to give clarity to departments as to the

basis for departmental allocations, so that Permanent Secretaries could plan and prepare to take more detailed decisions in that light. On this basis PSNI was asked to operate within a flat budget plus £11m on the 2018-19 opening budget.

In the absence of a Resources Committee in the period to 1 December 2018 the PSNI monthly Management Accounts were scrutinised at meetings with Board Officials and then by the Committee following reconstitution. Police funding is divided into several different categories, the largest category being for expenditure on salaries (revenue expenditure) amounting to £523.9m during 2018-19. PSNI also receives funding for expenditure on capital items such as land, buildings and vehicles, where benefit will be derived from the expenditure over a number of years. In 2018-19, capital expenditure was £43.95m from an available budget of £44.15m resulting in an under spend of under £0.2m, with PSNI receiving £1.3m in capital receipts. The reduced level of capital receipts this year compared to previous years is due to a decrease in the number of asset disposed.

In the absence of a Resources Committee, Board officials continued the oversight of the PSNI on Police Pensions through its role in administering some aspects of police officers' pensions. The 2017-18 financial year Pension Scheme Accounts were also scrutinised by officials as the Board holds responsibility as Pension Scheme Administrator for the Police Pension Scheme.

The PSNI's Statement of Financial Position showed a net liability of over £9.23 billion relating to current and future pension liabilities. Although this figure is a large sum, this represents the total liability rather than the annual cost of pensions. It is standard practice for those pension payment liabilities due each year to be provided for out of funding made available to PSNI. There is no threat to or any danger of frontline policing being affected by this overall liability, or any risk that pensioners will not receive their payments. The annual pension bill was £163.4m and relates to current service costs, enhancements and transfers.

Board officials have worked intensively with PSNI during 2018-19 to make sure the Service operates within budget. The cost of overtime coupled with the comprehensive spending review settlement for the year, has put pressure on existing operational budgets. The NI Assembly through the Comprehensive Spending Review requires all Government

Departments, and ALBs, to consider future funding needs and identify savings. The Board has also worked with the PSNI to approve a balanced budget for 2019-20 and this has required significant financial scrutiny leading to efficiencies across the Police Service.

The Board agreed to accept the following constraints and decisions in achieving a balanced budget, in 2019-20:

- the ability to invest in critical areas where demand is increasing, more complex in nature and often less visible;
- the ability to meet a number of anticipated pressures including rising Legacy costs and Injury on Duty Awards;
- limiting the ability of the Service to be proactive, impacting community and business confidence; and
- providing no resilience in a period of uncertainty.

The Board also noted the limitations connected with the budget will not just affect policing but also the wider justice family and public sector agencies more generally.

### **PSNI Estate**

Another key part of the PSNI budget relates to the police estate. Whilst the Policing Board is the legal owner of the PSNI estate, day-to-day responsibility for estate management is delegated to the Chief Constable and the assets are presented within PSNI's financial Statements. Plans and proposals for the on-going maintenance and development of police buildings are contained in an Estate strategy (the 2016 Estate Strategy) which was approved by the Board in December 2016. The Strategy covers the three year period 2016-17 to 2018-19 and provides details of PSNI plans for major works, minor works, custody provision and proposed station disposals over the three year period. Budgetary constraints will obviously continue to influence the type and nature of works which can be delivered. It is estimated that PSNI will spend around £43m per annum on estate related works. The current financial climate is such that only the highest priority projects are likely to be progressed. The Strategy identifies 12 stations which are already closed and which the Board has approved for disposal. This process of disposal will result in around £1.5m in capital sales receipts and will result in around £600k savings per annum in running costs.



The Resources Committee monitors the implementation of the PSNI Estate Strategy but in the absence of a legally constituted Board, delegated authority was provided to the Chair, Vice Chair and Chief Executive to consider and if appropriate approve any land acquisitions or disposals requested by PSNI since the period of suspension. This included the disposal of Downpatrick, Craigavon, Maghera and Willowfield PSNI Stations. Following reconstitution of the Board on 1 December 2018 the Resources Committee will be reviewing the new Estates Strategy when presented to the Committee in 2019-20.

**Measure 1.2.6: Investors in People (IIP)**

In February 2017 the Policing Board agreed to design a continuous improvement project and develop a Continuous Improvement Action Plan (2017-20) that would work towards IIP accreditation with the aim to provide the Policing Board with a method of improving staff leadership and management, motivation, employee satisfaction and would have the potential to increase productivity. Of the seven (7) key areas identified for improvement in the action plan activities include the following:

**Leadership:** During April to September 2018 NIPB middle and senior management embarked on an extensive Leadership Development Programme which included psychometric assessment and 360 degree feedback. This programme was carried out by an external training provider with expertise in leadership skills.

The analysis and feedback provided by the experts will not only be of value to each individual manager it will also prove valuable to Board colleagues and team members who will develop a greater appreciation of leadership styles and the range of management skills that NIPB managers have which can help to enhance working relationships and the development of more cohesive teams across the organisation. In addition the broad range of skills can be used to ensure that effective support to the Board is provided and that areas for further leadership training and development are identified and pursued.

The second phase of identifying leadership skills is to develop a programme which meets the needs of staff below middle management.

**Engagement and communication:** In order to ensure that the behaviours and values of the Policing Board are mainstreamed throughout the organisation these will form part of the Performance Management System. They will be cascaded throughout the organisation

via the Senior Management Team (SMT) and other line managers and will form part of the mandatory e-learning process for all staff and embedded into the training programme over the next 3 years.

**Staff feeling valued:** A number of actions have been identified and carried out during this period to increase staff's feeling of value and being valued in the organisation. These include the BU (Be Yourself) Group developing a 2018-19 action plan for health and wellbeing and undertaking a number of identified initiatives. As of the 31 March 2019, a positive impact of the BU Group that is apparent is the reduction of staff absenteeism to 6.84 average days lost per employee.

**Learning and Development:** A new Learning and Development (L&D) Strategy is being progressed at present and will include the outcome of the needs emerging from the leadership programme. The Board has taken into consideration the recommendations from the Investing in Volunteers Report and has carried out a series of workshops and developed role descriptions for volunteers.

**Collaborative Working:** To develop collaborate working across the organisation a number of Cross Directorate Working Groups were set up including a Staff Survey Working Group and a Board Reconstitution Working Group. The Board seminar series has also involved staff from various directorates working collaboratively together. The BU Group initiatives including charity fundraising have also enhanced the whole partnership working ethos that we are keen to embed across the organisation.

### **Measure 1.2.9: Internal Audit**

Internal Audit helps an organisation to accomplish its objectives by way of a systematic and methodical approach to evaluate and improve the effectiveness of its risk management, governance and internal control processes and procedures.

One of the main responsibilities of the Board's Audit and Risk Assurance Committee is to approve the Internal Audit Strategy and yearly Internal Audit work programme. At present Deloitte are contracted by the Board to provide internal audit services. As part of the Board's Internal Audit Strategy 2016-19 and the Internal Audit Operational Plan 2018-19, during this reporting year the following internal audit assignments were carried out:

- Internal Audit of Key Financial Controls;
- Internal Audit Complaints Handling; and
- Policing and Community Safety Partnerships (PCSPs) Verification Visits Audit.

In the absence of a legally constituted Board, and consequently an Audit and Risk Assurance Committee (ARAC) for the majority of the financial year, final Internal Audit reports received in this reporting period were copied to the Board Chair and the Department of Justice Permanent Secretary. Once reconstituted all Internal Audit reports were presented to the Board's ARAC for consideration on 28 March 2019.

### **Measure 1.2.11: Injury on Duty (IOD) Administration**

The Board continues to administer a high volume and steady stream of Injury on Duty (IOD) and Ill Health Retirement applications. This includes new applications and all subsequent reconsiderations, reassessments and appeals. The Board continues to work closely with the DoJ to support the IOD appeal process. The Board undertakes IOD administration in line with all relevant regulations and case law together with any departmental guidance. The Board also uses relevant Pensions Ombudsman decisions to inform itself about IOD administration. To this end, the Pensions Ombudsman attended the Northern Ireland Police Pension Board in February 2019 to deliver a seminar on how best to facilitate the IOD process in Northern Ireland.

During the 2018-19 year, the Board's Police Administration Branch processed 172 new applications. Of these applications, 115 were approved in the first instance by the Board's Selected Medical Practitioner (SMP). 57 of these applications were refused by the SMP.

For the same period, the Board worked alongside the DoJ to process 134 appeals. 73 appeals resulted in the original decision of the SMP being overturned. 60 appeals resulted in the Independent Medical Referee (IMR) upholding the SMP's original decision. One appeal was also withdrawn by the Applicant during the same time period.

### **Measure 1.2.12: PSNI Senior Officer/ Civilian Staff Appointments**

The Police (NI) Act 2000 Section 35 (1) and (2) provides the Board with the statutory responsibility to appoint all Chief Officers and Senior Police Staff Equivalents above the rank of Chief Superintendent. During the 2018-19 period the Board was aware of a

number of PSNI Senior Officer and/or Civilian vacancies, but in the absence of a legally constituted Board, the ability to progress with substantive appointments was not possible. To ensure the efficiency and effectiveness of the PSNI was not impacted, a number of temporary appointments were put in place. The NIPB has no role in making temporary promotions; decision making authority for this rests with the Chief Constable.

Following the reconstitution of the Board in December 2018, the first formal Board meeting took place on 24 January 2019. A key priority for the Board was progressing with the substantive appointment of a number of senior PSNI vacancies and the Chief Constable's tenure given his contract expiration in June 2019.

The Board agreed, subject to Departmental approval, to offer the Chief Constable a 3 year extension. The Chief Constable subsequently announced, on 28 January 2019, his intention to retire with effect from June 2019. At the Board meeting on 6 February 2019 it was agreed:

- To progress the appointment process of a new Chief Constable as a priority and in doing so to procure the appointment of a specialist advisor (Occupational Psychologist) to support the Board in the process; and
- To consider the sequencing of the appointment processes for other senior officer positions filled on a temporary basis, but that the Board should take time to consider the future requisite structure of the PSNI Service Executive Team.

A timetable and work programme for the appointment of a new Chief Constable was progressed. A procurement exercise resulted in Pertemps Professional Development being appointed to support the Board in the Chief Constable recruitment process and a timetable of the key activities and associated target dates is in place.

The procedures being applied are in line with the NIPB's guidance for the appointment of Chief and Senior Police Equivalents and to provide additional assurance and confidence in the process, the Board agreed to incorporate additional independent scrutiny throughout the recruitment process. This includes:

- the appointment of an independent Equality and Diversity Advisor to advise on the design of the recruitment process; and

- additional independent oversight and quality assurance checks on the delivery of the selection and appointment process.

These additional measures will provide greater assurance that the recruitment process is based on the principles of equality of opportunity and that the successful candidate is appointed on the basis of merit.

Following the new Chief Constable’s appointment, the NIPB will consider the timetabling of the appointment process for the other PSNI Service Executive Team vacancies.

**Measure 1.2.13: To progress Police Appeals Tribunals in line with legislative timeframes.**

The Board is also required under the Royal Ulster Constabulary (Appeals) Regulations 2000 and The Police Appeals Tribunal Regulations (NI) 2016 to administer the police appeals tribunal process and facilitate the tribunal’s hearings. The Police Appeals Tribunal (PAT) is an independent body established under legislation to consider appeals brought by police officers against the finding and or sanction imposed by a misconduct or unsatisfactory performance panel. In the year 2018-19, five new appeals were received and six were concluded. Of the tribunals concluded during this year five were dismissed and one was upheld.

<b>Indicator 1.3: Modernisation and improvement of the PSNI and Policing Board to address changes in community needs; statutory requirements and developments in policing.</b>	
<b>Measure for 2018-19</b>	<b>Status</b>
1.3.1 To report to Committee PSNI’s progress on the implementation of recommendations from Her Majesty’s Inspectorate of Constabulary Fire and Rescue Service (HMICFRS) and Criminal Justice Inspectorate Northern Ireland (CJINI).	<b>Not achieved:</b> In the absence of a fully constituted Board Officials have considered inspection reports from both CJINI and HMICFRS and have sought updates from PSNI in respect of those recommendations. Given the considerable workload of Committees after Board reconstitution updates were not provided to the committees before 31 March 2019. Consideration of the implementation of key recommendations, particularly as they pertain to performance against the Policing Plan, will be considered at the April 2019 committee meetings.

<b>Indicator 1.3: Modernisation and improvement of the PSNI and Policing Board to address changes in community needs; statutory requirements and developments in policing.</b>	
<b>Measure for 2018-19</b>	<b>Status</b>
1.3.2 To approve and publish the NIPB Continuous Improvement approach for 2019-20 by 31 March 2019.	<b>Fully achieved :</b> In February 2017, the Board agreed a three year Continuous Improvement Project to cover the period 2017 – 2020 to support the achievement of Generation V1 Investors in People Award.
1.3.3 To monitor the NIPB Continuous Improvement approach for 2018-19 by 31 March 2019.	<b>Fully achieved :</b> The Continuous Improvement Action Plan identifying key areas for improvement was implemented across the organisation throughout the year.
1.3.4 To approve PSNI Continuous Improvement arrangements by 31 March 2019.	<b>Fully achieved:</b> A Policing Plan for 2019-20, which outlined PSNI's continuous improvement arrangements, was agreed by the Board in February 2019 and published on the Board's website by 31 March 2019.
1.3.5 To monitor PSNI's implementation of Continuous Improvement through twice yearly reports to arrangement relevant committees by 31 March 2019.	<b>Not achieved:</b> Officials received reports from PSNI in relation to continuous improvement arrangements during 2018-19. Given the considerable workload of committees after Board reconstitution, updates were not provided to the committees before 31 March 2019. An assessment of PSNI's progress will be included in the Board's Annual Report which will be published by 30 June 2019.
1.3.6 To implement the recommendations from the 2018 NIAO report on continuous improvement arrangements in policing.	<b>Partially achieved:</b> Officials continued to work in collaboration with PSNI and the NIAO to implement recommendations from the 2017 and 2018 NIAO reports on continuous improvement arrangements in policing. However progress has been limited given that the Board was not reconstituted until December 2018, and the direction for 2019-20 was not considered until February 2019. Some limited progress has been made in reducing the number of measures, but further work will be required in developing the overarching strategy for 2020-2024 to ensure the recommendations are implemented.

<b>Indicator 1.3: Modernisation and improvement of the PSNI and Policing Board to address changes in community needs; statutory requirements and developments in policing.</b>	
<b>Measure for 2018-19</b>	<b>Status</b>
1.3.7 To produce at least one research project by 31 March 2019.	<b>Fully achieved:</b> Ulster University produced the Independent Analysis of the Local Policing Consultation. The final draft report was approved at the 21 March 2019 Partnership Committee meeting for members to recommend to the Board approval to publish.
1.3.8 To carry out a review of Board / Committee effectiveness by 31 March 2019.	<b>Partially achieved :</b> Preliminary work was undertaken by Business Consultancy Service during 2018-19 but as the Board was not reconstituted until December 2018 only limited progress was possible and the effectiveness review could not be completed by 31 March 2019.
1.3.9 To ensure compliance with the General Data Protection Regulation (GDPR) by 25 May 2018 and any further legislative requirements.	<b>Fully achieved:</b> Programme of work progressed to ensure compliance including the development of Board Information Asset Register, new policies introduced to support GDPR requirements, mandatory staff training on GDPR changes and a contracts review assessment of compliance completed May 2018. Ongoing reports to Senior Management in line with Governance requirements.

## **Outcome 2: We have trust and confidence in policing**

<b>Indicator 2.1: Improve public awareness and participation in policing issues and increase accountability to the public.</b>	
<b>Measure for 2018-19</b>	<b>Status</b>
2.1.1 To increase public awareness and satisfaction of the Policing Board by 31 March 2019.	<b>Partially achieved:</b> Focused questions were included in the NIPB module of the 2018 Omnibus Survey which was published on 21 September 2018. In the 2018 survey 85% of respondents had heard of the NIPB. This is 2% points increase on the 2017 survey, though this result is not statistically significant. 78% of respondents who had heard of the NIPB indicated that it is working either adequately, well or very well. This figure is 4% points lower than the 2017 survey results. Analysis by religion revealed a statistically significant decrease for Protestant respondents indicating that the Board is working either adequately, well or very well (77%, from 84% in April 2017).

<b>Indicator 2.1: Improve public awareness and participation in policing issues and increase accountability to the public.</b>	
<b>Measure for 2018-19</b>	<b>Status</b>
2.1.2 To increase the number of people accessing the NIPB online channels by 31 March 2019.	<b>Fully achieved:</b> At the 31 March 2019 the number of people who had accessed the Board's online channels compared with the previous year. The results included:  Twitter followers: increased from 4957 to 5787; Facebook likes: increased from 945 to 1177; Website views: increased from 124,380 to 163,884; and You Tube views: increased from 2859 to 4,000.
2.1.3 Implement a programme of engagement and events in line with the Board's Engagement Strategy involving Key Stakeholders.	<b>Fully achieved:</b> Extensive programme of engagement and events implemented during 2018-19 year and included a major consultation programme as part of the Local Policing Review Consultation 2018. Engagement Strategy to be developed in conjunction with the Partnership Committee. Current engagement process in place in relation to the Chief Constable appointment process.
2.1.4 Deliver a programme of events that highlights key policing issues by 31 March 2019.	<b>Fully achieved:</b> Seminar sessions held on 29 May 2018 on Neighbourhood Policing, 22 October 2018 on Policing Transformation and 28 March on Policing the EU Exit.
2.1.5 Work closely with the PSNI in implementing the Policing with the Community (PwC) Project.	<b>Partially achieved:</b> Worked in partnership with PSNI on the Local Policing consultation process with 87 events hosted and over 3,000 participants. A draft Consultation Analysis report was provided to the Partnership Committee at their March 2019 meeting which identified the need for increased work in terms of Policing with the Community. This work will be taken forward by the Partnership Committee in partnership with the PSNI.
2.1.6 Deliver the Independent Custody Visiting (ICV) Scheme and compile the relevant information to keep stakeholders informed.	<b>Fully achieved:</b> Scheme operating successfully with 508 visits to custody recorded during 2018-19. Continued engagement with stakeholders, including Independent Custody Visiting Association (ICVA), PSNI, and National Preventive Mechanism (NPM) throughout the year. ICVA annual conference attended by custody visitors. staff invited to be a member of the Evaluation of Custody Pathfinder for the Provision of Healthcare in Custody.



<b>Indicator 2.1: Improve public awareness and participation in policing issues and increase accountability to the public.</b>	
<b>Measure for 2018-19</b>	<b>Status</b>
2.1.7 To hold at least 8 Board meetings in public during 2018-19.	<b>Not achieved:</b> Given that the Board was not fully constituted until 1 December 2018 two Board meetings in public were held in February and March 2019.

### **Measures 2.1.1 – 2.1.4: Improve public awareness and participation in policing issues and increase accountability to the public**

A number of communications and engagement channels are used to inform the community, stakeholder groups and partner agencies about the Board's work. Information is routinely published on the Board's online channels so that the public can see the discussions and decisions that the Board has in respect of policing and better understand the types of work that its Members carry out. Public meetings of the Board are livestreamed so that those who can't attend in person can see the Board question the Chief Constable on policing matters.

In this reporting period, three seminar sessions were also held which provided the opportunity to engage with interested parties to have more in depth discussions on issues of policing importance.

Whilst a fully constituted NIPB was not in place for the majority of 2018-19, the Engagement Branch, with the support of Independent Members, continued to carry out proactive engagement. This involved meeting with organisations to establish and build on stakeholder relationships and connecting with individuals and communities through various forms of engagement. Key messages included promoting the work of the Board, the importance of confidence in policing, the Local Policing Consultation and the PCSP reconstitution.

In order to engage with a large footfall exhibition stands were deployed at targeted events across the year. The events included nine Local Pensioners Parliaments and the annual Pensioners Parliament; joint justice corner at Balmoral Show, Belfast Pride and Mela; The National Black Police Officers Association Conference; Northern Ireland Local

Government Association (NILGA) Conference; Ulster University; Expo 50+; Young at Heart Retirement Exhibition and Chief Officers 3<sup>rd</sup> Sector Conference.

The Branch also led on the development of a GDPR compliant contact database for teams across the Board. The database now holds over 500 contacts. An extensive programme of engagement was also undertaken on the Local Policing Consultation (LPC) and further details on this are included within the LPC section of this Annual Report. It is envisaged that with the Board being reconstituted discussion can now take place within the Partnership Committee on the formation of an Engagement Strategy for the Board.

### **Measure 2.1.5: Policing with the Community: Local Policing Consultation**

The Board and PSNI worked in partnership to jointly complete a ten week public consultation process on the Local Policing Review 2018 from 30 August - 9 November 2018. It included extensive communications and a programme of engagement that worked in partnership with as many individuals and groups as possible in a wide ranging consultation process.

It explored how PSNI can best meet public need and demands and deliver the most effective Local Policing. In addition to this a proactive approach to targeted sectoral engagement was taken, in particular taking into account Section 75.

PCSPs also played a key role in organising local consultation events in all 11 District Council areas. At the close of the consultation there were:

- 4,328 individual responses received to the simulator including written comments;
- 87 public, private, regional and sectoral consultation events held across NI with feedback notes for each;
- 3,067 individuals in attendance (across the 87 meetings);
- 14 organisational responses received; and
- 886 responses to the three consultation questions.

The NIPB and the PSNI were pleased with the public response to the consultation making this the largest consultation on policing since 2001. In order to bring a degree of independence to the analysis of all the information gathered the NIPB and the PSNI

appointed Ulster University (UU) to compile a report in relation to the consultation feedback which is due with the Board in April for approval to publish.

### **Measure 2.1.6: Deliver the Independent Custody Visiting (ICV) Scheme**

Section 73 of the Police (NI) Act 2000 requires the Board to make, and keep under review, arrangements for designated places of detention to be visited by lay visitors. This function is carried out by the Independent Custody Visiting Scheme.

ICVs are impartial volunteers from the community who make unannounced visits to police custody suites to monitor the welfare and treatment of detainees, and the conditions of detention of people being held in custody as part of its remit to deliver independent effective oversight of policing in Northern Ireland. From the visits any issues or concerns are brought to the attention of PSNI and the Board for addressing using the custody visiting forms completed for each visit. There are currently 32 ICVs with a mixed composition of gender, age and community background based in 3 Custody Visiting Teams across NI, the:

- North West;
- South East; and
- Tyrone Fermanagh.

Quarterly and annual statistical reports are produced on the Scheme and highlight the overall number of ICV visits, number of detainees spoken to, and a breakdown of satisfactory and unsatisfactory visits. In the reporting period April 2018-March 2019, PSNI advised of 26,185 detained persons through custody. The Board's team of ICVs carried out 508 valid visits to custody suites across Northern Ireland; of which 41 were to Terrorist Act (TACT) detainees. During this time there were 986 detainees held under Police and Criminal Evidence (PACE) detention with an interview uptake rate with ICVs of 41% (403 *detainees interviewed*); and 45 detainees held under TACT with an interview uptake rate of 22% (10 *detainees interviewed*).

The information provided by ICVs is essential to the NIPB's reporting onto four UK wide organisations aligned to Custody Visiting. These are:

- Independent Custody Visiting Association (ICVA);
- National Expert Forum (NEF);

- TACT Network; and
- National Preventive Mechanism (NPM):

In conclusion, the 2018-19 year has been a busy year for the Custody Visiting Scheme and the ICVs. The Scheme has increased its engagement with partners / stakeholders and successfully capitalised on additional custody visiting awareness raising opportunities. ICVs have continued to play a vital role in ensuring the Board deliver effective independent oversight of policing. With accountability comes transparency - that is what custody visiting does. Through the Board's ICV's we let the citizen in to help create and develop a police

<b>Indicator 2.2: Increase public confidence in the police by understanding and responding to the interests of the community, including those under-represented in the PSNI and areas where confidence is lower.</b>	
<b>Measure for 2018-19</b>	<b>Status</b>
2.2.1 Monitor PSNI Professional Standards to include a briefing from representatives from the Office of the Police Ombudsman (OPONI) and PSNI at the Performance Committee by 31 March 2019.	<b>Partially achieved:</b> Board Officials monitored information on PSNI professional standards throughout the year and the Performance Committee received a briefing from PSNI Professional Standards on 14 February 2019.  It was not possible to arrange a briefing with OPONI before the year end.
2.2.2 To revise and publish the Code of Ethics by March 2019.	<b>Not achieved:</b> PSNI have advised that the final draft of the revised Code of Ethics will not be available for the Board to consider until late 2019.
2.2.3 Deliver the Independent Community Observer (ICO) Scheme to provide an independent view of the PSNI's recruitment campaign(s) and contribute to transparency and confidence in the process.	<b>Fully achieved:</b> As part of the PSNI 2018-19 recruitment campaign ICOs carried out a total of 27 observation visits and observed 58 roleplay sessions. 96% of the ICOs rated their visit as 'good' and 4% as 'acceptable'.

<b>Indicator 2.2: Increase public confidence in the police by understanding and responding to the interests of the community, including those under-represented in the PSNI and areas where confidence is lower.</b>	
<b>Measure for 2018-19</b>	<b>Status</b>
2.2.4 To monitor the representation of PSNI Workforce in line with agreed timescales.	<b>Fully achieved:</b> Officials have continued to receive reports from PSNI with regard to workforce representation across the organisation as well as in specific branches, the People Strategy, recent recruitment competitions, and the Equality, Diversity and Good Relations Strategy.

### Measure 2.2.1: Monitor PSNI Professional Standards

The Board is required by section 3(3)(c)(i) of the Police (NI) Act 2000 to keep itself informed as to the workings of the system in place through the Office of the Police Ombudsman for Northern Ireland (OPONI) for dealing with complaints against the PSNI, trends and patterns of complaints and subsequent disciplinary proceedings arising as a result of the complaint. To assist the Board in fulfilling its obligations a Professional Standards Monitoring Framework is in place. The 2018-19 annual report is the fifth annual report against this framework which PSNI and OPONI provide the Board with a range of information:

- Trends and patterns in complaints and allegations made to OPONI by members of the public;
- PSNI Anti-Corruption and Vetting Branch and Discipline Branch Annual Report;
- Information on Statute Barred Cases<sup>1</sup>;
- The Policy Evaluation Group Annual Report; this report sets out learning identified from any OPONI policy recommendations.
- Information relating to police staff discipline, and;
- Referrals made to OPONI by the Chief Constable<sup>2</sup>

Further analysis of the trends and patterns in complaints is conducted through the Board's Policing Plan monitoring which can be found at page 71.

<sup>1</sup> Statute Barred Cases are cases where a prosecution cannot proceed due to the police file not being submitted to the Public Prosecution Service within the statutory timescale for the relevant offence.

<sup>2</sup> In accordance with section 55 of the Police (NI) Act 1998 the Chief Constable must refer any incident where a death has occurred following contact with the police, and he/she may refer any incident which indicates possible criminality or misconduct and which the Chief Constable believes it is in the public interest for the Ombudsman to investigate. The Chief Constable must also notify the Police Ombudsman of all discharges of firearms, AEP or Taser.

The main types of misconduct only files opened during 2018-19 relate to officers carrying out business interests without approval or working whilst sick (nine), integrity issues relating to various issues such as dishonesty with supervisors and overtime (seven) and substance misuse tests (five). During 2018-19 there were 14 misconduct hearings, of which six resulted in the officer either dismissed with/without notice or required to resign and 31 misconduct hearings, of which there were 21 written warnings.

A total of 38 officers attracted three or more complaints in the 12 months up to the end of March 2018-19. This is a reduction of nine from the 29 officers in the previous year, and continues the downward trend seen over the last five years. A total of 21 officers received a criminal conviction during 2018-19 for a range of matters such as; data protection, drink driving, excess speed, common assault and disorderly behaviour. Of these 19 were constables and two were sergeants. They received discipline outcomes such as being dismissed, written warnings or a reduction in pay.

The Police Ombudsman may, following an investigation into a complaint or a referred matter, make policy recommendations to PSNI as well as disciplinary recommendations. Once the Police Ombudsman's Office makes a policy recommendation, they will assign it as either 'Strategic, Operational, or Area for Minor Improvement (AFMI)'. Further to a recommendation in the Board's Human Rights Annual Report 2013, PSNI established a Policy Evaluation Group (PEG) specifically for the purpose of considering OPONI policy recommendations. The PEG comprises representation from OPONI, PSNI and the Criminal Justice Inspection Northern Ireland and a NIPB official attends in an observer capacity. An annual report is produced through the PEG which sets out learning identified through OPONI recommendations.

In 2018-19 PSNI received 11 policy recommendations arising from 8 cases. This continues the downward trend on the 40 policy recommendations received in 2017-18 and the 47 received in 2016-17. All recommendations were classed as operational in nature. There were no recommendations classed as Strategic or 'Areas for Minor Improvement'.

In 2018-19 35 policy recommendations were reported by PSNI as closed; 19 were accepted, 10 were considered already in place, an alternative solution was found for 3, 1 was partially accepted and 2 were not accepted.

The number of investigations resulting in policy recommendations in 2018-19 has reduced when compared to the previous two years. There were 8 investigations in 2018-19 (1 case contained 3 individual recommendations) down from 21 investigations in 2017-18 and 24 in 2016-17. There have been 554 policy recommendations made by the Police Ombudsman since 2008, most commonly relating to custody (77), police investigations (46) and evidence & property handling (34).

### Statute Barred cases

A case becomes statute-barred and cannot be brought to court where prosecutors fail to start proceedings within six months of an offence occurring. This applies to summary-only cases — those dealt with by magistrates courts. Serious crime cases, including murder, rape and armed robberies, are indictable offences and not subject to statutory time limits. 2018-19 continued to see a decrease in the number of statute barred cases (62) compared to 81 in 2017-18.

During 2018-19 there were 17 police officers were suspended, which is an increase of 13 for 2017-18. 21 officers are currently on suspension (three part-time officers, 13 constables, two sergeants and three at inspector or above), of which eight have been suspended for over a year with four of these awaiting criminal proceedings. 12 of the 21 officers on suspension are suspended for on-duty conduct and nine for off-duty.

Repositioning is an alternative to suspension pending the outcome of an investigation. During 2018-19 37 officers were repositioned (currently 35), an increase of 17 from 2017-18. Of those currently repositioned, there are 30 constables, three sergeants and two at inspector and above.

In respect of police staff, during 2018-19 there have been 39 discipline cases held and 24 concluded. 11 police staff were suspended and 15 cases are on-going.

Under section 55(4) of the Police (NI) Act 1998 the Chief Constable may make a referral to the OPONI to investigate where it appears that a member of the service may have committed a criminal offence or behaved in a manner which would justify disciplinary proceedings, and it is in the public interest for the Ombudsman to investigate. During 2018-19 a total of 13 cases were referred to the Ombudsman.

**Measure 2.2.3: Deliver the Independent Community Observer Scheme (ICO)**

Following the Report of the Independent Commission on Policing, the NIPB established a team of volunteers from all sections of the community known as Independent Community Observers (ICOs). In line with Section 10 of the Police (Recruitment) (NI) Regulations 2001, these volunteers observe and report to the Board on the PSNI recruitment processes for Police Officers.

ICOs are involved in the Assessment Centre stage of the PSNI recruitment process. They observe a sample of key parts of the recruitment process and report back to the NIPB on the adequacy of facilities and arrangements; and whether, as far as practicable, the same procedures are applied to all candidates.

This year the PSNI recruitment campaign was advertised in October 2018. Nine (9) ICOs took part in independent oversight of the campaign and the assessment centre was held in 1 venue in Belfast from 14 January - 26 March 2019. During this time ICOs carried out a total of 27 observation visits and observed 58 roleplay sessions; 96% of the ICOs rated their visit as 'good' and 4% as acceptable.

The volunteer ICO role is integral in providing independent oversight of the PSNI recruitment process for Police Constables and the Board understand the delicate nature of this role and are appreciative of the time commitment and valuable contribution given by the ICO volunteers.

<b>Indicator 2.3: Promote equality, diversity and good relations practices within the Board and with those with whom we work.</b>	
<b>Measure for 2018-19</b>	<b>Status</b>
2.3.1 To consult on, and revise the draft NIPB Equality and Disability Action Plans by 31 March 2019.	<b>Partially achieved:</b> Although draft Plans were developed, as the Board was not re-constituted until December 2018 it was not possible to progress a consultation process on a proposed Equality and Disability Action Plan by 31 March 2019.
2.3.2 To submit an Annual Progress Report by 31 August 2018 to the Equality Commission.	<b>Fully achieved:</b> The Annual Progress Report was submitted to the Equality Commission on 29 August 2018.



**Outcome 3: We have a safe community, where we respect the law and each other**

<b>Indicator 3.1 Support the PSNI and PCSPs in collaborative delivery against the Strategic Outcomes for Policing and the Policing Plan.</b>	
<b>Measure for 2018-19</b>	<b>Status</b>
3.1.1 Work in partnership, through the Joint Committee, to deliver an effective PCSP Programme of activity that delivers their strategic objectives.	<b>Fully achieved:</b> In 2018-19 the NIPB continued to support the work of PCSPs through the Joint Committee, with meetings held in June and September 2018 and Governance meetings held with PCSPs in November and December 2018.
3.1.2 Secure and administer a multi-million pound grant aid programme to PCSPs.	<b>Partially achieved:</b> £4.4m budget secured for 2018-19 year. By the end of the reporting year, 8 of the 11 PCSPs had declared final expenditure. The project overall expenditure rate for the 2018-19 financial year based on those that have submitted is 98%.
3.1.3 Report on PCSP effectiveness and impact, identifying and disseminating examples of good practice.	<b>Fully achieved:</b> A report on PCSP effectiveness was completed and was approved by the Partnership Committee in February 2019 and approved for publishing by the NIPB in March 2019. The final report has published on the Board's and PCSP websites and distributed to all key stakeholders including PCSP Members.
3.1.4 Support Board Member engagement with PCSPs, and collaborate with PCSPs to enhance community input to the work of the Board.	<b>Fully achieved:</b> All PCSPs fully engaged in the Local Policing Consultation by organising a private and public meeting for the consultation process. Board members have led on these meetings. Board members have also continued to attend PCSP private/public meetings and events.
3.1.5 Produce a strategic plan for PCSP Reconstitution in May 2019.	<b>Fully achieved:</b> A strategic plan for reconstitution has been developed and divided into three stages. Publicity has been carried out in conjunction with the PSNI Consultation at 80 events covering all Council areas and section 75 groupings. Additional contact has been made with all section 75 groups via a bespoke offer of information sessions. Recruitment formally opened on 12 March 2019, closing 12 April 2019.

### **Measure 3.1- 3.4: Supporting the work of Policing and Community Safety Partnerships (PCSPs)**

#### **Partnership Working**

There are 11 Policing and Community Safety Partnerships (PCSPs) and 4 District Policing and Community Safety Partnerships (DPCSPs) which are legislated for by the Justice (NI) Act 2011. The PCSPs cover the 11 Council areas and the 4 DPCSPs operate under Belfast PCSP to cover East, South, West and North Belfast respectively. PCSPs are made up of 10 Political Members nominated by the local Council; 9 Independent Members appointed by the Board; and representatives of 7 Designated Organisations which are statutory organisations whose work is considered to have a positive impact on community safety.

The Joint Committee is the body responsible for the governance of PCSPs. It is jointly chaired by the Chair of the Board's Partnership Committee and the DoJ Director of Safer Communities. The Joint Committee meets during the financial year and facilitates open meetings as part of a schedule to enable engagement with PCSP members and key stakeholder groups to seek their views on strategic matters that will impact on PCSPs and to identify current and emerging issues. The Joint Committee also meets with PCSP managers on a quarterly basis to disseminate information and to discuss operational issues.

In 2018-19, the Board continued to support the work of PCSPs via the Joint Committee through private meetings and through meetings with:

- The Council Chief Executives and Designated Organisations in September 2018;
- Governance meetings with the PCSP Chairs and Vice Chairs during November and December 2018; and
- Meetings with PCSP Managers in April, June and October 2018 and February 2019.

During 2018-19, following a training needs survey which was issued to PCSP members in May 2018, the Joint Committee invested in a bespoke PCSP training plan. In October 2018, a training provider was contracted to deliver Chair and Vice Chair training which was offered to all PCSPs. A UK expert on Outcome Based Accountability was appointed to

deliver 4 regional training sessions in November and December 2018, focusing specifically on effective OBA reporting. Feedback received from participants was very positive and has resulted in higher quality reporting across the PCSPs.

During February and March 2019, the Joint Committee organised four regional workshops focusing on the Culture of Lawfulness. These provided a strategic update from the DoJ on the Executive Plan, sharing of good practice examples by PCSPs and an opportunity for discussions on PCSP interventions to embed a culture of lawfulness. The Joint Committee expect that this training will lead to PCSP's being more effective locally and delivering local impact.

PCSP's have also been encouraged to report examples of good practice which are profiled at various events and monthly in the PCSP ezine Inpartnership and the PCSP website and social media channels. Independent Board members continued to engage with PCSPs throughout the year and attended 15 PCSP meetings throughout Northern Ireland.

### **PCSP Effectiveness**

PCSPs and DPCSPs are currently required to provide the Joint Committee with specific information during the course of a financial year to enable their effectiveness to be monitored. This information consists of:

- Annual Reports;
- Annual action plans with quarterly financial returns and progress reports; and
- Reports from the Policing Committee in relation to specific measures contained within the Policing Plan.

In turn, this information is reviewed and utilised to produce an Annual Effectiveness Report for Joint Committee and the Board's Partnership Committee. During 2018, Board officials prepared the Annual Effectiveness Report for the 2017-18 financial year which was approved by the Partnership Committee at their March 2018 meeting. The Executive Summary of the report is provided below;

PCSPs are increasingly playing a very important role in building successful partnerships and important relations at the local level that allows impacts to be delivered in improving community safety, tackling crime and also supporting community confidence in policing

during a difficult time in the absence of an Assembly in Northern Ireland. The activities supported by PCSPs are also making a significant contribution to the Programme for Government Outcome 7 where it states that “we have a safe community where we respect the law and each other.” PCSPs invest funding in a wide and diverse portfolio of activities that result in the following impacts:

- Fifteen diverse and meaningful partnerships are working and functioning effectively at the local district level with the elected representatives, statutory bodies and community representatives fully participating across the region;
- Awareness raising and knowledge increasing activity around drugs and alcohol misuse has contributed to a decline in the number of individuals receiving treatment regionally and also contributed to an increase in drug seizures and drug related arrests;
- Regionally, anti-social behaviour incidents have been declining during 2017-18 and PCSPs have supported a significant number of initiatives in this area, engaging over 32,000 individuals and supporting over 14,500 on street patrols by either community safety wardens, street pastors or street angels schemes;
- Incidents of burglary in Northern Ireland remain low and PCSPs have contributed to this by holding home safety events across the region of which nearly 3,000 people have benefited from. Also, by administering 766 Neighbourhood Watch Schemes a significant contribution is made to improving community safety and contributing to the Programme for Government Outcome 7 of having a safe community where we respect the law and each other;
- Where people are killed or seriously injured in road traffic accidents the impact on the local community is significant. All PCSPs contribute to awareness raising and educational events around road safety and deaths and casualties have been decreasing over the last three years. During 2017-18 PCSPs collectively organised 62 road safety events where almost 11,000 individuals benefited and in particular, over 5,000 young people attended a Road Safe Roadshow;
- Domestic Violence crime represents 15% of all reported crime during the year and PCSPs contributed to tackling this issue by supporting four Domestic Abuse Workers to work in partnership with the PSNI to support 744 women from reporting through to court proceedings;

- All PCSP activity makes an important contribution to increasing community confidence in policing. Community confidence in policing reached an all-time high during 2017-18 according to the 2017 Omnibus Survey (90%). PCSPs provide the vehicle for local communities to interact and build partnerships with their police locally and to develop innovative solutions to difficult issues. The development of Support Hubs is a good example of this in action. The College of Policing issued new Neighbourhood Policing Guidelines in October 2018 and to have mature, local partnerships working effectively on local policing issues, positions Northern Ireland at the forefront of implementing these new guidelines;
- PCSPs also make a regional contribution to the Tackling Paramilitarism Programme, specifically the target A6 that requires the partnership to focus on building community confidence in the rule of law and embedding a culture of lawfulness. Whilst progress is at an early stage, there have been some effective interventions by the PSNI in partnership with PCSPs to implement initiatives that focus on deterring individuals and particularly young people from engaging in or supporting paramilitary activity.

### **PCSP Reconstitution 2019-20**

The local elections in May 2019 will trigger the requirement for all 11 PCSPs to be reconstituted. Each PCSP consists of both political and independent members. The statutory responsibility for the appointment of political members lies with each respective Council following a local general election (Schedule 1, 3 (3) (PCSPs) and Schedule 2, 3 (1) (DPCSPs) of the Justice Act (NI) 2011).

The appointment of independent members of each PCSP (plus 4 DPCSP in Belfast) is formally made by the Policing Board, from persons recruited and nominated by the council.

The process of reconstitution of PCSPs/DPCSPs is a large scale complex exercise with 119 independent positions to fill and a comprehensive reserve list of at least the same amount to be achieved.

In making appointments, the NIPB is required to seek, as far as is practicable, to ensure that the overall membership of each PCSP is representative of the community in the Council area. PCSPs/DPCSPs were previously reconstituted in 2012, in terms of 26 local councils, and in 2015, in terms of 11 district councils. The process for appointing independent members is detailed in 3 stages:

- **Stage 1** – Pre-launch activity including targeted publicity and advertising campaign;
- **Stage 2** – Councils identify a pool of candidates who are suitable for appointment; and
- **Stage 3** – The Policing Board appoint independent members to the partnerships in accordance with legislation.

The indicative timescale for the 2019 reconstitution of PCSPs runs from September 2018 to March 2020. Stage 1 of the process was completed during the reporting year with the implementation of the following;

- **Communications Plan:** A detailed Communications plan has been developed to ensure continued effective engagement with as many citizens as possible. The plan includes the actions to write to all NIPB stakeholders, including section 75 groups, to advise them of the timetable and also to offer targeted events for groups on request. Partnership Branch used the recent extensive Consultation on Local Policing as a platform for the promotion of the forthcoming recruitment exercise. Over 3,000 individuals attended 87 of these events and as a result of promotion, 165 people registered their interest in applying for membership of the PCSPs.
- **Development of the Application Pack:** In line with the requirements set out in the Code of Practice for the appointment of Independent Members, issued by the Department of Justice
- **Development of an On-line Application Tool:** To enable applicants to apply online rather than completing a hard copy application form.

During 2019-20 the focus will move to Stages 2 and 3 with an anticipated reconstitution date of 1 April 2020 for all PCSPs.

<b>Indicator 3.2: Contribute to the Northern Ireland Executive's Action Plan in tackling paramilitary activity, criminality and organised crime.</b>	
<b>Measure for 2018-19</b>	<b>Status</b>
3.2.1 Produce a six monthly report on the Board and PCSP's contribution to A5 to A8 recommendations.	<b>Fully achieved:</b> Updated report shared with DoJ in November 2018. Officials continue to participate in the Programme's working groups and monitor PCSP contribution.
3.2.2 Report as required to the Independent Reporting Commission (IRC) on paramilitarism.	<b>Fully achieved:</b> NIPB Members and officials met with the IRC on 22 February 2019 to discuss progress in relation to interventions under A5 to A8. The NIPB has agreed to continue to provide updates to the IRC on the Local Policing consultation, particularly around Neighbourhood Policing and also on the continuing work of the PCSPs in relation to tackling Paramilitarism.

**Indicator 3.2: Contribute to the NI Executive's Action Plan in tackling paramilitary activity, criminality and organised crime.**

'Fresh Start' set out the Executive's commitment to tackling paramilitary activity and associated criminality. It established an Independent 3 Person Panel ('The Fresh Start Panel') to make recommendations with their report published on 7 June 2016. The Executive responded to the report with an Action Plan, published 19 July 2016 that contains 43 actions. The Board has a role in implementing four of these actions, namely, A5, A6, A7 and A8.

The Board Vice Chair, two Board Members and officials met with representatives of the IRC on 22 February 2019 to discuss the Board's role and its contribution to the delivery of these four actions.

In implementing the four recommendations, in conjunction with the PSNI and the PCSPs, Board officials attend three working groups organised by the Programme Team, namely, the Tackling Criminality and Promoting Lawfulness Delivery Group (TCPL), the Communities, Transition and Learning Delivery Group (CTL) and the Communications Subgroup.

In addition, officials also organised three workshops for PCSP members and managers on the contribution that PCSPs could make to building community confidence in the rule of law and embedding a culture of lawfulness at the local level. PCSPs have included various actions within their 2018-19 Action plans to tackle these issues at a local level and further details in relation to these actions are outlined below.

Recommendation A5 states that “The Executive, the Policing Board and the PSNI should review the resourcing and operation of policing in communities to ensure that policing is visible and resourced to fully engage in those communities most vulnerable to criminal control”. The Commissioners were particularly interested in A5 and they noted in their first report that this action was requiring follow up. They make comments to the review of resourcing and operation of policing in communities to ensure visibility and appropriate resourcing levels. The Boards progress to date on this recommendation includes:

- In 2015 the PSNI reviewed policing structures in line with the Review of Public Administration and at that time gave an undertaking to the Board that a review of those changes would be progressed to ensure operational effectiveness;
- Since then the Board has progressed research which got feedback on the operation of those changes and hosted a series of seminars (September 2017 and January 2018) to provide focussed thinking and discussions on key issues that are impacting policing and its delivery now and into the future;
- These included discussions on whether policing was delivering for local communities, how the police can optimise the resources they have to best effect / how the vulnerable can best be protected and whether the policing plans we set are meeting the public’s expectations;
- These debates and discussions then provided the perfect timing to progress with the Board commitment and undertake a Local Policing Review Consultation to explore how police can best meet public need and demands and deliver the most effective Local Policing;
- The overall consultation process yielded a rich source of information and in order to bring a degree of independence to the analysis of this information the Board appointed Ulster University (UU) to compile a report in relation to the consultation feedback. All



the consultation data was made available to UU in mid-November and they have subsequently compiled an independent report which has been approved by the Board in March 2019. Work will now continue to develop a joint NIPB/PSNI Action Plan to address the issues raised through the consultation.

Recommendation A6 states that “In setting the strategic objectives of PCSPs, the DoJ and Policing Board should ensure that the partnerships focus on building community confidence in the rule of law and embedding a culture of lawfulness”. This recommendation forms part of the 2018-19 objectives for PCSPs and discussion points included the need to focus on building community confidence in the rule of law and embedding a culture of lawfulness in the delivery of PCSP action plans and what can PCSP’s can do to support others.

Within their first report the Commissioners commented on the encouragement of a more strategic approach to building community confidence in the rule of law and embedding a culture of lawfulness. They note the collaborative approach between PCSPs and the Community Planning Partnerships and note their expectation to see tangible outcomes from workshop discussions.

The following progress has been made in the reporting period:

- Strategic Priority 3 recognises that tackling Paramilitarism requires varying approaches, particularly in contentious areas. There have been effective interventions by the PSNI in partnership with PCSPs to implement initiatives that focus on deterring individuals and particularly young people from engaging in or supporting paramilitary activity;
- It is recognised that the diverse, innovative and challenging work funded under specific priority 2, particularly around anti-social behaviour and drug misuse, all contribute to building a culture of lawfulness in communities. In addition, the true partnership approach of the PCSPs has enabled joint evidence based solutions with the PSNI through their Policing Committee reporting;
- Four Culture of Lawfulness workshops were held in February and March 2019 and these addressed the approach of lawfulness further and identified examples of good practice;

- Within the 11 PCSP Action Plans for 2018-19:
  - 3 specifically mention interventions in relation to Paramilitarism, namely Armagh, Banbridge and Craigavon, Mid and East Antrim and Lisburn and Castlereagh;
  - 6 relate activities to embedding a culture of lawfulness within Strategic Priority 3;
  - The Belfast Action Plan, which is more strategic in nature, provided an analysis which is based on all activities contributing to embedding a culture of lawfulness ; and

Recommendation A7 states that “The designated organisations should also ensure that their representatives are sufficiently senior and committed to building effective partnerships”. The following progress has been made in the reporting period:

- The NIPB and Joint Committee meet regularly with designated organisations. At the 26 October 2018 meeting the majority of the senior representatives were present and the agenda focussed predominantly on the Local Policing Consultation;
- Support hubs, also known as Concern hubs, have been recognised as a good example of collaborative working by the Northern Ireland Audit Office. The Hub is a multi-agency approach to provide early intervention and support for individuals and families in crisis. The Board desire is for greater involvement of PCSPs and local communities in the concern/support hub concept.
- There are currently four fully operational in the following areas - Derry City & Strabane, Antrim & Newtownabbey, Mid & East Antrim and Causeway Coast & Glens. They bring together key professionals as a cross agency group, to share information and make decisions to improve a person’s situation. It is an early intervention for those most vulnerable; and
- The initial observations support the fact that once vulnerable persons are being supported in a collaborative manner via the Support Hub, calls for service may well increase in the short term and then as their vulnerabilities are addressed/supported, calls for service decrease.

Recommendation A8 states that “The Executive and the PSNI, in conjunction with the Policing Board, should review their protocols for engaging with representatives of paramilitary groups. This change in approach should also apply to other public and community bodies and public representatives”. Progress to date on A8 includes:

- The Programme Team convened at meeting on 19 June 2018 to discuss A8’s progression, representatives from the Executive Office (TEO), SOLACE, Northern Ireland Housing Executive (NIHE), Department for Communities (DfC), B4 Consortium members and the Board were present. The group broadly agreed that at this stage the appointment of an independent expert to draft protocols would not be the most appropriate next step. Instead, focus should be on ensuring the discourse on engagement in the context of transition should be broadened, and the immediate next steps should be considered by all relevant Departments and statutory agencies. The next steps from the meeting were agreed as:
  - There is a need to unpack the complexity of the recommendation;
  - It is the understanding of the group that no official protocols exist regarding engagement as implied in the recommendation. A first step therefore may be to seek confirmation from all relevant Departments and agencies that protocols are not currently in place;
  - There may be opportunities for the B4 participatory design phase to seek further community views on action A8, and what an appropriate way forward would look like in a neighbourhood context; and
  - There is a need to understand the underlying issues for statutory agencies that may be perceived to be engaging with representatives of paramilitary groups. This will require engagement across a number of statutory agencies, and should include a discussion on funding arrangements.

### **Environmental Issues**

The Board operates a number of effective schemes in relation to its environmental policy, including:

- Recycling dry office waste products, printer cartridges, plastic and aluminium; and

- Reducing energy consumption through a range of measures (such as motion activated lighting and automated heating systems).

In implementing these schemes the Board has reduced its costs and the environmental impact of the organisation.

### **Carbon Reduction Scheme**

The Board does not exceed the threshold of 6,000 MWh per year (average consumption is approximately 213.9 MWh per year) and is therefore not required under law to report on carbon emissions and purchase carbon allowances.

## Performance Analysis

### PSNI Policing Plan

The NIPB is responsible for determining, and from time to time revising, objectives for the policing of Northern Ireland. The NIPB and PSNI previously published a *Strategic Outcomes for Policing 2016 – 20* which outlines a vision for improving service provision for the whole community. Annual policing plans provide a focused view of how PSNI is delivering on that agreed vision.

In monitoring PSNI performance and ensuring that the police are effective and efficient, annual Policing Plans have a series of performance measures and indicators which assist in understanding the extent to which progress has been made against the *Strategic Outcomes for Policing 2016 – 20*. The Policing Plan 2018-19 is the third annual iteration set within this overarching framework, allowing for a degree of consistency of approach in analysing PSNI progress.

In assessing PSNI performance, the Board is required to prepare and publish a performance summary which is outlined below. The NIPB's various committees are provided with a range of detailed qualitative and quantitative information upon which performance is assessed, with senior officers and staff from PSNI also responsible for providing additional briefings to Members, allowing the Board to engage with key areas of policing in more detail. As a summary document, this assessment does not replicate this voluminous information, instead providing an abridged judgement of PSNI performance, focusing on areas where progress has been made as well as those areas which Members expect to see greater progress in 2019-20.

### **Strategic Outcome 1.1: Trust and confidence in Policing throughout Northern Ireland.**

#### **Areas of progress:**

- The number of allegations made by members of the public to the Office of the Police Ombudsman for NI (OPONI) about the conduct of police officers and staff decreased by 5% in 2018-19 on the 2017-18 figure. The number of allegations of Oppressive Behaviour decreased by 5%, with Failure in Duty allegations also decreasing by 11%. There was a 9% increase in the number of allegations of Incivility.

**Areas of concern:**

- Members have emphasised the importance of receiving quality analysis and information from PSNI in relation to the work being undertaken under the Policing with the Community concept, particularly as it relates to building confidence in communities. Reporting in 2018-19 has been below expectations and requires improvement.
- In measuring confidence in policing, the Board's module of the Northern Ireland Omnibus survey published in September 2018 outlined that 86% of respondents indicated that they had some, a lot, or total confidence in the police's ability to provide a day-to-day policing service for everyone in Northern Ireland, a statistically significant decrease from the April 2017 finding of 90%. The decrease among Protestants was most marked, with a decrease of 7% points (93% to 87%).
- The percentage of respondents who either strongly agreed or agree with the four statements in the Victim Satisfaction Survey all decreased in 2018-19.<sup>3</sup>

***Measure 1.1.1: Increase the level of public confidence in the police's ability to provide an ordinary day-to-day service and in local police.***

A key means by which the NIPB monitors PSNI performance against this measure is by virtue of a specific module of Northern Ireland Omnibus Survey. The Omnibus Survey was conducted by the Central Survey Unit of the Northern Ireland Statistics and Research Agency (NISRA) and was designed to provide a snapshot of the behaviour, lifestyle and views of a representative sample of people in Northern Ireland. The survey comprises two distinct parts: core questions about the respondents and their individual circumstances, and a variety of mainly attitudinal questions commissioned by a range of bodies, such as the NIPB, OPONI and Executive Departments. With reference to the Board's questions, it consists of a face-to-face interview that provides an annual snapshot of the public's perceptions of the PSNI, PCSPs, the NCA and the NIPB.<sup>4</sup> The questions however do not allow respondents to explain the reasons behind their answers, meaning it is more difficult

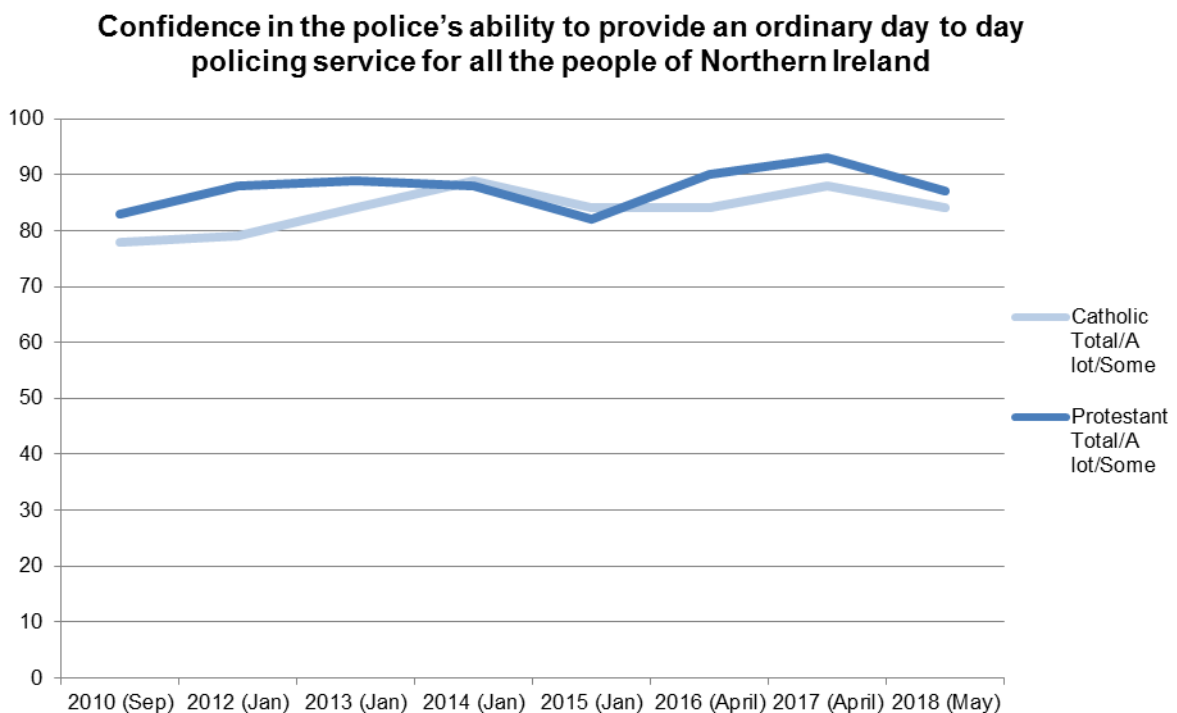
<sup>3</sup> (1) The officers/staff I met treated me with fairness and respect; (2) I am satisfied with how well I have been kept informed of the progress of my case; (3) I am satisfied with my contact with the Police Service of Northern Ireland; (4) If a family member or friend were a victim of crime in the future, based on this experience, I would recommend they report it to the police)

<sup>4</sup> The methodology for the Omnibus survey consists of a random sample of addresses selected from the Land and Property Services Agency list of private addresses (the Pointer database). At each address, one person aged 16 or over is selected to participate in the survey. Previous Policing Board modules had a sample size of around 900-1,000 and given the relatively small sample size, the Omnibus results cannot provide a robust overview of confidence at a District with any degree of confidence.

to understand the factors that drive confidence among respondents. For that reason the focus group activity which underpins measures 1.1.3 and 1.1.4 detailed below are particularly important.

Confidence in the police's ability to provide an ordinary day to day policing service for all the people of Northern Ireland												
Rating	Percentage of respondents											
	2015 (January)			2016 (April)			2017 (April)			2018 (May)		
	C	P	All	C	P	All	C	P	All	C	P	All
Total confidence	8	12	11	10	15	12	12	21	16	9	14	13
A lot of confidence	33	34	34	32	39	37	39	45	42	35	41	37
Some confidence	43	36	39	42	36	39	37	27	32	40	32	36
<b>Total/A lot of/Some</b>	<b>84</b>	<b>82</b>	<b>84</b>	<b>84</b>	<b>90</b>	<b>88</b>	<b>88</b>	<b>93</b>	<b>90</b>	<b>84</b>	<b>87</b>	<b>86</b>
Little confidence	11	14	12	10	8	9	9	7	8	11	10	10
No confidence at all	4	4	4	3	2	2	3	1	2	3	2	3
<b>Little/No confidence</b>	<b>15</b>	<b>18</b>	<b>16</b>	<b>13</b>	<b>10</b>	<b>11</b>	<b>12</b>	<b>8</b>	<b>10</b>	<b>14</b>	<b>13</b>	<b>13</b>
Don't know/refusal	1	0	0	1	0	1	0	0	0	1	0	1

The longer term trend of responses from Catholic and Protestant respondents who indicated that they had total, a lot, or some confidence in the police's ability to provide an ordinary day to day policing service is outlined the graph below.



To analyse PSNI performance against this measure, the police are required to outline the activities undertaken to increase the level of public confidence in the police's ability to provide an ordinary day-to-day service; the activities to increase the overall level of confidence in local policing; the outcomes of those activities; and, what difference this

made as a result. The response provided by PSNI in respect of these performance indicators has proved to be limited, with a lack of clarity in linking some reported activity with the aim to increase confidence in the police's ability to provide an ordinary day-to-day service or in local police. Examples include outlining the number of Support Hubs currently operational; the number of front line officers having received Policing with the Community training; targeted internal messaging in respect of collaborative working; development of training modules with the Open University and Policing Consortium to develop Policing with Community behaviours, particularly problem solving; and, a pilot with Health & Social Care being undertaken in H District in raising awareness of individuals who have experienced a number of Adverse Childhood Experiences (ACEs).

With regard to the Omnibus Survey, NISRA have indicated that from Autumn 2018 they are no longer in a position to take that work forward as a result of resourcing pressures. NIPB officials are currently exploring an alternative mechanism to replace the Board's module of the Omnibus Survey.

***Measure 1.1.2: To improve victim satisfaction in certain aspects of contact with PSNI***

As PSNI outline in their response against this measure, they survey approximately 2,000 victims of crime per month to assess the quality of the service that has been received. Beginning in February 2016, the invitations to participate in the Victim Satisfaction Survey are sent by text message to mobile phone numbers provided by victims of crime during initial contact with police. A text message is sent inviting the person to participate and, if they accept, four questions are sent in sequence in separate messages, namely:

- 1) The officers/staff I met treated me with fairness and respect;
- 2) I am satisfied with how well I have been kept informed of the progress of my case;
- 3) I am satisfied with my contact with the Police Service of Northern Ireland; and
- 4) If a family member or friend were a victim of crime in the future, based on this experience, I would recommend they report it to the police.

Each month an extract of data is taken from PSNI's database which refers to contact with police in the previous calendar month. The data is anonymised and sent to an external provider who conducts further research on behalf of PSNI. The survey uses a Likert scale for responses, ranging from (5) strongly agree, to (1) strongly disagree. Information pertaining to the last 3 years is outlined in the table below:



Question	% responding Strongly Agree/Agree			
	2016	2017	2018	% point change
The police officers/staff treated me with fairness and respect	81.1	81.4	77.1	-4.3
I am satisfied with how well I have been kept informed of the progress of my case	54.3	55.6	48.6	-7
I am satisfied with my contact with PSNI	63.5	63.7	57.5	-6.2
If a family member of friend were a victim of crime in the future, based on this experience, I would recommend they report to the police	80.0	79.0	70.2	-8.8

It is notable that the % of respondents who either strongly agreed or agreed with the four questions declined during 2018 across each question. Further analysis is required to understand the reasons for that reduction and what this reduction means in practical terms.

The second indicator in the Performance Monitoring Framework under this measure requires PSNI to demonstrate the actions they had put in place to address why victim satisfaction was lower with certain aspects of policing. From the information provided it would appear that the Victim Satisfaction Survey is limited in this regard and is not presently set up for that type of qualitative research. The four question Likert scale provides an indication of the level of satisfaction, but does not present any evidence as to why an individual has answered the question in a particular way. Without this understanding of 'why', there is no evidence base to properly determine what measures can be put in place to increase levels of satisfaction, or evaluate their success.

If the Victim Satisfaction Survey is to be a useful tool to understand confidence in the police, then PSNI must articulate more clearly how the statistical output is used to improve policing and increase public confidence. PSNI has advised that the results are being reviewed with a view to bringing forward recommendations to address any identified issues, as well as assessing whether this information supports or contradicts other information either from academic sources or the results of the surveys conducted under measures 1.1.3 and 1.1.4 outlined below. It is certainly encouraging to see PSNI take a more holistic view of a range of information sources relating to public confidence, though it is noteworthy that no specific recommendations have yet been communicated to the NIPB beyond a general intention to use the information in a more meaningful and positive way.

In the last report provided to the NIPB in February 2019, PSNI stated that they have engaged with Police Scotland to share best practice and have attended the National User Satisfaction Practitioner Workshop in order to improve how they carry out this survey. The Workshop highlighted effective practice in Merseyside Police who use a community-led satisfaction survey, designed by the Open University. PSNI is a member of the Open University led Centre for Policing Research and Learning, meaning there is greater opportunity to engage with this model and ascertain how it might be applied in Northern Ireland. The NIPB looks forward to discussing this in more detail in 2019-20.

***Measure 1.1.3: Increase confidence in policing in areas where it was identified as being lower through initiatives in collaboration with local communities, partner agencies and PCSPs***

This measure requires PSNI to focus on increasing confidence in policing in areas where confidence is lower, with a focus on collaboration with communities, in conjunction with PCSPs and other partner agencies. Given the relative stability of the trend outlined in measure 1.1.1, it is arguable that across the community as a whole, confidence in local police and the police's ability to provide an ordinary day-to-day service has plateaued. It is therefore important for PSNI to intensify its efforts in harder to reach communities where confidence in police is historically lower for a range of complex reasons. PSNI's efforts to increase confidence in a number of identified District Electoral Areas (DEAs) where it is historically lower, as well as a particular focus on young people, is specifically considered by measures 1.1.3 and 1.1.4.

The areas determined by PSNI and the NIPB during the development of the 2017-18 Policing Plan were Oldpark (Belfast City), Titanic (Belfast City), Lurgan (Armagh, Banbridge and Craigavon), the Moor (Derry City and Strabane), Torrent (Mid Ulster) and Macedon (Antrim and Newtownabbey), with a survey undertaken by Lucid Talk which would construct a robust evidence base to inform what bespoke activities and initiatives would work best on those communities. The survey was based on several themes and questions driven by virtue of six separate online poll-surveys (individually targeted at each of the six DEAs) and complemented by focus groups in each of the six DEAs.

Some of the key findings from those focus groups include that:

- There needs to be 'more connection' between the communities and the PSNI across all DEAs. This included factors such as no police officers living in their area, very few

knowing any local officers personally or by name, lack of policing role models from their community (one DEA referred to officers predominately having 'North Down' accents), lack of social interactions with officers (reference to success of 'pizza with a peeler') and a lack of visibility in communities. A number of respondents across DEAs referred to the recruitment process as being a disincentive to join, with it being too long and a lack of feedback on applications.

- As the poll questions (both online micro-polls and Focus Groups) moved through the three themes of (a) your own view of the PSNI, (b) your family/friends view of the PSNI, (c) NI's view of the PSNI, the results get progressively more negative. This applied across all Focus Groups and all micro-polls. When pressed, respondents noted the impact on others of media coverage, either in traditional media or social media, as having a significant impact on the opinions of others, even if the respondents believe they are individually savvy enough to not be adversely affected. This necessitates a need for a more strategic and proactive media strategy which would enhance the view of the PSNI in communities. Respondents thought that the media image of the organisation was harmful, and too often they were 'behind message'. Social media played a significant role, with rumours about policing activity often harmful to the policing and often going unchallenged. Some participants suggested that PSNI should partner with the media to run a series of programmes to show PSNI in a better light, emphasising the job that they do on a day-to-day basis. Programmes which often focus on legacy issues are highly damaging to policing.
- Some respondents expressed a view that support for policing in their community was 'practical', i.e. the provision of a blue light response service, but not 'political' and lacked complete buy in.
- PSNI should be more active and more engaged with schools, with the relationship formalised with more regular events at primary and post-primary schools. Further engagement with churches would also be helpful at local community level.

Additional research was subsequently undertaken in another six DEAs, namely: Coleraine (Causeway Coast and Glens), Rosslea and East Erne (Fermanagh and Omagh), Bangor West/Kilcooley (Ards and North Down), Killultagh/Dunmurry (Lisburn and Castlereagh), Larne Lough/Carrick Castle (Mid and East Antrim), Slieve Gullion (Newry, Mourne and Down). The findings from this process were largely similar, though the additional of Rosslea and East Erne and Slieve Gullion added a rural dimension to the process. In both

these areas it appeared that community engagement with police was lower than in more urban areas, with respondents more likely than other areas to report a crime to a community representative first rather than police. Despite having less contact with police, Rosslea and East Erne in particular held very negative views of the effectiveness of frontline and response officers. One of the key conclusions from the research was that 'visibility is not enough-familiarity is what matters', and that a degree of isolation from the police means many individuals in these communities have little practical understanding of how the police work, who they can contact should they be a victim of incidents such as Anti-Social Behaviour, or are concerned that their experience is too trivial for PSNI to deal with.

Armed with the information provided to PSNI in these reports, Members have expected to see Policing Plan reports outline a range of initiatives, pilots and other collaborative initiatives aimed at increasing confidence in these twelve DEAs, as well as across other harder to reach communities. Members have been disappointed with the quality of information provided in this regard, believing that an absence of meaningful reporting does not do justice to work being carried out in PSNI Districts. Based on some anecdotal evidence from community organisations and from the policing committees of PCSPs, Members believe this is a reporting issue rather than a lack of proactive activity. There appears to be a lack of internal engagement within PSNI with regard to progress against this measure, and measure 1.1.4 outlined below. While the Policing with the Community (PwC) Branch is responsible for developing the concepts and training packages to embed PwC values and ethos across the organisation, their implementation is left to District Policing. PwC Branch does not appear to actively engage with Districts to ascertain progress or evaluate success, and in terms of reporting, they have not sought the input of policing Districts to provide the Board with a practical sense of steps being taken to increase confidence in these twelve identified areas.

PSNI's reports in 2018-19 stated that Districts were developing individual engagement plans to take forward bespoke activity to address local concerns, with confidence levels analysed and mapped into order to prioritise resources. Few specific examples of this activity were outlined and Members would expect to see a greater focus on some examples of good practice in reports in 2019-20. It is pivotal that PSNI also subject themselves to meaningful self-analysis, particularly reflecting on how well such initiatives were undertaken and whether they made any difference to communities.

***Measure 1.1.4: Increase young people's confidence in policing in areas where it was identified as being lower through initiatives in collaboration with local communities, partner agencies and PCSPs.***

Similarly to measure 1.1.3, this identified six areas in which confidence in the police among young people was lower: Oldpark (Belfast City), Titanic (Belfast City), Lurgan (Armagh, Banbridge & Craigavon), the Moor (Derry City and Strabane), Torrent (Mid Ulster) and Macedon (Antrim and Newtownabbey). This measure required PSNI to demonstrate what work they were undertaking to improve levels of confidence in collaboration with local communities, partner agencies and PCSPs, and how effective that work was.

Independent research undertaken in these areas by Perceptive Insights identified a number of drivers of confidence in young people and highlighted their suggestions for ways in which their levels of confidence in the police could be increased. PSNI indicated that the results of the survey would inform future engagement initiatives.

The survey had three key phases: Phase 1 employed focus groups in the six areas in December 2016 to ascertain community confidence in policing; Phase 2 sought to establish what actions would need to be undertaken or increased to improve confidence in policing; and, Phase 3, which took place in March 2017, used the same focus groups to assess if any actions taken had improved confidence in policing. The findings from Phase 1 largely replicated many of the findings from existing research literature of young people's confidence in policing, noting a view that many felt stereotyped by the police, that the police sought to intimidate them, and that young people felt they were treated differently from other groups. Feedback from focus groups emphasised the importance of police officers having 'soft skills', being more proactive and positive in their interactions with young people, decreasing fear and suspicion first before progressing to build confidence. Some of PSNI District Facebook sites were seen as good examples of this softer type of outreach. Encouraging and educating young people to report crime was also seen as an important facet of engagement work, to encourage young people to see PSNI as first resort instead of community leaders.

Key suggestions from the first phase noted that an important step would be in profiling those officers with the appropriate skillset, and just as importantly, the right type of

personality to work with young people. This could involve a review of training policies and programmes. Some of the feedback about police engagement in schools was somewhat dismissive ('a few community cops come in and give you the fireworks talk'), with suggestions instead relating to the development of embedding something in the curriculum to give young people a productive incentive through some form of qualification, within a more relaxed format. The third phase provided some feedback from young people on a range of initiatives, with a number of suggestions for improvement, including a greater use of schemes like 'coffee with a cop', youth residential schemes, night economy, drug & alcohol awareness, road safety shows, school engagement, and training with the PSNI as part of work experience.

PSNI previously advised the NIPB in 2017-18 that targeted engagement with young people would be taken forward through Districts and PCSPs and would be delivered by the end of March 2018. No further evidence has been provided by PSNI in 2018-19. Members expressed concern that there has been a lack of an articulated strategic vision in this area, with very little detail provided as to learning from the Perceptive Insights Survey and how the findings subsequently drove PSNI actions.

Without a sense of strategic drive and bespoke local implementation it is more difficult to understand the level of policing involvement in youth engagement activities with local communities, partner agencies and PCSPs. Previous comments under measure 1.1.3 with regard to the absence of information as opposed to the absence of activity also apply to this measure. For example Derry and Strabane and Fermanagh and Omagh policing committees have provided some information which demonstrates the important role that Neighbourhood Policing Teams (NPTs) are having in proactively engaging with young people in harder to reach communities. For example, in Derry and Strabane, the Ballyarnett NPT has been working with the Off the Streets Youth Team in Galliagh and with Shantallow Youth Group in dealing with Community Restorative Notices. PSNI and the PCSP worked closely with community representatives in the Strabane area to deliver a highly successful family engagement event at the Melvin Sports Grounds on 29 August 2018, attended by 800 people. PSNI also supported the PCSP in the delivery of the Banjaxed play which dealt with paramilitary influence, mental health, suicide and drugs. Seven performances of the drama were delivered to Sion Mills Community Forum, Cathedral Youth Club, Long Tower Youth Club, St Joseph's Boys, Lenamore Youth Club,

and Strabane Academy. However without a clear reference to a strategic vision for local engagement through the PwC Branch, it is unclear as to the extent to which this work is being driven by an overall strategy, or simply a co-ordinated effort at a local level by other organisations completely independent of any wider PSNI strategy.

Through the NIPB's Human Rights work Members are aware that PSNI has been developing a strategy for Children and Young People in line with national guidance. It is envisaged that the strategy will enable PSNI to develop a specific action plan to deliver the commitments contained within the document, aiming to further improve the quality of their interactions with children and young people. The strategy identifies the following key themes: Engagement, Safety and Protection, Offending, Victims and Witnesses, Stop and Search.

Feedback on the proposed strategy was sought from Youth Champions Forum (YCF) members and over 120 public authorities, stakeholders and MLAs in November 2018. PSNI is currently considering the responses and producing a finalised version which will be brought back to the YCF before it is progressed through their internal governance systems to be signed off.

One of the key activities that PSNI has highlighted with regard to Measure 1.1.4 is the Youth Volunteer Academy (YVA). The YVA concept was established in 2016 in Newry, Ballymoney and Belfast as a partnership programme between PSNI and the Northern Ireland Ambulance Service funded through the Uniformed Youth Social Action Fund. The programme largely focused on developing participants' knowledge of the emergency services and how they operate, enabling them to know what to do in certain situations like witnessing a crime or in providing first aid. The programme is designed to strengthen the relationship between police and the ambulance service and young people, break down barriers and promote positive role models. In this respect it could be argued that the YVA addresses some of the issues highlighted above through the Perceptive Insights survey results, except for the fact that it predates the survey by three months.

An external evaluation of this concept was carried out by Community Evaluation Northern Ireland (CENI) in October 2016. This was an extremely thorough evaluation which considered a range of factors such as the considerable investment in preliminary design

work prior to the pilots beginning; the importance of engaging with community youth groups who acted as a conduit in recruiting participants; managing the expectations of young people about the scope of the programme at the outset; the training required for volunteer leaders; suggested implementation of community volunteering activities; participants becoming 'advocates' for the scheme within their communities; and, governance arrangements, particularly the role of strategic and operational structures and the need to further involve community based youth organisations.

Given the challenges of sustaining the role of PSNI volunteers in the scheme, PSNI worked more closely with the Education Authority and PCSPs on a second pilot in Dungannon between April – July 2017. While the original scheme was based on the National Volunteer Police Cadets programme (NVPC) model which is underpinned with a cadet recruitment rationale, its purpose and focus was community engagement and personal development for young people. The scheme appears to have increasingly taken on a diversionary ethos in putting together a programme of activities and learning for young people 'at risk', who may have had negative perceptions or experiences of the police.

An evaluation of this version of the YVA was completed by PSNI in September 2017. It argued that it proved *'...effective in engaging 'hard to reach' young people, introduced them to positive policing, taught them new skills, enhanced their confidence and increased their self-esteem. Parents expressed confidence in the level of specialism offered throughout the project and felt that a safe environment to learn informally and interact socially was created through the partnership. The positive comments from parents, young people and partnership agencies suggested that one of the biggest factors was that the young people themselves wanted to attend the project, The young people demonstrated a strong sense of ownership for the project by the end of it. It was clear that the programme had a measurable impact on the target group'*.

It is unclear from the evaluation what the 'impact' PSNI was trying to measure, beyond a questionnaire which sought evidence of increased awareness of the roles of the public services and a positive improvement in confidence. Given that so many participants were said to be 'at risk', a more appropriate measurement of impact may have been a longer term view of whether involvement in this programme would decrease their risk taking



behaviours and lessen their contact with PSNI thereby focusing on the difference made to them as a result of the YVA.

While this pilot will undoubtedly inform PSNI practice going forward, the use of the YVA poses a number of issues which Members may wish to explore further with PSNI. In terms of its sustainability, a secure and longer-term funding source is required. The YVA may be better located in the future within the current Council led community planning process or through the Programme for Government framework given its focus on tackling the harm caused by anti-social behaviour, preventing criminality, victimisation and exploitation, increasing the legitimacy of the PSNI, and improving community wellbeing.

***Measure 1.1.5: Reduce allegations against the PSNI***

One of the key statutory functions of the NIPB is to keep itself informed as to the workings of Part VII of the Police (NI) Act 1998 which relates to police complaints and disciplinary proceedings, and trends and patterns in complaints in that Part.<sup>5</sup> In order to support the NIPB in carrying this function out, a Professional Standards Monitoring Framework was developed in 2011 and revised in 2014 which outlines how the Board will hold PSNI to account for their performance in this regard. As an issue pivotal to community confidence in the police Measure 1.1.5 was also included in the Policing Plan.

The table below outlines the trend in the number of complaints and allegations, with a focus on the three most common allegation sub-categories of Failure in Duty,<sup>6</sup> Oppressive Behaviour,<sup>7</sup> and Incivility<sup>8</sup>.

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<sup>5</sup> Section 3(3)(c)(i), Police (NI) Act, 2000.

<sup>6</sup> Failure in Duty sub-types include the Conduct of Police Investigations/incident response (includes allegations where the complainant has alleged that the unsatisfactory conduct of either ongoing or completed police investigations, including the inappropriate disclosure of information. Also included would be allegations that the police failed to carry out any investigation into an incident, or were excessively slow to respond to an incident); Conduct in custody suites (which includes incidents where the complainant was denied access to legal advice or medical attention while they were detained in custody. In addition it covers instances where it is alleged the officer did not inform the detained person of their rights and entitlements, or the officer did not keep accurate custody records); Failures in contact (which includes incidents where the complainant has alleged a police officer; failed to keep arranged appointments, return telephone calls, or reply to correspondence. It also includes incidents when an officer failed to keep the complainant updated with progress of an investigation or police enquiries); Failure in record management (which includes a failure of police to keep accurate, complete or up to date police records. It also includes the failure of officers to provide information or documentation relating to the complainant or a third party); Failure to act impartially (where the complainant alleges an officer failed to adopt an independent approach and/or failed to act in a fair and impartial manner)

<sup>7</sup> This allegation type includes situations where the complainant alleged that the officer has behaved in an oppressive manner. They can include allegations of oppressive conduct, harassment, and assault, including sexual assault.

<sup>8</sup> This refers to allegations such as the police officer being rude, showing a lack of respect, being abrupt or displaying a general lack of sensitivity.

<b>Key complaints and allegations statistical data (provided by the Police Ombudsman for Northern Ireland)</b>				
	<b>2016-17</b>	<b>2017-18</b>	<b>2018-19</b>	<b>% Change</b>
<b>No. of complaints</b>	2814	2578	2627	2%
<b>No. of allegations</b>	4815	4286	4072	-5%
<b>Oppressive Behaviour</b>	1076	892	855	-4%
<b>Failure in Duty</b>	2266	2120	1892	-11%
<b>Incivility</b>	283	244	265	9%

According to the statistical picture provided by OPONI, there was a 2% increase in the number of complaints received in 2018-19 when compared with 2017-18. Officials in PONI have suggested that this may be due to improved recording practises in relation to notifications from PSNI which a PONI investigator determines does not require a 'call in' to investigate. PONI previously determined an inconsistency in internal practice in such circumstances whereby some investigators recorded notifications from PSNI, while others did not. As of 2018-19 all notifications are formally recorded. There were 51 more notifications recorded on the system during 2018-19, with a total increase of 49 complaints. This is suggestive that the number of complaints between 2017-18 and 2018-19 was fairly static. It is also worth noting that, despite the increase in number of complaints, this figure is still the second lowest since the establishment of OPONI.

Members noted that the number of complaints relating to police enquiries (no investigation) increased by 48 to 150 between 2017-18 to 2018-19, equating to a 47% increase. This is something that Members will explore in more detail with PSNI during a future briefing on Professional Standards in June 2019.

The number of allegations made to OPONI<sup>9</sup> continues to decrease, with 2018-19 the lowest year to date. Following on from the substantial reduction in the number of allegations of failure in duty in 2017-18, Members are again encouraged to see a further reduction of 11% in 2018-19. The number of allegations of incivility has increased by 9% between 2017-18 and 2018-19, though this total remains lower than in previous years.

<sup>9</sup> Each complaint made by a member of the public to PONI may be made up of multiple allegations, with the allegation describing the types of behaviours being complained about or the separate issues making up the complaint.

Members will also explore the context behind this increase with PSNI in June 2019 to ascertain some of the factors influencing the increase and what plans PSNI plan to put in place to ensure this does not become an established trend.

**Measure 1.1.6: Improve under-representation in respect of gender and community background across departments and branches of the PSNI**

The NIPB has a statutory duty to keep itself informed of trends and patterns in recruitment of the police and police support staff<sup>10</sup> and the extent to which the membership of the police and police support staff is representative of the community in Northern Ireland<sup>11</sup>. The Board shall also make, and from time to time revise, an action plan for monitoring the number of women in the police and police support staff and, if they are under-represented, seek to increase their number.<sup>12</sup>

Measure 1.1.6, which aims to improve under-representation in respect of gender and community background across branches and departments of the PSNI, is one means of the Board fulfilling those statutory functions.

The second indicator under Measure 1.1.6 is particularly noteworthy as it requires PSNI to provide evidence of initiatives and measures taken to improve workforce representation, specifically in branches where under representation is an issue. PSNI had previously devised a 2016-17 'Positive Action Plan: addressing under representation within specialist departments' that detailed a number of objectives and actions to be completed by 31 March 2017. Members previously understood that the activities undertaken in the 2017-18 and the 2018-19 financial years were a continuation of this work. However it has been confirmed that there are no revised versions of the document. Instead PSNI advised that newly established Positive Action Group analyses areas within the organisation based on a range of section 75 considerations, set against PSNI's Equality, Diversity and Good Relations Strategy. PSNI has implemented an updated Equality, Diversity and Good Relations Action Plan in addition to the PSNI Equality Scheme following extensive benchmarking, with progress on both reported to the Positive Action Group and Culture Ethics and Diversity Board on a quarterly basis. The Board's Resources Committee is

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<sup>10</sup> Section 3(3)(c)(iv), Police (NI) Act, 2000.

<sup>11</sup> Section 3(3)(c)(v), Police (NI) Act, 2000.

<sup>12</sup> Section 48(1), Police (NI) Act 2000.

scheduled to receive a briefing on the Equality, Diversity and Good Relations Action Plan in September 2019.

PSNI has provided an account of a range of different initiatives targeted at improving under-representation across the organisation. For example, they have taken part in the Gender Project<sup>13</sup> which is a business-led collaboration including Baker McKenzie, Belfast City Council, Belfast Harbour Commissioners, Belfast Health and Social Care Trust, Business in the Community, Citi, Fire and Rescue Service NI, the Northern Ireland Assembly, and Translink, in order to achieve better gender balance across their organisations. The rationale behind the Gender Project is that having a more gender-balanced workplace creates efficiency savings, enhances employee engagement, boosts productivity, meets the diverse needs of customers and suppliers and improves brand reputation. As part of this work, PSNI signed up to the Northern Ireland Gender Charter Mark.<sup>14</sup> This enables organisations to apply for a charter mark which will recognise their commitment to, and progress on, gender diversity. The Charter follows a methodology of self-assessment, target-setting and review, and it prioritises continuous progression with goals set by, and appropriate to, each individual organisation. PSNI was awarded the Bronze Award based on its self-assessment. In 2019-20 Members will explore what feedback PSNI received based on this self-assessment and how this will factor into policies to improve female representation across the organisation.

PSNI also submitted its second Stonewall Workplace Equality Index<sup>15</sup> in October 2018 which included the Stonewall Workplace Equality Index Staff Survey that was issued by email across the whole organisation. The Workplace Equality Index is a benchmarking tool for employers to measure their progress on LGB&T inclusion in the workplace. Participating employers are required to demonstrate their work in 10 areas of employment policy and practice and staff from across the organisation completes an anonymous survey about their experiences of diversity and inclusion at work. Organisations then receive their scores, enabling them to understand positive developments and practice and where they need to focus their efforts, as well as see how they've performed in comparison with their sector and region, with the 100 best-performing organisations celebrated publicly. The results of the 2017 index ranked PSNI at 341 of 434 respondents.

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<sup>13</sup> <http://www.bitcni.org.uk/wp-content/uploads/2015/07/The-Gender-Project-information-sheet-v2.1.pdf>

<sup>14</sup> <http://diversity-mark-ni.co.uk/>

<sup>15</sup> <http://www.stonewall.org.uk/workplace-equality-index>

The results and recommendations are currently being taken forward by PSNI's Positive Action Group and Members will explore the findings of the 2018 Index and the resultant actions PSNI plan to take forward.

In the first report submitted in June 2018 against this measure, PSNI reported that it was considering bringing in a specific policy with regard to the menopause and the impact that this has on the workforce. There are now more women in work than ever before, with 71.3% of women aged from 16 to 64 years in work, the joint highest employment rate for women since comparable records began in 1971. The increase in the employment rate for women over the last few years has been partly due to ongoing changes to the State Pension age for women, resulting in fewer women retiring between the ages of 60 and 65 years.<sup>16</sup> PSNI is currently scoping what other police services in the UK have done in response, particularly Nottinghamshire Police which has implemented a menopause policy and associated managers guide document. PSNI publicly announced in April 2018 that it was considering introducing a health policy on menopause which garnered significant local press coverage. PSNI also worked collaboratively with the Police Federation Northern Ireland (PFNI) in order to undertake further research, with five key recommendations emerging for implementation in relation to treating it as an occupational health issue, awareness training, dedicated wellbeing support, workspace conditions (temperature and ventilation), and flexibility in working hours.<sup>17</sup> The PFNI and PSNI were collaborating through the Employee Engagement Wellbeing Group to discuss how best these recommendations can be implemented. This is another issue which Members will discuss with PSNI in more detail in 2019-20.

While these initiatives are certainly positive, there are general in nature and consequently there remains a lacuna in PSNI's reporting to the Board in terms of detailed actions undertaken to tackle under-representation in specific branches, such as Crime Operations, where there has been an historical imbalance. In terms of specialist posts, PSNI has put additional support mechanisms such as supplementary information sessions, and female only physical competency assessments are offered to 'demystify the more traditional views of some specialist areas'. Physical assessment requirements are kept under review to ensure they are reflective of the job. PSNI has suggested that doing so has widened

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<sup>16</sup> Office of National Statistics, UK labour market: July 2018, <https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/employmentandemployeetypes/bulletins/uklabourmarket/july2018>

<sup>17</sup> <https://www.policefed-ni.org.uk/members/services/the-menopause>

interest in certain roles among those female officers who may not previously have considered applying. However, PSNI has not provided any further detail about which posts this refers to, or any statistical evidence to support that statement. Members will require additional, specific information in reports submitted in 2019-20.

Across the organisation as a whole, Roman Catholic representation among police officers and increased by 0.6%, with a very small decrease of 0.1% among police staff. The percentage of Roman Catholic police officers in Other Departments (3.2%)<sup>18</sup>, Crime Operations (2.4%) and Operations Support (1.2%) all increased, while the proportion in District Policing (-0.6%) decreased in 2018-19. In terms of police staff the proportion of Roman Catholics increased in Crime Operations (0.5%), District Policing (0.9%) and Operations Support (0.8%), while decreasing in Other Departments (-1.1%).

There has been a further small increase in the number of female police officers in 2018-19 which is the highest percentage of female police officers in the PSNI to date. The comparison to England and Wales shows that the percentage of female police officers is roughly in line with the total makeup of the 43 police forces as at 31 March 2018 (PSNI – 29.5%, E&W – 29.8%).<sup>19</sup>

Consideration of these figures, presented further below, requires some additional context and rationalisation in order to understand the key reasons behind these trends. This is why further information with regard to the work of the Positive Action Group and outcomes from the Equality, Diversity and Good Relations Action Plan will be a key area of focus for the Board's Resources Committee in 2019-20.

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<sup>18</sup> PSNI has grouped the smaller departments together for comparison purposes with the larger departments, for example, it is not like for like to compare the representation of HR Department of c100 with Crime Operations Department of c2,500. It also reduces the workload of the Workforce Planning and Equality Monitoring Teams in keeping the data analysis at headline level.

<sup>19</sup> Home Office Statistical Bulletin 11/18, Police Workforce, England and Wales, 31 March 2018, [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/726401/hosb1118-police-workforce.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/726401/hosb1118-police-workforce.pdf), pp. 28-29. Statistics for March 2019 will not be published until July 2019.

**Police Officers by Community Background**

	Roman Catholic Sept 2016	Roman Catholic May 2017	Roman Catholic Jul 2017	Roman Catholic Mar 2018	Roman Catholic Sep 2018	Roman Catholic Mar 2019	% points change (Mar 18 – Mar 19)
Other Departments	22.1%	23.3%	25.1%	22.7%	26.5%	25.9%	3.2%
Crime Ops	26.6%	28.1%	28.3%	28.7%	30.5%	31.1%	2.4%
District Policing	35.6%	34.9%	34.5%	34.3%	33.8%	33.7%	-0.6%
Op Support	26.8%	28.5%	28.7%	30.2%	30.9%	31.4%	1.2%
<b>Total Service</b>	<b>31.2%</b>	<b>31.5%</b>	<b>31.5%</b>	<b>31.6%</b>	<b>32.1%</b>	<b>32.2%</b>	<b>0.6%</b>

**Police Staff by Community Background**

	Roman Catholic Sept 2016	Roman Catholic May 2017	Roman Catholic Jul 2017	Roman Catholic Mar 2018	Roman Catholic Sep 2018	Roman Catholic Mar 2019	% points change (Mar 18 –Mar 19)
Other Departments	20.0%	20.6%	20.8%	20.6%	20.5%	19.5%	-1.1%
Crime Ops	16.4%	16.8%	16.7%	17.3%	16.8%	17.8%	0.5%
District Policing	22.9%	21.7%	21.4%	19.4%	19.6%	20.3%	0.9%
Op Support	17.7%	17.1%	17.1%	17.3%	18%	18.1%	0.8%
<b>Total Service</b>	<b>19.7%</b>	<b>19.8%</b>	<b>19.8%</b>	<b>19.5%</b>	<b>19.5%</b>	<b>19.4%</b>	<b>-0.1%</b>

**Police Officers by Gender**

	Female Sept 2016	Female May 2017	Female July 2017	Female March 2018	Female Sept 2018	Female March 2019	% points change (March 18– March19)
Other Departments	35.2%	36.2%	37.0%	32.8%	34.8%	35.7%	2.9%
Crime Ops	36.4%	37.5%	38.0%	38.0%	39.4%	39.7%	1.7%
District Policing	28.2%	28.2%	28.2%	28.8%	28.5%	28.0%	-0.8%
Op Support	11.1%	11.5%	11.1%	12.0%	11.9%	11.7%	-0.3%
<b>Total Service</b>	<b>28.4%</b>	<b>28.7%</b>	<b>28.8%</b>	<b>29.0%</b>	<b>29.4%</b>	<b>29.5%</b>	<b>0.5%</b>

**Police Staff by Gender**

	Male Sept 2016	Male May 2017	Male July 2017	Male March 2018	Male Sep 2018	Male March 2019	% points change (March 18 March 19)
Other Departments	45.1%	44.1%	44.0%	43.8%	44.8%	45.8%	2.0%
Crime Ops	29.0%	28.9%	28.9%	29.3%	28.9%	28.2%	-1.1%
District Policing	27.0%	26.7%	26.9%	42.7%	43.2%	43.6%	0.9%
Op Support	45.0%	46.3%	45.8%	43.3%	44.7%	43.8%	0.5%
<b>Total Service</b>	<b>38.5%</b>	<b>38.5%</b>	<b>38.4%</b>	<b>41.4%</b>	<b>42.1%</b>	<b>42.5%</b>	<b>1.1%</b>

**Strategic Outcome 1.2: PSNI engages with communities to improve understanding of the impact of policing decisions and involve communities wherever possible in those decisions.****Areas of progress:**

- PSNI have undertaken considerable work on the People and Culture strand of the Policing with the Community (PwC) concept, particularly in terms of training, leadership and development, and internal communication to help embed the ethos across the organisation. More evidence linking this type of capacity and knowledge building to practice in engaging with communities would aid the Board's understanding of progress.

**Areas of concern:**

- Reporting on evidence of the embedding of the PwC ethos requires improvement in 2019-20. PSNI need to better evidence the work being undertaken in and with communities in terms of collaborative co-design of projects which aim to provide positive outcomes for communities and increase confidence in the police.
- PSNI have not as yet clearly articulated the learning from the Policing with the Community proof of concept in Antrim and Newtownabbey District and how this has impacted on the roll out in other Districts.



**Measure 1.2.1: Embed and demonstrate Policing with the Community ethos and behaviours throughout the service specifically:**

- **demonstrate locality based police-community decision making through co-design that evidences the benefit of community input to the delivery of policing; and,**
- **evidence the ongoing impact and benefits realised as a result of the delivery of this project, both internally and externally.**

As a concept, Policing with the Community (PwC) was first articulated by the Independent Commission on Policing for Northern Ireland (Patten Commission) as *‘the police participating in the community and responding to the needs of that community, and the community participating in its own policing and supporting the police’*, and *‘the police working in partnership with the community; the community thereby participating in its own policing; and the two working together, mobilising resources to solve problems affecting public safety over the longer term rather than the police, alone, reacting short term to incidents as they occur’*.<sup>20</sup>

The current iteration of the PwC concept aims to support and embed cultural change within PSNI and promote collaborative decision making in and with local communities. It consists of three key areas underpinned by a range of associated activities: People and Culture<sup>21</sup>, Information and Analysis<sup>22</sup>, and Making a Difference<sup>23</sup>.

As reflected in the NIPB’s assessment summary for 2017-18, Member have expressed a view that the focus of reporting in relation to measure 1.2.1 tended to be on the People and Culture workstream of the PwC project which is largely engaged with internal process, knowledge and capability building and training. The Board is very much cognisant and supportive of the fact that in order to occasion cultural change, there needs to a period of inward facing reflection and capacity building to ensure that the concept is embedded

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<sup>20</sup> Paragraphs 7.2 & 7.3, *A New Beginning: Policing In Northern Ireland. The Report of The Independent Commission On Policing For Northern Ireland*, September 1999, p. 40.

<sup>21</sup> This is defined as ‘preparing people for more impactful collaborative working by increasing internal ‘health’ of the PSNI’. Key elements include a Performance Management Framework; Corporate Identity Plan; Leadership Strategy & Delivery Plan; Internal Communications; and, a Wellbeing Strategy.

<sup>22</sup> Defined as ‘developing processes to ensure Evidence Based Decision Making and Information Sharing that enables effective collaborative working’. Key elements include development of an ‘Impact Unit’; Shared Strategic Data Analysis; Information Sharing Agreements; and, Information Sharing Mechanisms.

<sup>23</sup> Defined as ‘keeping people safe through collaborative working, with key elements which include Calls for Service; Support Hubs; Community Empowerment; and, Collaborative Problem Solving.

across the organisation and that officers and staff have the skills and expertise necessary to work more closely and more effectively in communities. However PSNI was urged to place greater emphasis on the outward elements of the PwC project, with a particular emphasis of collaboration with communities and the third sector, not just statutory and public sector agencies.

At a general level, it is hard to ascertain the success of the PwC project in a holistic sense. The key evidence available is an evaluation carried out by CENI of the Proof of Concept for PwC, which was developed as an Operational Policing Model in Antrim and Newtownabbey District Council Area<sup>24</sup> from December 2016 prior to corporate rollout. The findings from this evaluation were previously outlined in the Board's summary assessment of PSNI performance for 2017-18. It is disappointing that in reporting for 2018-19 PSNI has failed to adequately demonstrate to the Board whether any lessons have been learned from the proof of concept and how this has changed to organisation's approach in rolling it out in other policing areas. This is something that Members have reiterated requires explicit and detailed clarification in 2019-20.

PSNI has outlined a number of activities which they believe have assisted in embedding cultural change in the organisation. Among the examples outlined in 2018-19 are:

- PwC training completed for over 1,700 personnel across Districts, Operational Support Department (OSD) (as at June 2018);
- Support Hub Readiness Guide provided to District Commanders to assist in further development of hubs;
- Problem Solving and Community Empowerment Knowledge Centres developed and launched on PoliceNet;
- A special issue of the internal magazine CallSign dedicated to Policing with the Community was published to increase awareness and knowledge of collaborative decision-making.
- Threat, Harm, Risk, Investigation, Vulnerability and Engagement (THRIVE) model for decision making has been introduced in Contact Management Centres (CMC).  
Contact Management is very often the first point of contact that a person has with our

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<sup>24</sup> The central premise of the Proof of Concept was that the PwC Project Team would develop the key corporate elements of Policing with the Community centrally, but integrate other elements into a 'Collaborative Working Model' developed in partnership with the Antrim and Newtownabbey District Command Unit and Council, along with other partners.

police service. THRIVE is about standardising PSNI's approach and ensuring we have a consistent framework to identify the most appropriate resource to deal with the matter and provides better levels of information to the allocated officer or staff member.

- Introduction of Enhanced Crisis Communicators (ECC) in Contact Management Centres. The ECCs are used as the primary communicator to manage calls from those in crisis making suicidal or self-harm threats and are also used to support untrained staff in managing a call of this type. They are given an enhanced level of training around communication techniques and provided with training around a range of models which they can use to manage the immediate crisis.
- Implementation of the Leadership Strategy by the Police College. The Leadership Strategy has been developed in accordance with the Guiding Principles for Police Leadership identified by National Police Chiefs Council (NPCC), Her Majesty's Inspectorate of Constabularies (HMIC) and College of Policing (COP) and in essence starts with ensuring that role profiles correctly identify the knowledge, skills and behaviours for each role. Formal Leadership Development programmes and activities will be undertaken at three distinct levels - Emerging Leaders, Established Leaders and Executive Leaders.

The NIPB also requires PSNI to provide evidence of activity and initiatives undertaken to engage with communities and involve them in decision-making, and improve understanding of the impact of policing decisions. The reports issued to the Board in 2018-19 focused its evidence on the Youth Volunteer Academy (discussed above in reference in measure 1.1.4), Support Hubs, Community Empowerment and an Appreciative Inquiry (AI) project in North Belfast. As a general point PSNI have not, as yet, presented strong analysis of the positive impact this work is having on local areas and whether their implementation has made positive differences to communities. Members have restated the need for PSNI to undertake this level and type of analysis, not just focusing on organisational outputs as measures of success.

The introduction of AI through the PwC concept requires further exploration, and the Board's Partnership Committee will require PSNI to more fully articulate how it fits with community empowerment and collaborative problem solving. PSNI's reporting in 2018-19 has not adequately explained the concept, scale, scope, terms of reference or desired

outcomes from the AI project. The use of AI methodology is based largely on social constructionist theory which, argues that organisations, groups or communities are created, developed and changed by interactions and conversations among those who have some form of stake in its success. In developing this theory it was argued that more traditional means of organisational development were based on problem solving activities which are premised on the idea that organisations are ‘problems which need to be solved’. AI theory suggests that excessive focus on negative elements of organisations and general dysfunctional behaviour tend to make them worse, or at least fail to improve them. Problem solving is argued to lead to individuals in organisations becoming less effective for fear of being blamed for specific problems, discouraging individual and collective responsibility and engendering resistance to change. Problem solving activities therefore tend to frame fact finding questions such as ‘What are the problems’, ‘What needs to be fixed’, or outlining ‘challenges’. AI instead focuses on engaging with stakeholders in an organisation to identify and understand its key strengths, positive culture, and potential, aiming to outline what the key assets and personal motivations which can drive organisational improvement. Collective inquiry from all stakeholders using more qualitative based interviews is meant to promote buy in, which focus on organisational strengths rather than deficiencies, meaning that change is focused on a positive vision which helps to form relationships between individuals and organisations. At a basic level AI uses a four step process which involves:

- *Discover*, in which organisational process which work well are identified, or individuals or groups highlight those things which they want to do more of;
- *Dream*, which aims to reframe the future direction of an organisation by thinking of those processes which might work even better in the future;
- *Design*, in which processes are planned and prioritised to make them effective; and,
- *Deploy*, in which plans are executed, evaluation and amended over time.<sup>25</sup>

From a high level exploration of AI theory it is suggestive that this is a departure from key conceptual approaches in the PwC project, particularly attempts to embed processes like problem solving within the organisation, as well as in districts with communities. Due to a lack of clear exposition from PSNI on this point it is more difficult to come to a considered conclusion. Members will therefore explore this in more detail in 2019-20 in order to

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<sup>25</sup> G.R. Bushe, ‘The appreciative inquiry model’, in E.H. Kessler (ed.), *Encyclopedia of Management Theory*, I, (Thousand Oaks, 2013), pp. 41-44; G.R. Bushe, ‘Appreciative inquiry: Theory and critique’, in D. Boje, B. Burnes & J. Hassard (eds.) *The Routledge Companion To Organizational Change* (Oxford, 2011), pp. 87–103.

ascertain whether the move towards AI concepts is grounded in any evidence based learning that problem solving has not worked effectively in communities, or that it is an entirely separate area of work which compliments a number of other ongoing concepts being implemented across the organisation.

**Strategic Outcome 2.1: Harm caused by crime and anti-social behaviour is reduced with a focus on protecting the most vulnerable, including repeat victims**

**Areas of progress:**

- Support Hubs appear to be a very effective collaborative approach to supporting vulnerable people in those Districts in which they have been established. The Board supports and advocated for them to be implemented in all other Districts.
- The number of hate motivated incidents with regard to sectarian, disability, faith/religion and transphobic hate crime all decreased in 2018-19, with a decrease in the number of faith/religion and transphobic crimes.
- PSNI has demonstrated to the Board that detailed analysis has been undertaken on the problems posed in tackling hate crime. Key analysis documents provided to the included a problem profile, analysis of outcomes for victims, and in depth overviews of transphobic, homophobic and disability hate crime. This demonstrates a desire to gain a holistic understanding of the issue, with a clear and robust evidence base upon which future work can be based.
- The launched of a mental health crisis street triage pilot in Belfast with the Northern Ireland Ambulance Service, Public Health Agency and Belfast Health and Social Care Trust is a positive development and evidence of greater collaborate working across various sectors in Northern Ireland. This should assist in better supporting individuals in mental health crisis so that they receive the most appropriate care and signposting to mental health support pathways.
- In tackling ASB in nineteen 'hotspot' areas, PSNI's Asset-Based Community Development (ABCD) concept appears to embody the principles of policing with the community outlined by the Patten Commission. If implemented effectively communities will be empowered to take greater ownership of the issues they want to address and have the skills and resources to tackle them with less reliance on public sector organisations.

- In five ASB 'hotspot' areas in Derry and Strabane Council, there was a decrease in the number of reported incidents to PSNI. This suggests the effective implementation of the ABCD concept and the potential identification of best practice which could be rolled out in other areas where appropriate.

**Areas of concern:**

- The number of hate motivated incidents with regard to racist and homophobic hate crime increased in 2018-19, with an increase also in the number of racist, homophobic, sectarian and disability crimes.
- The reporting of sexual violence and abuse offences such as rape and sexual assault has almost tripled since 2000-01. While the number of reported sexual offences rose by a relatively small number in 2018-19 when compared to 2017-18 (113 incidents, equating to a 3.3% increase), this is three times higher than the lowest level recorded in 2000-01. Rape offences are also at their highest level, with the number in 2018-19 (1,099) nearly five times higher than the lowest level in 2000-01 (232). The increase in rape offences in 2018-19 was 13.9% higher than 2017-18.
- The Gillen Review, commissioned by the Criminal Justice Board in April 2018, has highlighted continued failures by the police and the wider criminal justice system. These issues, such as the need for specialist training, poor case management, ineffective investigation techniques, poor communication with prosecutors and the use of digital technology not fit for purpose, are long established and previous assurances on service improvement and collaboration given to the Board by PSNI has not been borne out in findings of such independent reviews.
- As has been the case each year since 2010-11, PSNI has recorded the highest level of domestic abuse incidents to date in 2018-19: 31,682 incidents and an increase of 5.9% since 2017-18. The number of domestic abuse crimes also increased by 11.4% in the same period, constituting 16% of all police recorded crime, an increase of 1.2% points when compared to 2017-18. Increases were seen across all the main crime types except for breaches of non-molestation orders, with an increase of 58.5% in harassment linked to domestic abuse.

**Measure 2.1.1: Improve service to the most vulnerable across PSNI policing districts through the implementation of Support Hubs in collaboration with PCSPs and other partners.**

The purpose of Support Hubs is to bring key professionals together to facilitate early and better quality information sharing and decision making to work together to provide support for identified individuals who may be vulnerable for a range of reasons. PSNI is not the lead agency for each Hub, though PSNI has anecdotally suggested that in many instances they have had to assume greater responsibility owing to a leadership vacuum in some districts. Some of the partners associated with the Support Hub are PCSPs, Health Trusts, Northern Ireland Housing Executive, Youth Justice Agency, Councils, the Education Authority, Probation Board Northern Ireland, Northern Ireland Fire and Rescue Service, and the Northern Ireland Ambulance Service, with each partner able to bring referrals for consideration.

Four Hubs were fully operational in 2018-19- Derry City and Strabane Council, Antrim & Newtownabbey Council, Mid and East Antrim Council, and Causeway Coast and Glens Council, with a readiness guide prepared to help other districts set up their own Hubs. The Derry and Strabane Support Hub has been highly commended by HMICFRS in its Effectiveness and Efficiency inspection 2018, published in May 2019, as an example of positive mechanism to support vulnerability, and effective collaborative partnership working.

Under measure 2.1.1 PSNI is required to demonstrate the impacts that Support Hubs have had in improving service to the most vulnerable. This is very much an outcome based focus, asking the question of 'what different did it make' to the individuals who experience a service from PSNI. The information included in the reports to the Board to focus on the reduction on demand through calls for service rather than demonstrating examples of outcomes for those vulnerable people who are assisted by the Support Hub. That information should certainly not be dismissed, for measure 5.1.1 in the Policing Plan places an emphasis on PSNI understanding demand for their services, and understanding ways in which they can decrease certain areas of demand, particularly where it is essentially displaced from other sectors and organisations. Analysis of information in each of the four Hubs operational in 2018-19 demonstrated that there has been a reduction in

calls for service for those individuals being supported by the Hubs, with a significant reduction among those people supported by the Hub for longer than six months.

While PSNI reports against the 2018-19 Policing Plan suggest that this is evidence that vulnerability has been reduced, it may be more accurate to suggest that vulnerabilities are better supported and managed. Only a qualitative base exercise which assesses those individuals who have gone through the Support Hubs process could reasonably demonstrate whether vulnerability had been reduced. Further performance metrics provided by PSNI outline the number of operational Support Hub meetings held, the number of referrals made, the number of actions completed by PSNI, the number of actions completed by partners, and, the number of persons signposted with no need to refer. This appears to be a 'measure of busyness' and policing outputs and does not provide much evidence of positive outcomes for vulnerable people going through the Support Hub process. Furthermore, in considering the reduction in demand for PSNI services as a result of the support mechanisms put in place by Support Hubs, Members would expect to see how this has impacted on LPTs and NPTs, i.e. as a result of hours saved, additional resources have been allocated to X amount of engagement opportunities/dealt with X more incidents of Anti-Social Behaviour/Hate Crime incidents etc. For example, in 2017-18 Derry & Strabane PSNI stated that due to the work of the Support Hub there were 137 fewer missing persons reports. With an individual cost of £4,500 per missing person report, savings of £616,500 was achieved, as well as the immeasurable human cost of support a vulnerable person.

Anecdotal evidence from PCSP managers suggests a number of positive examples of multi-agency collaboration, though PSNI has previously argued that they cannot provide specific examples to the Board due to the potential for identification of individuals. One example was provided in the second report to the Board in September 2018, which highlighted the case of an individual in Mid and East Antrim District who was living alone in a Housing Executive flat, was vulnerable due to mental health issues, as well as drug and alcohol dependency. While he had a supportive family, younger men in the area took advantage of his vulnerabilities to use his property as a base to sell drugs. The Support Hub was able to secure an appointment with a healthcare professional, substance support services and identify more appropriate accommodation. Not only did that individual reduce his risk behaviours, he started to take part in community volunteering due to his



experience through the Hub. Positive examples like this are a far better demonstration of the work of the Support Hubs and Members have again reiterated that future reports should include a small number of similar examples to personalise the positive outcomes for those individuals supported by the multi-agency approach.

**Measure 2.1.2: Improve the service to vulnerable groups in collaboration with partners in relation to: Hate crime, Crimes against older people, Sexual offences, Mental health.**

**(i) Hate Crime**

Hate incidents and crimes are defined as ‘any non-crime incident/criminal offence which is perceived, by the victim or any other person, to be motivated by a hostility or prejudice based on a person’s actual or perceived: race, religion, religious opinion, political opinion, sexual orientation, disability, or, against a person who is/perceived to be transgender’. There are six categories (strands) of hate crime in Northern Ireland; sectarian, faith/religion, racial, homophobic, disability and transphobic.

Not all hate crime incidents will result in the recording of a crime. On some occasions the incident may not be of the level of severity that would result in a crime being recorded, though that should certainly not lessen the experience of those people who go through it. Some incidents will also result in multiple crimes being recorded.

While accepting that considering patterns in hate crimes, incidents and outcomes only gives a partial picture, there are a number of noteworthy issues which the Board will discuss with PSNI in more detail in 2019-20 in order to understand the key issues underpinning the statistical trends. In terms of racist motivated incidents and crime, following a decline in levels of racist incidents and crimes between 2009-10 and 2011-12 they increased each year between 2011-12 and 2014-15 which was the highest recorded to date. Levels fell again in each of the three years 2015-16 to 2017-18 before showing an increase in 2018-19. The number of incidents in 2018-19 is the third highest on record, while the number of crimes is the eighth highest. Homophobic motivated incidents and crimes have generally increased between 2006-07 and 2015-16 to reach the highest level recorded since the data series began in 2004-05. While there has been more fluctuation in crime levels, they increased year on year between 2011-12 and 2015-16. Since 2016-17

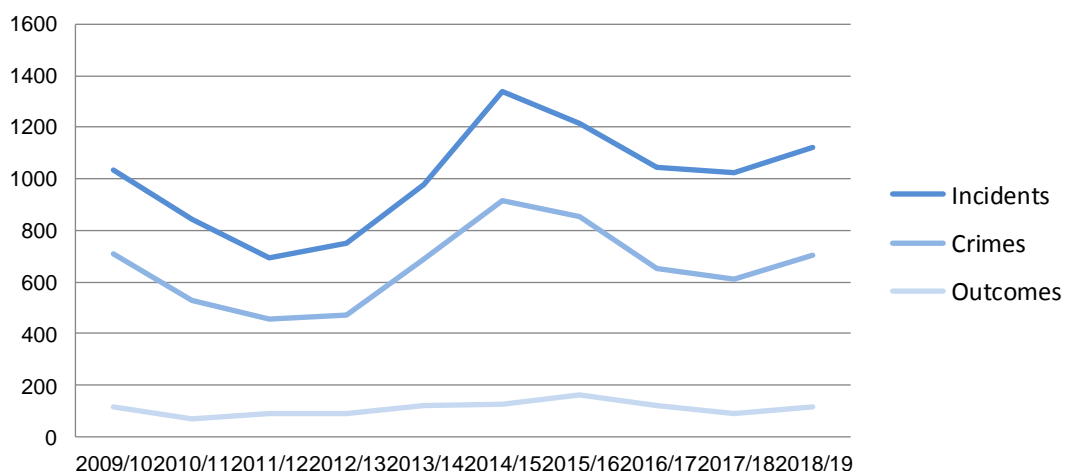
levels of both incidents and crimes have fallen to those previously seen in 2013-14 and 2014-15.

The number of sectarian incidents was at its highest level in 2009-10 with 1,840 incidents recorded. Levels have generally fallen since then, with 2018-19 the lowest in the data series and less than half of the peak level recorded in 2009-10. The number of sectarian crimes recorded in 2018-19 is the second lowest to date, showing a fall of 58 per cent when compared with the highest level which was recorded in 2005-06.

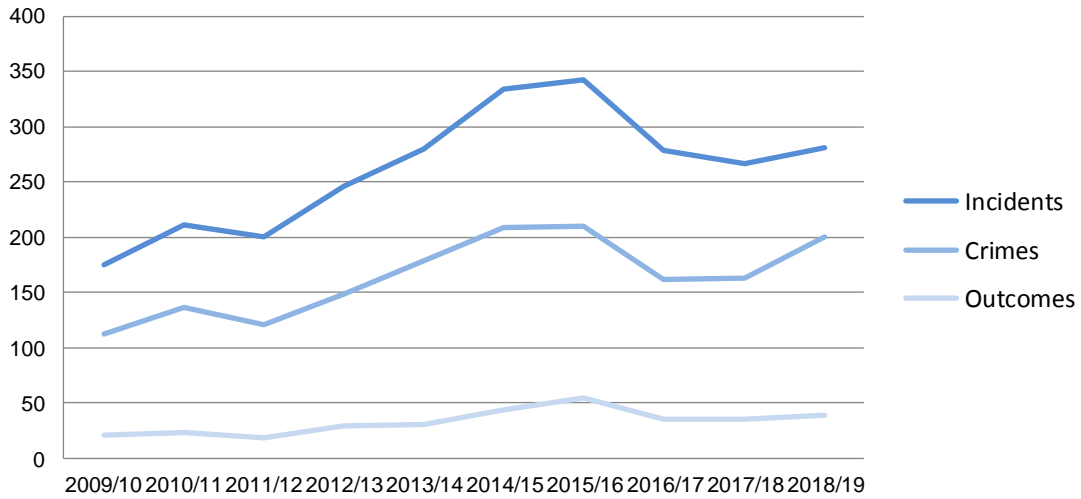
After declining for five consecutive years after its peak of 2006-07, the general trend has been an increase in the number of faith/religious motivated hate incidents and crimes. 2013/14-2014/15 witnessed a particularly significant increase of around 167%. After a sharp drop in 2015-16, the next two years witnessed increases, though the number of incidents fell by 38% in 2018-19 when compared to 2017-18, with crimes falling by nearly 38%.

Disability hate motivated incidents reached its peak in 2014-15 after witnessing increases nearly every year since 2007-08. Though it has fallen each year thereafter, the number of incidents remains well above the figures for 2006-07 to 2012-13. With transphobic motivated hate incidents, the relatively small number means that the overall statistical picture can be disproportionately affected by minor increases or decreases in the number of incidents or crimes. As a general rule, the number of incidents increased each year since 2011-12, reaching its highest level in 2017-18. The number of incidents fell by 13% in 2018-19, though this equates to only five fewer, demonstrating the low number of incidents reported.

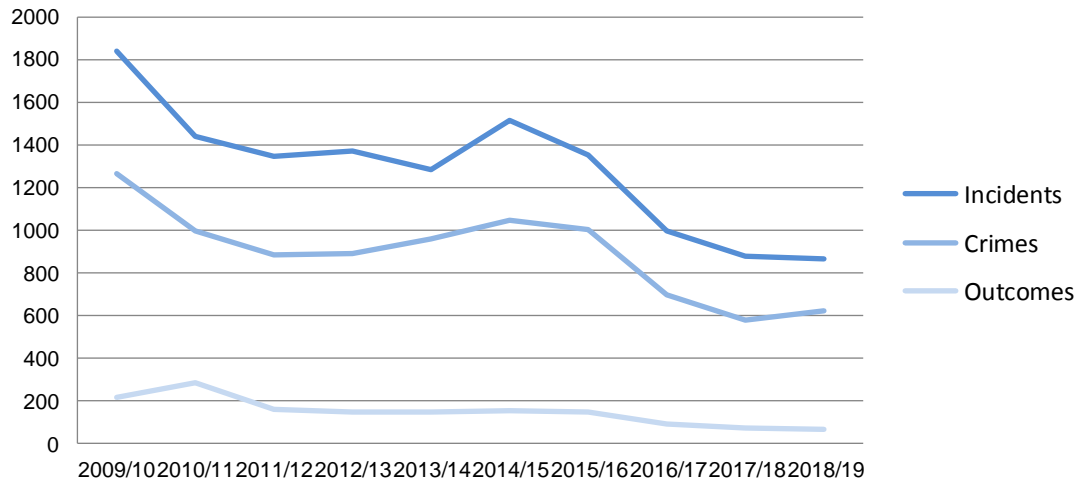
**Racist motivated incidents, crime & outcomes, 2009/10-2018/19**



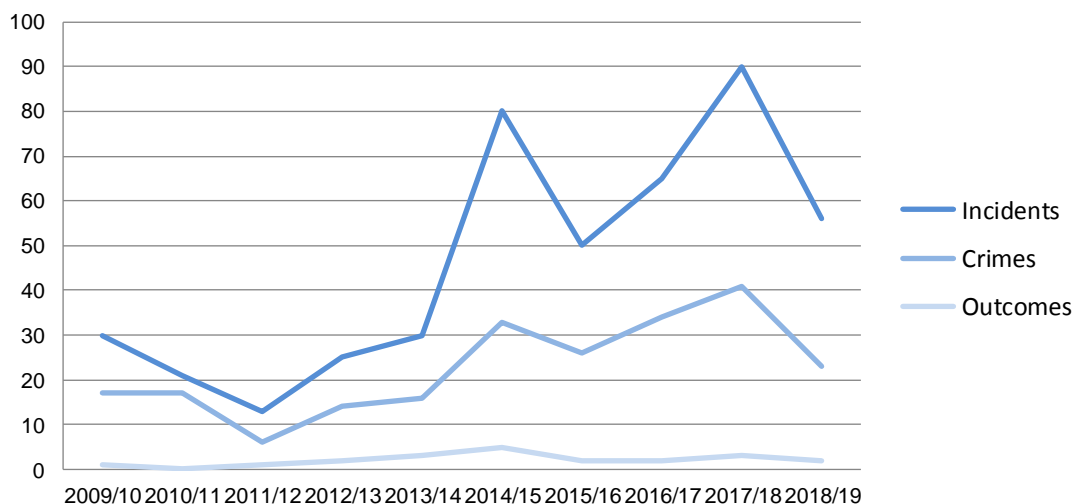
### Homophobic motivated incidents, crime & outcomes, 2009/10-2018/19



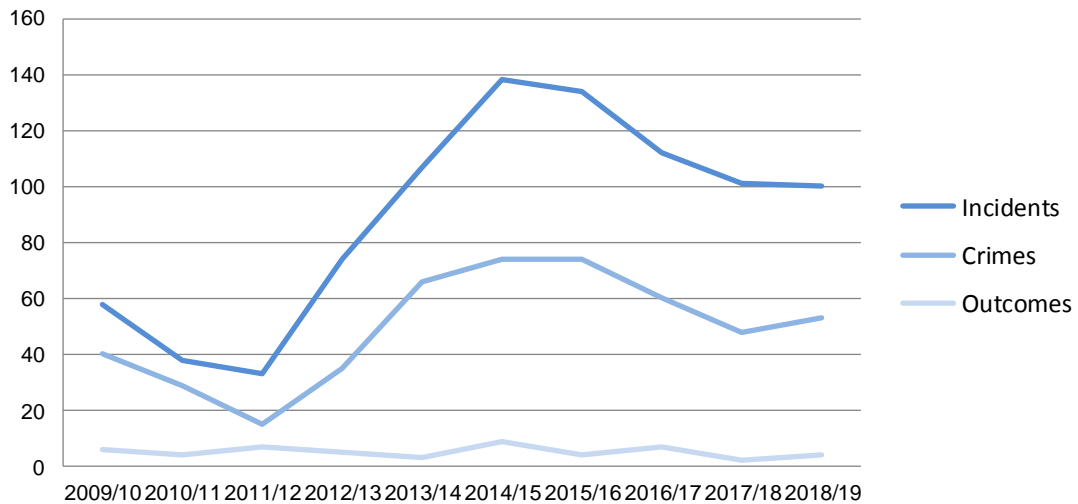
### Sectarian motivated incidents, crime & outcomes, 2009/10-2018/19



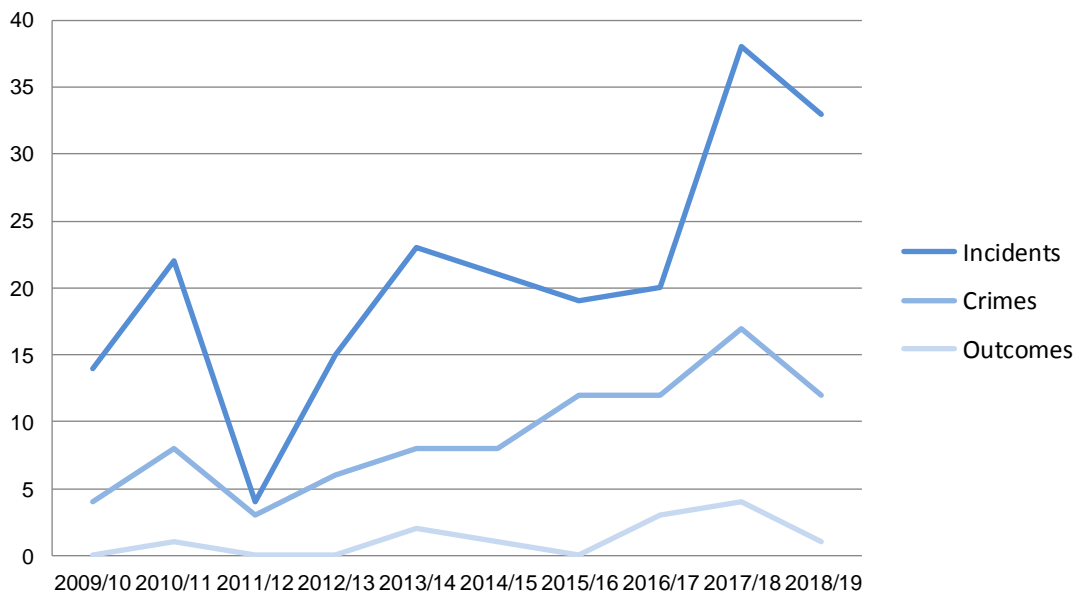
### Faith/religious motivated incidents, crime & outcomes, 2009/10-2018/19



**Disability motivated incidents, crime & outcomes, 2009/10-2018/19**



**Transphobic motivated incidents, crime & outcomes, 2009/10-2018/19**



In reporting to the NIPB in 2018-19 on the steps taken to improve the service to vulnerable victims of hate crime, PSNI demonstrated significant and detailed amount of analysis undertaken on a range of related issues, including a problem profile, analysis of outcomes for victims, and in depth overviews of transphobic, homophobic and disability hate crime.

The NIPB commends PSNI for this approach given that it clearly demonstrates a desire to gain a holistic understanding of the issue, with a clear and robust evidence base upon

which future work can be based. The problem profile which has been shared with NIPB is a particularly valuable analysis which has proved to be highly informative of the issues which face the police and, most importantly, victims. Some of the key findings include that:

- Over the last seven years there has been a noticeable shift away from a predominance of sectarian motivated hate abuse towards racist hate abuse being most commonly reported.
- Both racist and sectarian motivated occurrences reached a peak in 2014-15 but both have since fallen year-on-year with strong evidence of a downward trend.
- Hate abuse with a sectarian motivation is widespread throughout Northern Ireland in both urban and rural areas and is not just confined to population centres, though it is more common. Racist hate motivated occurrences are largely being reported in urban areas. Homophobic hate abuse is reported primarily in Belfast / Greater Belfast, and to a lesser extent Londonderry.
- Faith-religion and transphobic hate motivated incidents are both showing an upward trend, however volume is low.
- The top 20 Super Output Areas (SOAs)<sup>26</sup> where most hate abuse was reported range between 5 – 274 on the Northern Ireland Multiple Deprivation Measure 2017 (NIMDM17) scale, and are therefore all in the top one-third of most deprived SOAs. This reflects a correlation between deprivation and hate crime, a reflection of the fact that hate crime is a social issue requiring collaboration between public service sectors, not just a criminal justice issue. This is an issue that requires further research as there are other issues beyond socio-economic deprivation which has an impact on the prevalence of hate crime. For example, locations where there is a large population and more diverse mix of people – students, workers, residents or persons coming into the area to socialise, will experience higher levels of hate abuse.
- The most prevalent offences in all strands of hate abuse are violence against the person and criminal damage with incidence exceeding that of crime generally.
- On an analysis of 2017-18, a significant proportion of victims are identified as being repeat victims, linked to a significant number of occurrences. With racist hate crime 12.2% of victims are identified as being repeat victims, linked to one-fifth of occurrences. With regard to occurrences with a sectarian motivation, 9.1% of

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<sup>26</sup> SOAs were developed by (No)Statistics and Research Agency (NISRA) to improve reporting of small area statistics. There are 809 SOAs, each containing approximately 2100 residents. SOAs do not nest within the 11 local government (and PSNI) districts.

victims are identified as being repeat victims, linked to 10.2% of occurrences. With faith based occurrences, 13.3% of victims are identified as being repeat victims, linked to 7.8% of occurrences. For occurrences with a homophobic motivation 9.5% of victims are identified as being repeat victims, linked to 19.1% of occurrences. The proportions of repeat victims is higher with transphobic motivated occurrences, with 38.1% of victims identified as being repeat victims linked to 44.7% of occurrences. Finally, in relation to occurrences with a disability motivation 9.7% of victims are identified as being repeat victims, linked to 16.38% of occurrences.

- Alcohol/drugs is recorded as a motivating factor for 14.6 % of offences with a hate motivation; with transphobic and homophobic related offences more commonly also linked to alcohol/drugs. Common incidents occurred in commercial premises such as bars and fast-food outlets (linked to the night-time economy), and also in residential settings where victims reported being abused by intoxicated neighbours. Alcohol and drugs are dis-inhibitors which can increase anti-social impulses such as aggression. Although not an excuse for such behaviour, alcohol/drugs may act as a catalyst in escalating conflicts into violent outbursts.
- A total of 30 offences are flagged as being cyber-enabled/facilitated. It is likely that this type of motivation is under recorded as the internet and social media is increasingly being used to perpetrate hate and where a veil of anonymity gives some individuals a false sense of security that they can make comments with impunity.
- A total of 181 hate motivated offences (12.4%) in 2017-18 were recorded as having an outcome. Offences with a homophobic or transphobic motivation have the highest outcome rate, whilst disability motivated crime has the lowest. Overall crime in 2017-18 had an outcome rate of 28.5%, higher than any strand of hate crime. Further analysis of data outlines that where no outcome has been achieved, this is most frequently because despite an investigation being carried out, no suspect can be identified. Often victims are satisfied that police have attended an incident which has stopped further repeat incidents, meaning they do not support any further engagement with the criminal justice system. Technically speaking, while some incidents have recorded a 'no outcome', the intervention of PSNI in this respect has led to a positive result.

PSNI found that where a positive outcome had been recorded, it was often due to the timely reporting of an incident, especially where it was in commission, meaning there is a greater likelihood that police would be able to attend the scene while the suspect is there. While it is undoubtedly the case that positive outcomes are more likely where a victim knows and can identify the perpetrator, neighbours, friends and co-workers may play a vital role. This necessitates community outreach and education, and enhanced partnership working. Reports from PSNI in 2018-19 demonstrated the scope of their activities with statutory and community/voluntary sector organisations such as the DoJ, Housing Executive (NIHE), Community Restorative Justice (CRJ), PCSPs, Orange Order, local faith groups, schools, Rainbow Project and others. The Board particularly welcomes active engagement with the community and voluntary sector, meaning PSNI can be more proactive in certain areas to prevent hate crime from occurring rather than just responding to it once it happens.

An area which the NIPB will again explore further with PSNI in 2019-20 relates to PSNI's use of the perception test. This has been highlighted by Criminal Justice Inspection (NI) (CJINI) in its inspection of the criminal justice systems response to hate crime. CJINI inspectors noted significant changes made to the perception test and who could report a hate crime on behalf of the victim in PSNI's Hate Crime Service Instruction issued in May 2017.<sup>27</sup> PSNI's amended perception test now states that *'it would not be appropriate to record a crime or incident as a hate crime or hate incident if it was based on the perception of a person or group who; had no knowledge of the victim, crime or the area, may be responding to media or internet stories, are reporting for a political or similar motive'*.<sup>28</sup> The Board will ask PSNI to provide an evaluation of the impact this may have on the reporting of hate crime in Northern Ireland, particularly where victims may not be aware of the legal interpretation of a hate crime or incident, in order to determine whether this has had any impact on reporting.

The NIPB is also strongly supportive of the steps PSNI has taken to analyse the levels of hate occurrences against police officers and staff. This analysis identified 16 offences where officers or staff were victims of racist or homophobic abuse. While most of most incidents occurred during the course of their duty, one was at a staff member's home.

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<sup>27</sup> CJINI, *Hate Crime: An Inspection of the Criminal Justice System's Response to Hate Crime In Northern Ireland*, December 2017, pp. 29-30, <http://cjini.org/getattachment/a48b8a89-f32f-4b02-bd3c-8f77989630eb/report.aspx>

<sup>28</sup> <https://www.psni.police.uk/globalassets/inside-the-psni/our-statistics/hate-motivation-statistics/documents/hate-motivations-definitions.pdf>

PSNI believe there to be significant underreporting of incidents against the police, with additional focus through hate crime awareness week in October 2018.

**(ii) Crimes against older people**

Older people continue to be more likely to become a victim of acquisitive crime such as robbery, burglary and criminal damage. PSNI's Older Persons Acquisitive Crime Group meets on a monthly basis, bringing together various disciplines from across PSNI to focus attention and effort on the issue of older persons and acquisitive crime. PSNI also have an acquisitive crime plan in place. In 2018-19 PSNI undertook a service-wide day of action on rogue traders and travelling criminals who often target older people. In increasing knowledge across the organisation, PSNI also launched a burglary 'toolkit' which supports an interactive "what works" approach to burglary investigation and intelligence management. It also reinforces and reminds officers of the standards expected of officers when dealing with older victims to ensure they receive the best support possible.

In reporting to the NIPB, PSNI has reflected the importance of partnership working in terms of supporting older people who may be vulnerable of falling victim to crime in Northern Ireland. PSNI continue to be a key partner in the ScamwiseNI partnership which aims to engage and inform the community about the risks of scams and the vast array of scams that exist, with a particular focus on supporting vulnerable people. The NIPB is enormously supportive of this collaborative approach which demonstrates how organisations across the private, public and community/voluntary sector can engage and support one another in supporting vulnerable people, communities and businesses. In 2018-19 new partners joined the partnership, with the leaders of the four main churches in Northern Ireland supporting the Scamwise campaign. PSNI's Service Lead in this area has also actively engaged with the local media in ensuring that key campaigns are articulated to as wide an audience as possible.

PSNI also informed the Board that a Trading Standards Officer (TSO) was to be seconded to the organisation in 2018-19, with that individual guiding PSNI activity against rogue traders who typically target older people. The Board again supports this type of co-located arrangement to tackle crime in Northern Ireland as another example of effective collaboration between organisations to protect the most vulnerable in our communities and will ask PSNI to provide an update on progress in 2019-20. Similarly PSNI referred to the establishment of a crisis support responder pilot in Lisburn and Castlereagh and Ards and



North Down Districts in conjunction with the Older Peoples' Commissioner and St Johns Ambulance. The Board supports this concept in principal, but would benefit from receiving further detail from PSNI about its terms of reference, financial support arrangements and long term viability. These issues will be discussed with PSNI in more detail in 2019-20.

### **(iii) Sexual offences**

In Northern Ireland the reporting of sexual violence and abuse offences such as rape, sexual assault and child abuse amongst others has almost tripled since 2000-01. While the number of reported sexual offences rose by a relatively small number in 2018-19 when compared to 2017-18 (113 incidents, equating to a 3.3% increase), this is three times higher than the lowest level recorded in 2000/01. Rape offences are also at their highest level, with the number in 2018-19 (1,099) nearly five times higher than the lowest level in 2000-01 (232). The increase in rape offences in 2018-19 was 13.9% higher than 2017-18.<sup>29</sup> Between 2011-12 to 2017-18 the outcome rate had been gradually decreasing. The Board therefore welcomes increases in 2018-19, with sexual offences increasing by 2.9% points, and rape by 2.4% points.

The PPS published a bulletin in October 2018 regarding statistics on sexual offences during the 2017-18 financial year. It revealed that the PPS received a 21% increase in files involving a sexual offence and 34.2% increase in files involving a rape offence compared from the previous year. The evidential test for prosecution was met in relation to a sexual offence in only 23.2% of decisions, representing a statistically significant reduction on 2016-17 (34.7%). The proportion of suspects that police recommend prosecution for has been decreasing, from 46.5% in 2015/16 to 41.2% in 2017-18. The figures for sexual offences reported in England and Wales follow the same increasing trend; the number of rape offences recorded in 2017-18 is over four times that in 2000-01.<sup>30</sup> A number of high profile trials of sexual offences, both in Northern Ireland and elsewhere in the UK, highlighted the need to examine the law and procedure surrounding serious sexual offences.

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<sup>29</sup> PSNI, *Police Recorded Crime in Northern Ireland: Update to 31 March 2019*:

<https://www.psni.police.uk/globalassets/inside-the-psni/our-statistics/police-recorded-crime-statistics/2019/march/crime-bulletin-mar-19.pdf>

<sup>30</sup> Public Prosecution Service for Northern Ireland, *Statistical Bulletin: Cases Involving Sexual Offences 2017/18*, 1 April 2017 to 31 March 2018:

[https://www.ppsni.gov.uk/Branches/PPSNI/PPSNI/Files/Documents/Stats%20and%20Research/Sexual%20Offences/Sexual%20Offences%20Bulletin%2017-18%20\(and%2016-17\)%20Final.pdf](https://www.ppsni.gov.uk/Branches/PPSNI/PPSNI/Files/Documents/Stats%20and%20Research/Sexual%20Offences/Sexual%20Offences%20Bulletin%2017-18%20(and%2016-17)%20Final.pdf)

A key focus in recent Policing Plans has mainly been around issues of vulnerability, while a specific measure relating to sexual offences included in the 2017-18 Policing Plan, continued into 2018-19 and 2019-20. PSNI has made a number of efforts, in partnership with other statutory agencies and community groups, to improve their responses to the investigations, prosecution and conviction of sexual offences. This includes the PSNI/PPS sexual assault advice clinics, PSNI's close partnership and campaigning with a number of sexual support agencies<sup>31</sup>, and a renewed focus on police officer training. The closer working relationship between PSNI and PPS compliments on-going work through the Indictable Cases Process and Working Together project which are outlined below under measure 4.1.1.

A number of recent critical reviews and inspections, namely the independent review into how the law and procedures in Northern Ireland deal with serious sexual offences ('the Gillen Review'), and the CJINI thematic inspection of the Handling of Sexual Violence and Abuse Cases by the Criminal Justice System in Northern Ireland, have highlighted a number of significant failings in PSNI policies and practices. These reports are critical of the entire criminal justice system, not just the role of PSNI. However it would be pertinent for the police to demonstrate their understanding of the gravity of the findings of these reports and the steps they are taking to improve service to vulnerable victims in order to reassure the public and engender greater confidence in their ability to protect and support victims. This will be a key area of business for the Board's Performance Committee in 2019-20.

The Gillen Review, commissioned by the Criminal Justice Board in April 2018, was published in draft form in November 2018 and contained over 220 draft recommendations for consultation. The final report was subsequently published in May 2019.<sup>32</sup> In general terms, the proposed recommendations for PSNI emphasise the need for renewed and specialised training, earlier and more efficient judicial management, and resource-led development of digital technology. The report advises that the DoJ undertake a comprehensive resource impact assessment is necessary in order that the fulfilment of the recommendations is not undermined and to avoid the risk of contributing to increased delay and further loss of public confidence.

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<sup>31</sup> Such as: Nexus NI; Women's Aid; The 24-hour domestic and sexual violence helpline; Victim Support NI; The Men's Advisory Project; The Rowan Centre; the Safeguarding Board NI

<sup>32</sup> Sir John Gillen, *The Gillen Report: Preliminary report into the law and procedures in serious sexual offences in Northern Ireland*, <https://www.justice-ni.gov.uk/sites/default/files/publications/justice/gillen-report-may-2019.pdf>

In relation to the Gillen Review, one of the cornerstones of the Review was to tackle *'the inordinate delay in the [criminal justice] system'* for serious sexual offences.<sup>33</sup> The Review reported that the time taken for sexual offence cases to complete in the Crown Court in Northern Ireland is twice as long as in England and Wales.<sup>34</sup> Their research highlighted the urgent need for PSNI to improve efficiency in the early stages of investigations and identified some key causes of avoidable delay. These include poor case management, ineffective investigation techniques, poor communication with prosecutors and the use of digital technology not fit for purpose.<sup>35</sup>

PSNI is represented on the Gillen Review Advisory Team with a view to supporting positive changes in processes and experience for victims by implementing the recommendations outlined in that independent review. During the public Board meeting on the 7 February 2019 the Chief Constable advised they internally have already started to improve processes to ensure recommendations are delivered. However he was unable to comment on whether or not PSNI have accepted all of the recommendations. The NIPB's Performance Committee will discuss the recommendation in more detail with PSNI upon final publication.

In November 2018 CJINI published a report on how the criminal justice system is currently struggling to handle the level of sexual violence and abuse cases. Inspectors found that while relationships between the PSNI and PPS have strengthened over the last few years, their ability to deliver improved outcomes and reduce delay has been hampered by challenges around securing a sufficient number of suitably qualified and experienced staff and managing their ever increasing workload. The report made one strategic recommendation for PSNI and two operational recommendations (including one joint recommendation for PSNI and the PPS). These echoed concerns raised by the Gillen Review, namely that PSNI need to more effectively assess resource distribution in the Public Protection Branch, and that full, efficient collaboration between PSNI and the PPS requires the transfer of digital information across new technology systems fit for purpose. In CJ's file review as part of this report on the handling of sexual violence and abuse cases, inspectors found that 70% of the relevant 46 cases showed evidence that all

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<sup>33</sup> *The Gillen Review*, p. 17.

<sup>34</sup> *Ibid*, p. 279.

<sup>35</sup> *Ibid*, pp. 282-285, 331, 342-348, 520-522.

appropriate investigative opportunities had been undertaken in a timely fashion.<sup>36</sup> Notably, it was reported that in some cases delay in taking a statement or arranging an interview contributed to the decision of the victim to withdraw from the case. The timing of the statement was assessed to be appropriate in 62% of cases; in 19% of the cases reviewed the victim statement was taken between a week and a month after the initial report, in 31% it took over a month to take a statement.<sup>37</sup>

PSNI have already begun the process of implementing some of these recommendations. In 2018-19 they reported that the Public Protection Branch (PPB) successfully bid for additional staffing resources at the January 2018 Priority-Based Resourcing Programme Board. This was to provide the PPB with an additional 93 staff across the branch with 48 of those working in the areas of child sexual abuse and exploitation investigation, rape crime and the Central Referral Unit (CRU). CJINI previously considered it '*imperative that the PSNI maintain a focus on balancing the demand and the workload*' of the PPB given the recent increases in referrals and evident challenge to manage the caseloads. They therefore recommended that the resourcing levels in the PPB be reviewed and reassessed within one year of publication. PSNI have since advised that the PPB Business Plan for 2018-19 has been developed to review 20 areas of business across the branch. Work commenced in May 2018 and is ongoing. Once all the projects have been concluded the recommendations will be reviewed alongside demand analysis from the PPB Analysts. A formal review of resourcing is due to take place in the first quarter of 2019 with the intention of concluding by 31 March 2019. Members will discuss the findings of this review of resourcing in 2019-20.

In relation to sexual offence cases specifically, the continued use of social media by the victim and the defendant as the case progresses has the capacity to support or undermine the prosecution case. This was evidenced in England and Wales during 2017-18 with a number of high profile rape trials collapsing over disclosure issues.<sup>38</sup> In January 2018, the Crown Prosecution Service (CPS) ordered a review of more than 3,600 cases in England and Wales after four cases involving rape and serious sexual assault were thrown out of

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CJINI, *Without Witness*. p. 43. 'Investigative opportunities' include the attendance of a crime scene investigator or photographing of injuries, utilisation of CCTV or body worn video footage, examination of electronic or phone evidence, obtaining of medical consent, house to house enquiries and identification of key witnesses, research of social media, intelligence databases or previous incident logs.

<sup>37</sup> CJI, '*Without Witness*', p.44.

<sup>38</sup> Four cases against men accused of rape collapsed in two months (Dec.2017- Jan.2018) after it emerged that vital evidence had not been disclosed to their defence lawyers; Liam Allan, Samson Makele and Oliver Mears made national headlines and sparked public debate: <https://www.bbc.co.uk/news/uk-44366997>

court due to a lack of disclosure. The outcome of the review was published in June 2018 and found that 47 cases of rape and sexual assault had important evidence withheld from the defence, with some communications evidence such as texts, emails and social media, were examined too late owing to forensic backlogs or lacking of case planning. The then Director of Public Prosecutions, Alison Saunders, commented the review highlighted known problems which have dogged the criminal justice system for many years and, although there have been attempts to tackle it in the past, admitted improvements have not been lasting; *'We are looking not just at systems and processes, but the whole culture within policing and the CPS. Disclosure must be seen for what it is- a central element of every investigation and every prosecution'*.<sup>39</sup> The Joint National Disclosure Improvement Plan, owned by the National Police Chiefs' Council, the Crown Prosecution Service and the College of Policing was put in place to drive systemic change in how these organisations meet this challenge and make sustainable change.<sup>40</sup> It is not clear to what extent PSNI and the PPS have sought to adopt that learning to Northern Ireland.

In November 2018, CJINI Inspectors reported that in Northern Ireland *'there appeared to be a lack of strategy or planning in relation to dealing with social media and digital evidence'*, particularly relating to difficulties with disclosure.<sup>41</sup> In their case file review, CJINI found that where an investigation plan was required for the case 50% showed evidence of a clear plan, 33% had an un-tailored plan and in 17% there was no evidence of a plan at all. This lack of consistent or planned approach is particularly concerning in light of the concerns raised by the CPS review.

Similarly, in 2015 CJINI reported weaknesses in the delivery and governance of disclosure, commenting that, *'a lack of strategic oversight in some matters of disclosure presented a risk that the test of relevancy, or the early consideration of relevant material, was not always subject to planned management'*.<sup>42</sup> These concerns are consistent with the findings of the Gillen Review which highlighted that, in order to deal with the vast and complex investigations that can arise from serious sexual offences, there needs to be a coherent, specialised response at each stage of PSNI's investigation and file

<sup>39</sup> CPS Press Release: CPS publishes outcome of sexual offences review, 5 June 2018:

<https://www.cps.gov.uk/cps/news/cps-publishes-outcome-sexual-offences-review>

<sup>40</sup> CPS, *National Disclosure Improvement Plan*, 10 May 2018: <https://www.cps.gov.uk/publication/national-disclosure-improvement-plan>

<sup>41</sup> CJI, *'Without Witness'*, p. 43.

<sup>42</sup> *Ibid*, p. 18.

preparation.<sup>43</sup> In the wake of the CPS review of rape and serious sexual offences cases, PSNI and the PPS carried out a review of disclosure which examined the 50 to 60 live rape cases. There was not a single instance where discovery had been flawed. At face value this is encouraging, however the PPS advised that the risk of such trial collapses in Northern Ireland is low because there is an emphasis on providing complete disclosure in every case.<sup>44</sup> This is a lengthy process; therefore a lack of strategic thinking towards disclosure may be a key contributory factor to delay. While the PSNI and PPS review of live rape cases did not uncover any systemic issues with regard to disclosure, the findings of CJINI inspectors further demonstrates the pivotal role of disclosure in criminal investigations, and the need that PSNI and PPS work closely through the Working Together project and ICP to ensure improvement in practice, procedures and oversight.

Many issues raised around disclosure and police file quality generally highlight concerns over poor supervision and quality assurance of police files. The HMICFRS Effectiveness 2017 report (published March 2018) raised an area for improvement that: '*The PSNI should improve its supervision of crime investigation particularly in those cases investigated by uniformed officers*'. Inspectors found that the quality of guidance and investigative direction from detective supervisors in more serious or complex cases was consistently high. This was not the case in guidance provided by uniformed sergeants, particularly in burglary investigations.<sup>45</sup> These findings are echoed by CJINI in its inspection of the handling of sexual violence and abuse cases in which it found that in 29% of case files reviewed, there was ineffective supervision of cases, and no evidence of any supervision in one.<sup>46</sup> Inspectors also emphasised the need for PSNI to provide further support including training and mentoring to supervisors whose role it is to approve the forwarding case files to the PPS. While some progress appears to be made in the Working Together project through the role of Police Decision Maker, it is thus far unclear how this principle has been applied to more serious and complex cases through the Crown Court. Issues around police file quality are particularly concerning in cases involving serious sexual offences given the inordinate delay such cases experience across the criminal justice system.

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<sup>43</sup> The Gillen Review, Part 2, p. 250.

<sup>44</sup> The Gillen Review, Part 2, p. 250.

<sup>45</sup> HMICFRS, *PEEL: Police effectiveness 2017: An inspection of the Police Service of Northern Ireland*, p. 20, <https://www.justiceinspectorates.gov.uk/hmicfrs/wp-content/uploads/peel-police-effectiveness-2017-psni.pdf>

<sup>46</sup> CJINI, *Without Witness*, pp. 53, 72.

In terms of collaborative working, as per the second performance indicator, the Gillen Review identified that communication between the PPS and the PSNI in relation to sexual offences requires improvement. Gillen recommends that PSNI's early engagement with the PPS during investigations should be given much higher priority than it is currently. This involves early preparation of schedules of unused material and commencing the process of third-party disclosure at the earliest possible stage.<sup>47</sup> Gillen goes further by recommending that a fixed, inflexible scheme of early PPS involvement is needed in all of the most serious sexual offences cases, '*thus enabling a firm check to be kept on charges being contemplated, delayed investigations, files and disclosure*'.<sup>48</sup> The current process is piecemeal and largely relies on PSNI seeking investigative guidance and prosecutorial advice from the PPS before a decision can be taken. Early PPS involvement has the potential to address concerns over the quality of evidence submitted by PSNI. NIAO reported that files often lack critical evidence meaning the PPS cannot make a prosecutorial decision until further information is requested and obtained from the PSNI, thus contributing to further delay.<sup>49</sup> In November 2018 PSNI advised that plans are in place to review the existing Service Level Agreement (SLA) between PPS (Serious Crime Unit) and the PSNI to ensure the joint working arrangements are clear and all aspects of the relationship are covered. They intend to use samples of case summaries which will provide operational examples with respect to when prosecutorial advice should be sought by the police. Officials will ask that PSNI provide an update on this review for the next scheduled report against this measure.

In an attempt to improve lines of communication and reduce delay, the PSNI and PPS recently implemented Sexual Assault Advice Clinics for victims of CSAE. The clinics reduce the resource requirement for police investigations in cases that are unlikely to meet the test for prosecution and aims to increase confidence levels. PSNI and PPS have conducted 6 sexual advice clinics discussing a total of 74 cases, with 71 of these being agreed as requiring no further police action saving 223 hours of police time. The NIPB's Performance Committee will request that PSNI carry out an evaluation of this pilot in order to ascertain its effectiveness. This should also consider evidence, where it exists, that the effective screening out of cases which may not meet the prosecutorial threshold may have a significantly negative impact on a victim, potentially re-traumatising them and damaging

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<sup>47</sup> The Gillen Review, Part 2, p. 250.

<sup>48</sup> *Ibid*, p. 232.

<sup>49</sup> NIAO, '*Speeding up Justice*', p. 7.

confidence in the police and the criminal justice system. CJINI Inspectors gave the clinics a cautious welcome, advising that ‘there are opportunities to make the process more streamlined and less bureaucratic by considering the staffing of the clinic and streamlining the letters sent to the victim’.<sup>50</sup>

A further issue that is hampering open communication between the PSNI and the PPS (and subsequently the PPS and the Courts) relates to ineffective and inefficient digital technology. As a result of PSNI’s previous ICT Strategy, digital interview recording for both suspect interviews and Achieving Best Evidence (ABE) interviews was introduced, and digitally recorded evidence from body worn video was being included in case files to the PPS and available for the Courts. However, CJINI’s 2018 inspection advised there are compatibility issues between police digital records and the systems used by the PPS and the Courts, which are leading to delays and inefficiencies in case files being transferred to the PPS and when evidence is being heard at Court. In the two worst examples, this has resulted in a jury being discharged over the quality of ABE interview footage, and a Domestic Violence Court being forced to adjourn a case for a period of time while the Investigating Officer was dispatched to acquire a police laptop on which to play the footage for the District Judge. The Northern Ireland Courts and Tribunals Service (NICTS) advised they had not been consulted upon or informed of the changes to police digital technology. CJINI expressed strong concern that, at a time of advanced digital capabilities, these issues are arising and directly causing delay, inefficiency and anxiety to police officers, prosecutors and victims. The Gillen Review reiterated, ‘*It is simply unacceptable that the IT systems used by agencies such as the police appear incompatible with the court systems, leading to delay and colossal waste of public money*’.

Many of these issues require a collaborative approach across the criminal justice system. However investment in IT systems and other digital technology is pivotal for PSNI to provide an effective and efficient service generally, but particularly for vulnerable victims of crime. In particular, the criticism facing the current ABE system is deeply concerning for the service provided to victims of serious sexual offences. ABE is the process by which complainants in these cases have their evidence presented at trial and is a key mechanism for making the process less daunting for vulnerable victims and witnesses, including children. PSNI is currently represented at the ‘Digital Criminal Justice Strategy’

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<sup>50</sup> CJINI, p. ‘Without Witness’, p. 68



meetings along with partners from the PPS, the NICTS and Forensic Science Northern Ireland, and chaired by the DoJ. This project will ensure all parties are working towards a single vision for improved digital exchange of information and evidence across the criminal justice sector. Members will be engaging with the DoJ in 2019-20 to determine progress in regard to creating more modern and efficient systems in tackling this long standing issue.

Following potentially damaging media coverage of a particularly high profile rape trial, PSNI partnered with a number of sexual support agencies to develop a campaign to raise awareness and understanding of the issues of sexual crime and the topic of consent. The first phase, was targeted at young adults aged 16–28 and commenced in October 2018. The strapline that there is ‘No Grey Zone’ underpinned the campaign, which reached audiences through social and mainstream media channels. The PPB has provided joint training for the newly developed Rape Crisis Centre in collaboration with a number of partners (Women’s Aid, Nexus, Victim Support NI and Men’s Advisory Project). The training was delivered in September 2018 and the pilot programme is now underway, PSNI is committed to ongoing liaison to establish an effective means of referral into this service.<sup>51</sup>

Many of the issues discussed above will require significant financial commitment, adequate resourcing and careful planning to address. Resourcing challenges for the PSNI in the time ahead are significant and will undoubtedly require some very difficult operational choices. This is recognised in the Gillen Review through a proposed comprehensive impact assessment into the recommendations contained within the final report. Such an assessment will enable the NIPB and PSNI to consider in more detail the potentially far-reaching benefits of short-term investments and long-term financial planning for improving the service for victims of sexual offences. Of particular note are the issues in relation to PSNI’s under-developed technology systems. Members of Performance Committee, in collaboration with the Resources Committee, will engage with the PSNI to understand its position in terms of the achievability of budgetary allocations in response to the more financially dependent recommendations contained in the Gillen review.

**(iv) Mental health**

Dealing with mental health continues to place complex demands on PSNI. Some of this is demand displaced from other public sector organisations, with the police increasingly

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<sup>51</sup> Ibid, p. 49

becoming an organisation of first resort when dealing with individuals with complex mental health needs.

The NIPB therefore welcomes the development and implementation of a Mental Health Strategy for PSNI. A key element of this Strategy is undertaking a training needs analysis of front line police officers in order to understand current capacity and capabilities as it relates to mental health knowledge and the application of complex mental health legislation. PSNI will also undertake detailed data analysis of current calls for service to evidence current demand and attempt to predict future demand on the organisation. This includes the identification of repeat callers. The Board's Performance Committee looks forward to discussing progress with PSNI in 2019-20. Members see the demand analysis work as particularly important as this will allow PSNI to plan with more certainty for the future, particularly as it relates to resource allocation and training needs for the organisation.

PSNI has demonstrated considerable leadership in bringing together key partners to take a more collaborative approach to support those that come into contact with police who have mental health issues. In particular the launch of a street triage pilot in Belfast with the Northern Ireland Ambulance Service, Public Health Agency and Belfast Health and Social Care Trust in July 2018 is a welcome initiative. With mental health professionals working in conjunction with responding officers when attending a scene, it means that individuals in mental health crisis will receive the most appropriate care and signposting to mental health support pathways. PSNI have provided some interim findings from the work of the MATT team, including the number of incidents deescalated and more efficient use of policing resources. This is a laudable collaborative project to tackle complex mental health contacts and the Board's Performance Committee will welcome a briefing on this issue in 2019-20. Member are particularly interested in understanding the positive impact this pilot may have had on abstraction rates of officers to A and E Departments which has been noted to be a particularly inefficient use of police resources. In briefing the Members in 2018-19, PSNI outlined that, as an example, between 5 January 2018 to 5 April 2018 PSNI spent a total of 1847 hrs and 22 mins in hospitals throughout Northern Ireland solely with mental health and associated vulnerability type calls. The long term viability and funding to roll the pilot out across the rest of Northern Ireland will also be a key point of

discussion and the NIPB is eager to advocate on PSNI's behalf for dedicated resourcing support for such collaborate approaches.

The NIPB is also keen to explore progress with regard to the ongoing transformation of police custody healthcare, with the implementation of a Pathfinder project in Musgrave Custody Suite in October 2018. This aims to develop and implement a multi-disciplinary, patient focused custody healthcare model, in collaboration with the Public Health Agency (PHA), Departments of Health and Justice and Health and Social Care Trusts (HSCT). Through the Pathfinder, an embedded nursing service provided by Belfast HSCT was implemented at Musgrave station replacing the previous Forensic Medical Officer model.

**2.1.4: Demonstrate an effective contribution in addressing anti-social behaviour particularly in areas of high deprivation and hot spot areas in collaboration with PCSPs and relevant others within the community.**

PSNI previously completed a thematic report in relation to anti-social behaviour entitled 'Tackling Anti-Social Behaviour- What Works' and made a number of recommendations with regard to information sharing, training and engagement, the identification of vulnerable victims, support services and the identification of evidence led decision making. By employing a Community Prioritisation Matrix which uses a range of measures including reported crime, deprivation measures, educational attainment, community demographics and confidence levels to identify communities which are likely to suffer most harm from crime, disorder and ASB, PSNI identified nineteen wards across eight District Electoral Areas (DEAs) in which the recommendations could be implemented.

These wards are:

- Belfast- Ardoyne, Ballymacarrett, Beersbridge, Clonard, Duncairn, Falls, New Lodge, Shankill (Belfast), Water Works, Woodstock, Woodvale.
- Derry and Strabane Council- City Walls, Ebrington, Galliagh, Shantallow, Shantallow East.
- Armagh City, Banbridge and Craigavon Council- Mourneview, Parklake, Shankill (Lurgan).

In tackling ASB in these identified nineteen wards, PSNI has developed and implemented the concept of Asset-Based Community Development (ABCD). Originally developed in the USA as a response to empowering disadvantaged communities, ABCD emphasises a

process of community building starting with the identification of the existing, though often unrecognised assets, skill and capacities of local people and groups. In order to build an assets approach rather than a traditional needs approach which tends to be implemented upon communities from the outside in, those assets are connected together in order to build and enhance mutually beneficial and reciprocal networks. The aim is that, over time, communities take greater ownership of the issues they want to address and have the skills and resources to tackle them with less reliance on public sector organisations.<sup>52</sup> In that sense ABCD is focused on social justice solutions to community issues rather than merely a criminal justice focus, meaning that complex social issues have a significant community led response. Therefore as a concept, ABCD appears to fit well with the definition of policing with the community outlined by the Patten Commission.

In taking ABCD forward PSNI use three key pillars to track the work undertaken and the consequent results. These are:

- 1) Targeting- PSNI work with local communities to identify harm from ASB and identify community assets.
- 2) Tackling- PSNI engage with partners and the community to address the previously identified issues.
- 3) Tracking- PSNI engage with communities to assess the impact of their activities.

PSNI has reported a wide range of collaborative activities in the aforementioned nineteen wards which aim to reduce reports of ASB. For example in Duncairn Ward, PSNI reference positive work being taken forward by neighbourhood officers with a local pensioners club and local Polish groups to tackle the fear of crime and vulnerability around ASB. Neighbourhood officers ran a number of intervention schemes, particularly in collaboration with Northern Ireland Railways around Yorkgate Station in order to remove overgrown undergrowth which provided cover for drug taking and ASB. This resulted in a drop in ASB and crime in that area. In Shankill and Woodvale wards District police have worked with a number of community groups to identify harm from ASB. They work with the Greater Shankill Community Safety Network on a Managing Expectations programme between local people in Shankill area and newly appointed probationary officers stationed at Tennent Street in order to build more effective relationships. With specific reference to

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<sup>52</sup> C. Rogers, *Plural Policing: Theory and Practice* (Bristol, 2016), pp. 123-125; J. McKnight & P. Block, 'The Abundant Community. Awakening the Power of Families & Neighbourhoods' (San Francisco, 2010); J. McKnight, 'The Careless Society. Community and its Counterparts', (New York, 1995)

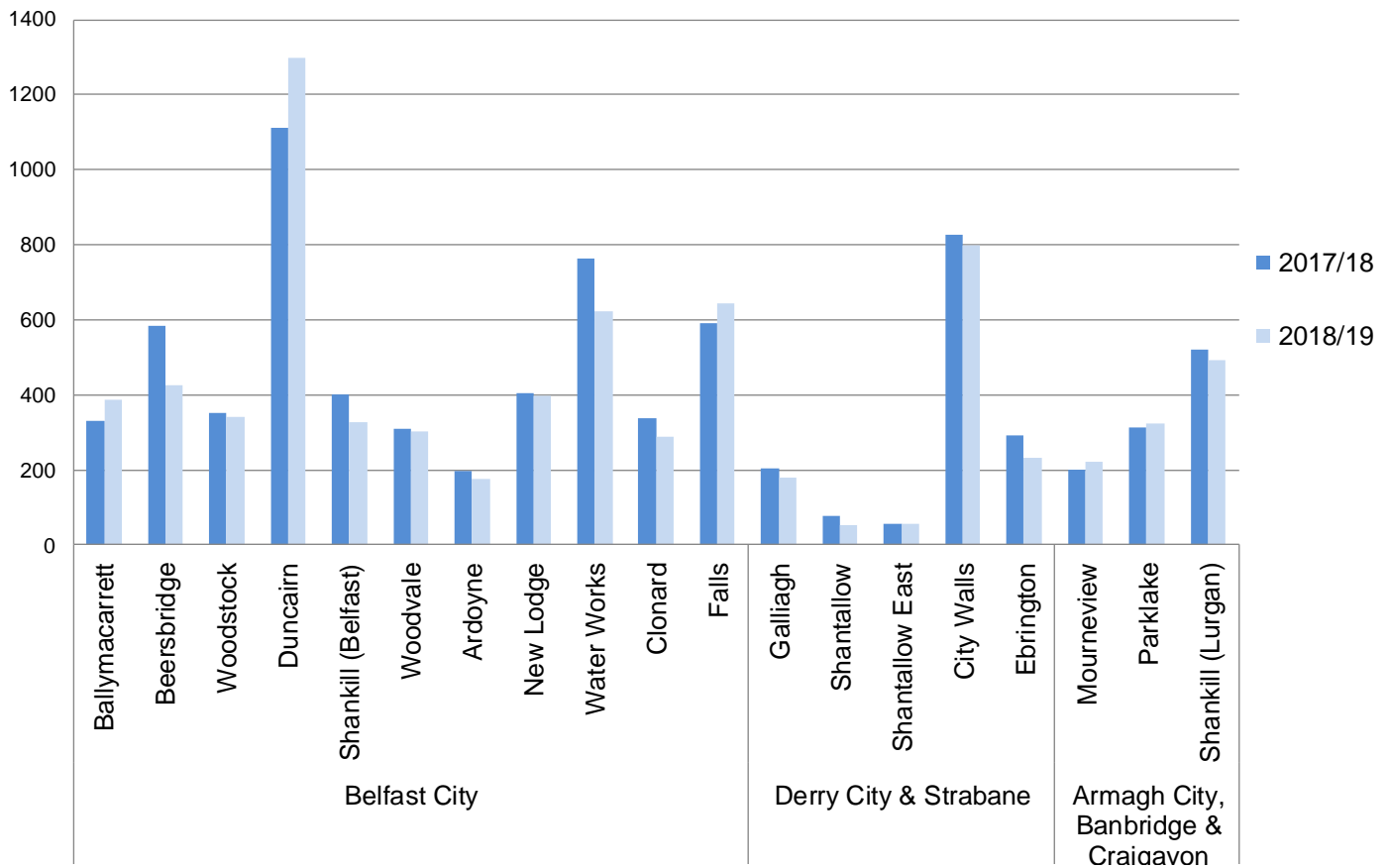
tackling the harm caused by ASB, local neighbourhood officers work with community outreach workers while patrolling the Springfield Road interface after increased reporting of disorder, as well as a number of identified ASB hotspots around Woodvale Park during school holidays. In conjunction, Neighbourhood officers have been working with the Live 4 Sport initiative to encourage young people in the Woodvale area to stay away from Woodvale Park and as an alternative to participate in football coaching. NPT officers supported these events and participated with the young people and also delivered crime and safety messages to the young people involved. In City Walls, Ebrington, Galliagh, Shantallow, Shantallow East, local police have mapped community engagement activities that relate to incidents of ASB, noting how many tasks result from these incidents. Districts keep track of what percentage of engagements are in priority areas and relate to ASB, and also measure what percentage of resource is directed to ASB. This acts as a baseline to determine whether the implementation of the ABCD concept had any impact on reducing demand on policing services. Tasks are thereafter prioritised and measured coming from community engagement and how many of the resultant tasks are converted into actions such as ASB patrols or seizure operations, or activity which is delivered collaboratively. The outcomes are then measured, such as the use of Community Resolution Notices (CRNs), Youth Diversion Officer (YDO) referrals, Gateway Referrals, Penalty Notice for Disorder (PNDs), and the number of young people conveyed to safety. District also measure the number of early resolutions NPTs carried out based on direct phone calls from the public or community partners. Together this work aims to demonstrate that outcomes on ASB in these wards can be attributed to actions which were generated from community engagement activities

Reporting against this measure has improved, meaning that Members have been better able to understand how PSNI is collaborating with other key partners in tackling ASB. As with a number of other measures in the Policing Plan, PSNI have not as yet clearly articulated positive outcomes for communities as a result of the work they have carried out in conjunction with other organisations from the public and community/voluntary sectors. That is a key element of the 'Tracking' element of the ABCD concept, and while PSNI have provided some information to the Board in relation to organisational outputs (CRNS, YDO referrals etc.), this has not demonstrated the difference that various initiatives have made in those communities. This style of reporting is a key conceptual change and a major challenge posed by outcomes focused frameworks such as the Draft Programme for

Government and Community Safety Plans. PSNI will continue to work with Board Members and officials to determine how best this analysis can be undertaken and reported on in the future.

Measuring success against this measure is conceptually difficult as increase or decreases in the number of reported ASB incidents to the police could result in a number of different interpretations. For example, in some wards where there has been historical tension between the community and police, an increase in reporting could be interpreted as a sign of increased confidence in the police, with the statistics a more accurate depiction of ASB in that area rather than an increase in incidents. To understand the nature of PSNI's success in hot spot areas it is all the more important that the police report effectively to the Board on their engagement work and the successful outcomes for communities rather than organisational outputs. Statistical information on ASB incidents is therefore just one measure of progress and should not be considered in isolation. However there are some notable findings worth highlighting.

**Anti-Social Behaviour in 19 'hot spot' areas: 2017/18 - 2018/19**



Each of the five wards in Derry and Strabane Council witnessed a fall in the number of reported ASB incidents reported to PSNI. Whereas Shantallow East had just one fewer incident, Shantallow had 24 which was a 31.6% decrease. Ebrington had 60 fewer incidents which was nearly 21% fewer. City Walls saw a decrease of 3.4% which, though it appears more modest, was set against the second highest level of incidents among the nineteen wards (828 in 2017-19 and 800 in 2018-19).

The picture was more mixed in Belfast City Council and Armagh City, Banbridge and Craigavon Council. Duncairn Ward, which already highest the highest level of reported ASB incidents to police, increase by 16.8% between 2017-18 to 2018-19. More positive findings are visible in Beersbridge, Shankill, Water Works and Clonard which fell by 27.3%, 18.7%, 18.5% and 14% respectively. In Armagh City, Banbridge and Craigavon Council the total number of reported ASB incidents in the three wards increased by 3, with Mourneview and Parklake witnessing increases of 10% and 4.2%, with Shankill decreasing by 5.7%. The NIPB is keen to explore with PSNI good practice from some of these wards and discuss how this learning could be implemented in other areas.

It is also worth considering that many behaviours under the umbrella term of ASB are not criminal in nature and it would seem apropos that another body such as local Councils, through community planning, or PCSPs should assume a greater leadership role, with PSNI providing a more limited, though obviously important, contribution. However it appears from the information provided by PSNI that the ABCD concept is a largely policing led intervention. This is an issue which the Board will continue to discuss with PSNI, with an opportunity for greater engagement during the development cycle for the next Policing Plan.

**Measure 2.1.5: Demonstrate an effective contribution to protecting young people by implementing initiatives and interventions to improve outcomes in collaboration with partners in relation to:**

- Child sexual exploitation and abuse
- Children who go missing

This Measure is cognisant of the close linkages between children who go missing, and those children at most risk of becoming victim to CSAE. This is an issue previously

considered by the Board's Performance Committee in monitoring PSNI progress in advancing Operation Owl. In September 2013 the PSNI announced that it had begun a major investigation into the sexual exploitation of children and young people who have gone missing in care in Northern Ireland. This followed on from an earlier internal review of public protection arrangements. The investigation identified twenty-two young people aged between 13 – 18 who had gone missing a total of 437 times from care homes in the preceding eighteen months and may be at risk of further abuse. Following Operation Owl the Health Minister directed the Safeguarding Board for Northern Ireland (SBNI) to undertake a thematic review of those cases that had triggered the investigation. That thematic review, sometimes referred to as the Pinkerton Review, focused on looked after children in residential care, particularly those who have a history of going missing, due to a prevalent vulnerability to sexual exploitation. This focused on the working relationship between PSNI, Social Services and Health and Social Care Trusts; the need for more proactive and preventative collaborative work and strategic case management rather than reactive, crisis driven responses fuelled by a high number of missing young people, often from the same setting; greater focus on the identification, disruption and prosecution of suspected perpetrators; the difficulty of effecting change in these vulnerable young people and the need of early intervention; the need for appropriate accommodation settings which promoted relational security and psychological security; limited information gathering by PSNI when returning young people to their setting which made future supportive interventions more difficult; and, a lack of proactive policing work to determine patterns in offending behaviour and possible networks of abusers.<sup>53</sup>

The Minister also initiated an inquiry into child sexual exploitation in Northern Ireland, the terms of reference for which included establishing the nature and extent of exploitation and examining the effectiveness of safeguarding and protection measures. Kathleen Marshall conducted the inquiry with the assistance of a five person Inquiry Board and published her report in November 2014. The report made one key recommendation and five supporting recommendations specifically for the PSNI. The key recommendation encouraged PSNI to pursue its commitment to strengthening relationships with communities and with young people as a priority in the context of the current climate of austerity. The first supporting recommendation was for the PSNI to strengthen its enforcement of licensing laws

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<sup>53</sup> J. Pinkerton, L. Bunting, D. Hayes, & A. Lazenbatt, *Getting Focused and Staying Focused 'Looked After Children', Going Missing and Child Sexual Exploitation A Thematic Review*, August 2015, pp. 43, 49-53, <https://www.health-ni.gov.uk/sites/default/files/publications/dhssps/getting-focused-staying-focused-1.pdf>



especially those concerning the supply of alcohol to children. It was suggested that PCSPs should lead on localised approaches to that issue. The second supporting recommendation of the Marshall Inquiry was that PCSPs should seek to add value to the policing of communities by creating innovative mechanisms to hear and reflect issues of local concern particularly issues affecting children and young people. That recommendation was accepted by the NIPB which has overall responsibility for PCSPs. The third supporting recommendation was that PSNI should review its processes to ensure that in each and every case of a child going missing information is recorded and transmitted appropriately within PSNI and to partner agencies. The fourth supporting recommendation suggested that the PSNI should conduct a review of resources and operational delivery in respect of digital evidence examination to ensure that any evidence of CSE is provided to investigators in a timely manner and to avoid delay in the court process. The fifth and final supporting recommendation was that the PSNI in its review and development of Public Protection Units should develop perpetrator profiling and increase its focus on perpetrators.<sup>54</sup> Progress against these recommendations will be explored again by the Board's Performance Committee in May 2019.

Reports provided by PSNI against the Policing Plan 2018-19 have demonstrated the steps that PSNI has taken to take a more collaborative approach to tackling CSAE. For example, PSNI is actively engaging with a range of other organisations, including Health and Social Care Trusts, Cara Friend, the Rainbow Project, and other LGBT and sexual health organisations through a Boys and Young Men's Workshop chaired by Barnardo's and supported by the SBNI. This is particularly focused on identifying boys and young men who may be at risk of becoming, or may have experienced, CSAE and the best support structures and assistance that may be provided to them. Other preventative work has been carried out through the delivery of E-Safety training to a range of organisations, such as 600 trainee teachers at St Mary's University as well as faith based organisations in the Roman Catholic Church, Church of Ireland and Salvation Army. Further preventative education and education work has also been undertaken with autism community groups, recognising the particular complex needs that such individuals may have which may make them more vulnerable.

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<sup>54</sup> K. Marshall, *Child Sexual Exploitation in Northern Ireland: Report of the Independent Inquiry*, November 2014, [http://www.setrust.hscni.net/pdf/CSE\\_Inquiry\\_Report\\_Final\\_for\\_Publication.pdf](http://www.setrust.hscni.net/pdf/CSE_Inquiry_Report_Final_for_Publication.pdf)

With specific regard to children who go missing, the production of a detailed Missing Person Problem profile has helped to drive more effective partnership with Health and Social Care Board who are PSNI's main partner when dealing with missing people from hospitals and children's homes. This robust evidence base has facilitated the creation of a Joint Working Group with the Health and Social Care Board and the development of a Joint Strategic Action Plan. A Missing Person Support Team has been piloted in Belfast District which works with children's homes in the Belfast Trust to identify the most frequent missing persons from these residential homes, with a more collaborative approach to improve engagement between the children, staff and PSNI. The Board will explore these initiatives with PSNI during 2019-20.

Board Members previously expressed concern in 2017-18 about the perceived low number of children and young people identified as being at risk of becoming a victim of CSAE. In 2017-18 PSNI carried out a review of the risk assessment screening tool used for identifying victims of CSAE in conjunction with partner agencies, arguing that this has enhanced the risk assessment process. It is notable that the number of young people identified at risk of CSAE has declined from 83 in December 2016, to the current level of 47 (as of 31 March 2019). Of these 47, 44 are female and 27 are in residential care. Given that they are all 'high risk', they are also repeat victims.

While there is currently no published research that provides a robust estimate figure of the potential numbers of children and young people at risk of CSAE throughout Northern Ireland, some limited extrapolation from empirical research suggests that this number significantly underestimates the scale of the issue. The 2011 Barnardo's report *Not a world away- the sexual exploitation of children and young people in Northern Ireland* focused on children known to social services, HSC Trusts or who were involved in the youth justice system and may be regularly abused in sexually exploitative relationships, through prostitution, or by their peers. This report found that sexual exploitation was identified as an issue of concern in 14.7% of all missing children cases from a sample of 1,102. 70.7% of the sample were looked after children. With 6,425 missing children reports and 1,686 missing children in 2017-18, it is suggestive that the current risk assessment may underestimate the scope of the challenge posed by CSAE.

Dr Helen Beckett, who authored the Barnardo's report, has outlined the importance of education, early identification and of partnership working in tackling CSAE in her 2017 report *Child Sexual Exploitation: Definition and a guide for practitioners, local leaders and decision makers working to protect children from child sexual exploitation*. Dr Beckett also attended a CSAE seminar organised by the Board on 26 October 2017 and raised her concern with the low level of identification of children at risk of CSAE in Northern Ireland. Dr Beckett stated in her report that '*What is clear from the existing evidence base is that child sexual exploitation is occurring across the country. Areas that proactively look for child sexual exploitation, and create the appropriate conditions for identifying and responding to it, are uncovering a problem*'.<sup>55</sup>

In refining the indicators for the Policing Plan 2019-20, the Board has reframed some of the information in order to better understand the risk assessment process, particularly how those at risk of CSAE are identified. Indicators now focus on number of children at risk of CSAE; the number of looked after children and children in need at risk of CSAE; number of children at risk of CSAE whose risk has reduced because their vulnerability has decreased; number of newly identified children; number of children assessed for CSAE and not deemed at high-risk; and, the number of incidents linked to children 'at risk' of CSAE. Greater focus is also placed on activities undertaken to identify those individuals who pose a risk to such children, such as the number of Child Abduction Warning Notices (CAWNs), Sexual Offences Prevention Orders (SOPOs), and Risk of Sexual Harm Orders (RSHOs) issued.

Focus on these indicators is a recognition that the performance monitoring framework for 2017-18 and 2018-19 did not ask the right questions to allow the Committee to monitor PSNI performance effectively based on a robust qualitative and quantitative evidence base. For example, the Board required PSNI to report on the number of CSAE related crimes. However it is not recognised as a separate category of abuse for official data collection purposes, nor is it a specific crime in its own right. Instead it should be considered a form of child abuse encompassing a range of different patterns of exploitation, some of which involves criminality. While there is no official statistical measuring tool in Northern Ireland or the UK which gives an indication of the level of CSAE, there is some information pertaining to levels of vulnerability. The number of

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<sup>55</sup> H. Beckett, D. Holmes & J. Walker, *Child sexual exploitation: Definition and Guide for Professionals* (2017).

children on child protection registers or subject to a child protection plan for example is published annually.<sup>56</sup> So is information on the number of 'children in need'.<sup>57</sup> The number of child victims of sexual offences is also recorded.<sup>58</sup> These reports are certainly helpful in identifying patterns of victimisation and, given the links between vulnerability and risk of CSAE, they can help to inform the development of multi-agency strategies.

However, none of this information is a substitute of a comprehensive problem profile which focuses on gathering information on children experiencing or at risk of CSAE, not an analysis of those children who are already within the system. An extensive problem profile has been developed by PSNI analysts in response to Recommendation 2 of the draft CSE thematic undertaken by the NIPB's independent Human Rights Advisor. The problem profile outlined all victims of CSAE and persons on concern in the 2017 calendar year, the relationship between a victim and abuser, and understanding of where exploitation and abuse takes place, and an understanding of grooming techniques leading to CSAE. The recommendations from the analysis outlined gaps in the police's knowledge, primarily due to the insufficient information sharing with Social Services, Health Trusts, and the education sector. This is an area which NIPB will explore further with PSNI to ascertain the challenges in information sharing protocols and the extent to which the draft Programme for Government is encouraging other departments and public sector bodies to take a more proactive and collaborative approach to managing risk and supporting vulnerable people.

There are two key points of learning from HMICFRS' 2018 Effectiveness and Efficiency inspection report which the NIPB may wish to further develop in 2019-20. The first is that inspectors found that officers working in many specialist departments in PSNI, including the rape and child abuse units, are carrying unsustainably high workloads. Inspectors found that in the rape crime unit, officers were managing over 20 active investigations, while in the child abuse investigation team the average workload was over 30. Inspectors also summarised that, despite PSNI's narrative with regard to the effectiveness of the Priority Based Resourcing (PBR) process and the internal reallocation of resources to

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<sup>56</sup> The Child Protection Register is a confidential list of all children in the area who have been identified at a child protection conference as being at significant risk of harm. NSPCC, *Child protection register statistics: Northern Ireland 2014 – 2018*, October 2018, <https://learning.nspcc.org.uk/media/1579/child-protection-register-statistics-northern-ireland.pdf>

<sup>57</sup> *Children's Social Care Statistics for Northern Ireland* which are published by the Department of Health for Northern Ireland annually. For 2017/18 see <https://www.health-ni.gov.uk/sites/default/files/publications/health/child-social-care-17-18.pdf>

<sup>58</sup> PSNI, *Trends in Police Recorded Crime in Northern Ireland 1998/99 to 2017/18*, October 2018, <https://www.psni.police.uk/globalassets/inside-the-psni/our-statistics/police-recorded-crime-statistics/documents/police-recorded-crime-in-northern-ireland-1998-99-to-2017-18.pdf>

areas of growing demand, the 'positive impact has yet to materialise'. The second issue highlighted an improved well-being provision across the service when compared to the previous 12 months. However inspectors noted that proactive, preventative occupational health screening is provided for individuals working in high stress roles in the intelligence branch, but not in the PPB. This is an issue that Members will explore further with PSNI in 2019-20.

### **Measure 2.1.6: Reduce harm caused by Domestic Abuse**

PSNI publishes quarterly statistics on domestic abuse incidents and crimes on its website which helps inform the scale of domestic abuse and violence in Northern Ireland, as well as the challenges facing PSNI.

As has been the case each year since 2010-11, PSNI has recorded the highest level of domestic abuse incidents to date in 2018-19: 31,682 incidents and an increase of 5.9% since 2017-18. The number of domestic abuse crimes also increased by 11.4% in the same period, constituting 16% of all police recorded crime, an increase of 1.2% points when compared to 2017-18. Increases were seen across all the main crime types except for breaches of non-molestation orders.<sup>59</sup> Particularly noteworthy was an increase of 58.5% in harassment linked to domestic abuse which the Board will explore in more detail with PSNI in 2019-20.<sup>60</sup> In the draft Human Rights Annual Report 2017, the Board's Human Rights Advisor noted the increases in relation to violence without injury and sexual offences given that these may contain behaviours which may not fit the traditional notion of domestic abuse, i.e. where one spouse/partner is physically violent towards the other. It is now more widely understood that domestic abuse also encompasses psychological, emotional and sexual abuse, and so this wider understanding would encompass typical sexual offences and violence without injury offences such as threats to kill and harassment.

In addition to the quarterly statistics PSNI also publishes a more detailed statistical bulletin on an annual basis which includes trend information on domestic abuse incidents and crimes since 2004-05, including detail on crime type and outcomes. Further to a

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<sup>59</sup> The categories are violence with injury; violence without injury; harassment; sexual offences; theft (including burglary); criminal damage; breach of a non-molestation order; and, all other offences.

<sup>60</sup> PSNI, *Domestic Abuse Incidents and Crimes Recorded by the Police in Northern Ireland: Update to 31 March 2019*, <https://www.psni.police.uk/globalassets/inside-the-psni/our-statistics/domestic-abuse-statistics/2018-19/q4/domestic-abuse-bulletin-mar-19.pdf>

recommendation made by the Board in 2009 in its Human Rights Thematic Review on Domestic Abuse, the bulletin also provides some information on victim and perpetrator characteristics. The annual statistical bulletin, covering the period 2004-05 – 2017-18, was published on 31 October 2018, with statistics for 2018-19 not yet available. The annual trends bulletin revealed that, with regard to victim characteristics during 2017-18, 68 per cent of all domestic abuse crime victims were female and 32 per cent were male, compared with 75 per cent female and 25 per cent male in 2004/05. In 2004-05 over three quarters of victims (77 per cent) were between the ages of 20 and 49; by 2017-18 this had fallen to 61 per cent. Over the same time period increasing proportions were seen in both the younger and older age groups, but particularly in relation to victims under the age of 15 (comprising 3% in 2004-05 to 14% in 2017-18). Of all offenders dealt with by police during 2017-18 in connection with domestic abuse crimes that resulted in an outcome, 86 per cent were male and 12 per cent were female. In terms of outcomes, it indicates that around three in five offences committed in a domestic context do not progress to prosecution due to evidential difficulties and in more than two fifths the victim does not support police action.<sup>61</sup>

The HMICFRS Effectiveness inspection, conducted in February 2016, found that PSNI has made the protection of vulnerable people a clear priority and that police officers and staff understand and share that commitment.<sup>62</sup> It considered that the PSNI invested in those parts of the organisation that support vulnerable people, for example, by creating the dedicated PPB. However HMICFRS' overall assessment in relation to domestic abuse was that the PSNI response was 'not consistently good'. HMICFRS identified the following Areas for Improvement: finalising its Service Procedure, clearly setting out the roles and responsibilities of police officers and police staff, particularly in relation to medium and standard risk victims of domestic abuse; improving the understanding of police officers attending domestic abuse incidents of the full range of safeguarding measures available to safeguard victims; and; working with partners to improve the safety of repeat and high risk victims of domestic abuse.

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<sup>61</sup> PSNI, *Trends in Domestic Abuse Incidents and Crimes Recorded by the Police in Northern Ireland 2004/05 to 2017/18, Annual Bulletin published 31 October 2018*: <https://www.psni.police.uk/globalassets/inside-the-psni/our-statistics/domestic-abuse-statistics/documents/domestic-abuse-incidents-and-crimes-in-northern-ireland-2004-05-to-2017-18.pdf>

<sup>62</sup> HMICFRS, *PEEL: Police effectiveness (vulnerability), An inspection of the Police Service of Northern Ireland*, August 2016: <https://www.justice-ni.gov.uk/sites/default/files/publications/justice/psni-peel-effectiveness.PDF>

Notably, the 2016 HMICFRS inspection indicated that improvements in practice in relation to the Northern Ireland Multi-Agency Risk Assessment Conferences (MARAC) were required. The MARAC model requires that a risk assessment conference is conducted for high risk victims of domestic abuse; however HMICFRS found its response was again not consistently good. A review of MARAC has since been undertaken by DoJ Analytical Services Group, published in October 2017, which identified similar concerns.<sup>63</sup> Namely, the high proportion of referrals from the police, inadequate attendance from some organisations, mixed views about the effectiveness of action plan and a lack of support for victims due to the absence of an IDVAs. A MARAC Operational Group had been set up when MARAC was established but ceased to function once MARAC had been rolled out. Therefore the issues highlighted by the DoJ research have not yet been addressed, as they require strategic oversight to look at patterns and trends in its operation, in order to ascertain where good practice exists, and where lessons can be learned and to share these across the organisations involved.

The NIPB's Human Rights Annual Report 2015 (published March 2016) made recommendations for the PSNI relating to the introduction of Domestic Violence Protection Notices and Orders (DVPN) (DVPO).<sup>64</sup> PSNI accepted this recommendation and committed to providing the Committee with draft policy, guidance and training plans as they become available. However guidance is being developed by the DoJ in collaboration with other agencies, including the PSNI, and remains a work in progress therefore the recommendation is not fully achieved as it requires DVPOs and DVPNs to be in place. The development of policy and training is to an extent dependent on the DoJ guidance. Plans for the delivery of training depend on the DoJ's intentions as to the timeframes and method for rolling out DVPNs and DVPOs, for example, if they are rolled out on a phased basis, priority for training would be within those areas where the Notices/Orders are to become operationally available.

In July 2018 PSNI advised the Board that over 800 Local Policing Team (LPT) officers have been trained between 2016 and 2018 in an 'Enhanced Domestic Abuse' course. The follow-up report provided to the Board in December indicated that additional LPT training

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<sup>63</sup> DOJ Analytical Services Group, *R&S Bulletin 302-2017: Review of MARAC*, October 2017: <http://niopa.qub.ac.uk/bitstream/NIOPA/7616/1/r%26s-bulletin-30-2017-review-of-marac.pdf>

<sup>64</sup> DVPOs are a civil order that fill a gap in providing protection to victims by enabling the police and magistrates' courts to put in place protective measures in the immediate aftermath of a domestic violence incident where there is insufficient evidence to charge. A DVPN is an emergency non-molestation and eviction notice which can be issued by the police when attending to a domestic abuse incident. It is effective from the time of issue, thereby giving the victim immediate support.

commenced involving a two-hour course giving further insight into the measures that can be taken to support victims of domestic abuse. There was no further information or materials provided in relation to these courses; for instance, who designed the course content and delivered the training, what specifically was taught, details of any quality assurance or feedback from the participants. Nor were there any figures provided in relation to the number of officers who received training from each local policing team. Therefore the impact of this training is difficult to assess in terms of how it's made an effective contribution towards the achievement of Measure 2.1.6.

Members will further explore PSNI's response to identifying and dealing with harassment, stalking and 'low level' domestic abuse or coercive and controlling behaviour. While harassment is covered in a specific lesson in the Foundation Training, it is only mentioned in relation to the DASH form during the session on domestic abuse rather than as a form of domestic abuse itself. The guidance on domestic abuse and stalking issued by the Attorney General for Northern Ireland in April 2018 reinforces the expectation that PSNI should be proactive in their approach to identifying coercion. It states; '*Officers are required to take, within the scope of PSNI's powers, preventive and protective measures even where no criminal offence is immediately apparent, particularly where there are signs of controlling or coercive behaviour and stalking.*'<sup>65</sup> One mechanism available to PSNI to pre-emptively inform the decision-making of police officers is through their Service Instruction documents. In February 2017 PSNI published their first Domestic Abuse Service Instruction, taking cognisance of the issues raised in the 2016 HMICFRS inspection, to provide officers with clear information on how to respond to and investigate instances of domestic violence and abuse.<sup>66</sup> In their most recent report against the Policing Plan, PSNI advised that this Service Instruction is a living document which '*will continue to be updated as further learning is gained to ensure the service provides the most effective way to protect victims and stop domestic abuse*'. The Instruction provides the DoJ/DoH Strategies broader definition of domestic abuse (including threatening, controlling and coercive behaviour) however it does not provide an outline of what

<sup>65</sup> *Guidance by the Attorney General for Northern Ireland pursuant to Section 8 of the Justice (NI) Act 2004, No. 13, Human Rights Guidance For The Police Service Of Northern Ireland, The Public Prosecution Service, The Probation Board For Northern Ireland And The Northern Ireland Courts And Tribunals Service: Domestic Abuse And Stalking*, p. 9, para. 22, <https://www.attorneygeneralni.gov.uk/sites/ag/files/media-files/Section%208%20Guidance%20in%20Relation%20to%20Domestic%20Abuse%20and%20Stalking%20-%20Final%200.pdf>

<sup>66</sup> Available online: <https://www.psni.police.uk/globalassets/advice--information/our-publications/policies-and-service-procedures/domestic-abuse-190418.pdf>



constitutes controlling or coercive behaviour such as that found in the Attorney General's guidance.

Prior to the collapse of the NI Assembly in January 2017 there had been a focus on domestic violence and abuse and there were a number of developments in respect of legislation and practice. These included: the development of a domestic abuse offence (including behaviour which amounts to coercive control), a review of the need for stalking legislation, development of guidance and policy to enable the introduction of Domestic Violence Prevention Orders (DVPOs) as legislated for in the Justice Act (NI) 2015, but not yet brought into force; the introduction of the Domestic Violence and Abuse Disclosure Scheme (DVADS) which commenced in March 2018; and, the development of an appropriate model for a domestic homicide review (consultation launched July 2018). While legislation and policy guidance have been developed by DoJ officials for an offence of domestic abuse and DVPOs, due to the absence of a Minister of Justice, Committee for Justice and NI Assembly, it has not been possible to progress these any further.

The DVADS scheme provides individuals with the 'right to ask' the police to check if their partner, or the partner of someone they know, has a history of domestic abuse as well as giving the police the 'power to tell' an individual about their partner's abusive history. In 2018-19 there were 327 applications to the scheme, with around 62% qualifying. 91 cases were referred to a decision-making forum and thereafter 44 disclosures (24 power to tell and 20 right to ask) have been made by police and partner agencies. 4 of those 44 disclosures were classified as urgent (3 power to tell and 1 right to ask). A review of the scheme was to be carried out during spring 2019 in conjunction with statutory and voluntary sector partners and the NIPB will seek an update on that review during 2019-20.

The introduction of the disclosure scheme and DoJ's recent review of MARAC both highlight that the lack of Independent Domestic Violence Advisor (IDVA) services in Northern Ireland is a significant gap in risk management and safety planning. IDVAs, which have existed in England and Wales in some form for around 15 years, serve as a victim's primary point of contact and normally work with their clients from the point of crisis to assess the level of risk and discuss the range of suitable options and develop safety plans. The IDVA role complements the MARAC process and supports engagement between the victim and the criminal justice system, but also liaison with other agencies such as housing and health. Currently in Northern Ireland, where the police judge that a

disclosure should be made to safeguard an individual, after receiving that information the individual is likely to require support to emotionally process the information and come to an informed decision as to their next steps. With the lack of an IDVA scheme, PSNI is reliant on signposting the individual to Women's Aid, Men's Advisory Project or other support organisations who are often not appropriately funded for this work. The result is a rather disjointed approach whereby the victim must engage with a number of agencies for ad-hoc support at each stage of the process. . In February 2019 Board officials met with DoJ who advised that an IDVA model has been developed, ready for a formal consultation although funding continues to hamper efforts. In their latest report, CJINI Inspectors recommended that the Criminal Justice Board ensure the roll out of a properly costed contract for a Northern Ireland-wide IDVA service. The uncertainty of the current piecemeal approach is a pivotal concern; securing a funding stream that is long term and sustainable to provide permanency to the IDVA role is imperative for providing vulnerable victims with meaningful support. The NIPB are supportive of the need for IDVAs to be established and adequately funded to ensure their effectiveness.

## **Strategic Outcome 2.2: People are safe on the roads.**

### **Areas of progress:**

- The 61 people killed on the roads in 2018-19 was the same as in 2017-18 and continues a year-on-year fall since 2014-15.
- In terms of children killed or seriously injured in road collisions, the number killed in 2018-19 remained the same as 2017-18 (4). Though the number seriously injured rose by 7, this is still the second lowest number since 2008/09.
- PSNI Road Education Officers continue with positive outreach in local schools, engaging with schools in communities where relationships have historically been strained. The Board welcomes this positive development.

### **Areas of concern:**

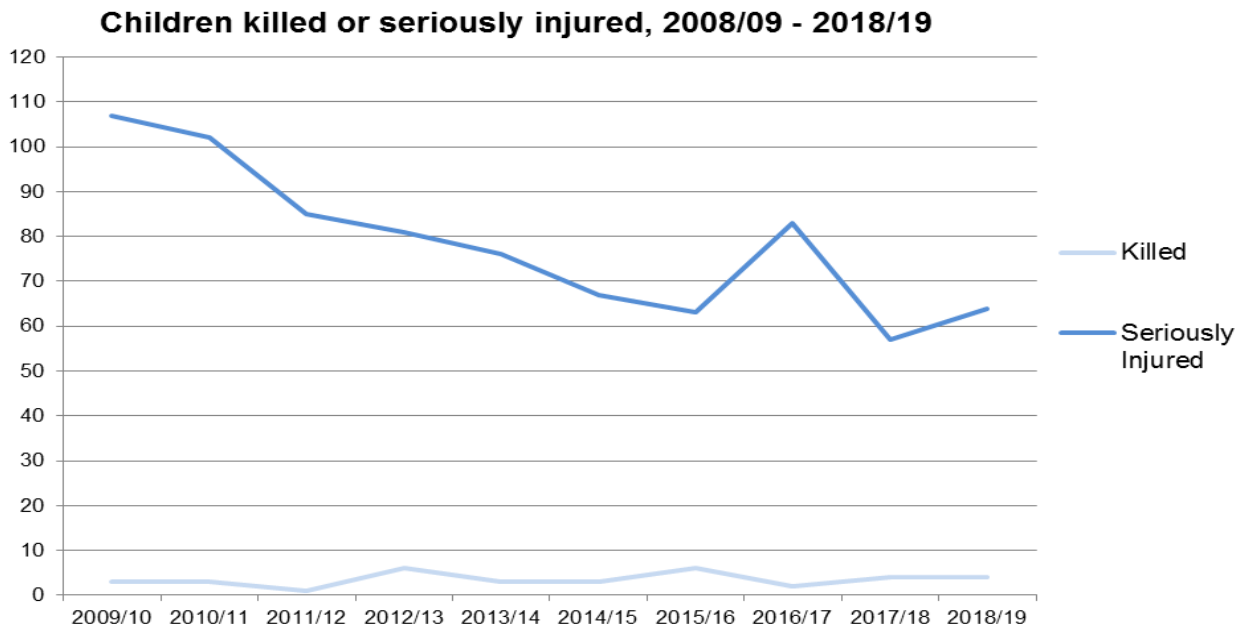
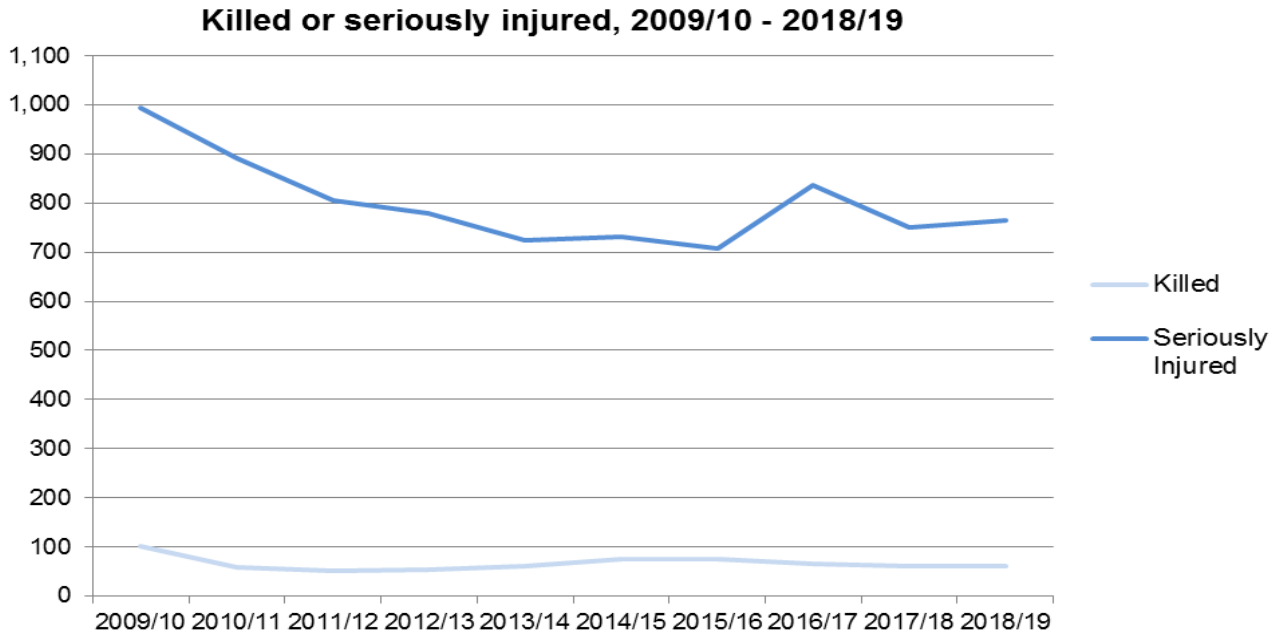
- The number of individuals killed or serious injured (KSI) in 2018-19 increased by 1.8% in 2018-19 when compared to 2017-18.
- The number of 25-34 year olds killed or seriously injured on our roads increased from 87 in 2017-18 (8 killed and 87 seriously injured) to 113 in 2018-19 (11 killed and 102 seriously injured). Consideration should be given to educational and preventative activity with this age group in mind.

**Measure 2.2.1: Demonstrate a contribution to reduce:**

- ***The number of people killed in road collisions.***
- ***The number of people seriously injured in road collisions.***
- ***The number of children (aged 0-15) killed or seriously injured in road collisions.***
- ***The number of young people (aged 16-24) killed or seriously injured in road collisions.***

In 2018-19 there were 5,701 collisions which resulted in 8,703 casualties, comprising 61 fatalities, 765 people seriously injured, and 7,877 people slightly injured. The 61 people killed on the roads in 2018-19 was the same number killed in 2017-18. It is a reduction of two-fifths on the 101 fatalities recorded in 2009-10 and the equal lowest in the past five years. However it is still higher than the figures recorded each year between 2010-11 to 2013/14. The number of individuals KSI in 2018-19 increased by 1.8% in 2018-19 when compared to 2017-18 (826 compared to 811), though this remains 20% less than the number a decade ago. During 2018-19 there were also 853 child casualties, which comprised 4 fatalities, 64 children seriously injured and 785 slightly injured. This was the second lowest number KSI in the past decade, though there was a slight increase in the number seriously injured (7) when compared to 2017-18.

From PSNI statistics it is worth highlighting that the number of 25-34 year olds killed or seriously injured on our roads increased from 87 in 2017-18 (8 killed and 87 seriously injured) to 113 in 2018-19 (11 killed and 102 seriously injured). In 2019-20 the Board will engage with PSNI to determine the factors behind this increase and discuss what preventative and educational outreach activities could be undertaken by the police, in conjunction with others, to ensure this increase does not become an ongoing trend.



In terms of ongoing educational and preventative work, PSNI continue to collaborate with Northern Ireland Fire and Rescue Service (NIFRS) and Northern Ireland Ambulance Service (NIAS) on Roadsafe Roadshows and Bikesafe events across Northern Ireland which aim to demonstrate the impact of reckless, careless and impaired driving. In the 2018 calendar year, Road Education Officers delivered 64 Youth Justice Conferences to young drivers who had committed motoring offences, undertook 441 school visits, 302 community themed events, and 46 specialist ‘car cruise’ events, demonstrating the volume

of educational and outreach activities. Particularly notable is outreach with De La Salle in West Belfast, the first such time that roadsafe education had taken place there.

The role of Neighbourhood officers is also key in delivering educational and preventative interventions with regard to anti-social motorcycling, particularly the use of Scramblers. Officers from West Belfast and Lisburn have played a pivotal role through the Scramblers workshop in not only reducing such instances, but also in terms of developing positive community relationships.

Such educational outreach is vitally important in attempting to prevent the number of people killed and seriously injured on Northern Ireland's roads. Members are pleased to see the efforts of PSNI officers recognised through the Northern Ireland Road Safety Awards, with two individuals receiving awards in the Emergency Services category in November 2018.

### **Strategic Outcome 3.1: Identify and intervene with priority offenders.**

#### **Areas of progress:**

- An economic evaluation completed in January 2017 of a sample of individuals who went through the Reducing Offending in Partnership (ROP) programme identified a 72% reduction in crime. The appraisal also estimated that for every £1 spent on ROP it returns a benefit of £2.20 in the form of reduced economic and social costs of crime, corresponding to a net economic benefit of £1.97m over the 12 month timeframe of the review. The evaluation highlighted a number of benefits for PSNI such as a reduction in Case Load for PSNI Response Officers, increased and improved quality of offender information, timely and effective exchange of Information between agencies and reduction in delay from charging to case file submission resulting in speedier justice.

#### **Areas of concern:**

- PSNI has advised the Board that there is no current system in place to capture re-offending by priority offenders or the success of specific interventions. It may therefore be more difficult to ascertain the effectiveness of certain types of interventions, or the individual effectiveness of those organisations involved in the ROP as opposed to the totality of the partnership itself.

***Measure 3.1.1: Demonstrate an effective contribution to the integrated management of priority offenders in collaboration with partner agencies, in order to reduce offending.***

The Reducing Offending in Partnership (ROP) is a Northern Ireland wide approach to the management of priority, or prolific offenders who commit crimes such as robberies, burglaries or theft. The partnership is made up of the DoJ, Probation Board for Northern Ireland (PBNI), Northern Ireland Prison Service (NIPS), the Youth Justice Agency (YJA) and PSNI. ROP has up to 60 stakeholders, both statutory and non-statutory, identified to assist in the delivery of key strands of the ROP process, namely 'Prevent and Deter' and 'Rehabilitate and Resettle' (outlined below).

Across Northern Ireland, nine Reducing Offending Units (ROUs) deal with the top 350 priority offenders which is formally reviewed on a six monthly basis.

All agencies work together and share information to deliver a set of interventions with the aim of disrupting the offender's criminal activity. There are three strands to ROP:

- 1) Prevent and Deter - reduce crime and anti-social behaviour through early identification and intervention;
- 2) Catch and Control - close monitoring of those who persist in their offending (PSNI lead on this strand);
- 3) Rehabilitate and Resettle - joint approach to provide support and assistance to create a way out of crime. This can include assisting offenders in accessing education, training to improve their chances of finding employment, finding housing, and combating addictions such as drugs and alcohol.

While PSNI have a key role to play across all three strands, they are principally responsible for the 'Catch and Control' strand and utilise a number of tactics to intervene with priority offenders, ranging from disruption visits, surveillance, intelligence gathering, vehicle stop and search and Prison intervention. PSNI state that rigorous enforcement of bail and Anti-Social Behaviour Orders (ASBO) conditions are also part of this process. PSNI have dedicated Catch and Control officers in each ROU throughout Northern Ireland and each officer is responsible for managing up to seven priority offenders.

An economic evaluation completed in January 2017 of a sample of individuals who went through the programme demonstrated a 72% reduction in crime. The appraisal also

estimated that for every £1 spent on ROP it returns a benefit of £2.20 in the form of reduced economic and social costs of crime, corresponding to a net economic benefit of £1.97m over the 12 month timeframe of the review. The evaluation highlighted a number of benefits for PSNI such as a reduction in Case Load for PSNI Response Officers, increased and improved quality of offender information, timely and effective exchange of Information between agencies and reduction in delay from charging to case file submission resulting in speedier justice. It is now two years since that evaluation and it may be apropos if a similar exercise was carried out at the end of 2019-20 as a means of PSNI monitoring the ongoing effectiveness of the ROP.

At a more individual level PSNI also provided the Board with a number of specific examples of priority offenders who had been supported by this multi-agency approach. These examples personalise the work that PSNI carry out in collaboration with key partners in reducing reoffending. As much as the economic evaluation of the ROP and the Policing Plan require PSNI to evaluate key outcomes for communities as a result of either police-led interventions or where PSNI have contributed through another multi-agency approach, it is important to demonstrate the positive impact that initiatives like the ROP may have on the individuals who are supported by it.

The NIPB has also sought to determine the re-offending rate of those priority offenders who are managed through the ROP process as an indicator of success. PSNI informed Members that there is no current system in place for capturing reoffending or specific interventions. As a result Members expressed concern that it may not currently be possible to ascertain the effectiveness of certain types of interventions, or the individual effectiveness of those organisations involved in the ROP as opposed to the totality of the partnership itself. The Board expects that some progress on this issue will be made in 2019-20.

### **Strategic Outcome 3.2: Tackle serious and organised crime.**

#### **Areas of progress:**

- In February 2018 PSNI secured the first conviction for any modern slavery or human trafficking offence under the 2015 Northern Ireland Human Trafficking and Exploitation (Criminal Justice and Support for Victims) Act. This was a 'victimless' prosecution where the victims did not have to provide any evidence

as part of the investigation. The defendants were also issued a Slavery and Trafficking Prevention Order for seven years, the first time that such an instrument has been used in Northern Ireland. One defendant was served a Deportation Order by Home Office Immigration, meaning they cannot legally enter the UK again.

- There were 7,490 drug seizure incidents in Northern Ireland in 2018-19, an increase of 9% of the number in 2017-18, and a continuation of a trend of year-on-year increases each year since 2006-07. The current level of seizure incidents is almost three times that of 2006-07. There were also 3,306 drugs-related arrests in 2018-19, an increase of almost 6% from 2017-18 and the highest level recorded since 2006-07.

**Areas of concern:**

- The number of Organised Crime Groups Frustrated and Disrupted in 2018-19 fell by 45.7% and 26.5% respectively.
- PSNI take part in key national initiatives in tackling human trafficking and exploitation such as Operation Aidant, co-ordinated by the NCA and Modern Slavery Policing Transformation Unit (MSPTU). These consist of intensive policing activities around a specific area of exploitation on a monthly basis. Additional funding from these activities is currently only available for England and Wales, placing Northern Ireland and PSNI at an operational disadvantage.
- While PSNI have made positive progress in the number of potential victims of modern slavery and human trafficking referred to the National Referral Mechanism (NRM), consideration of NRM and PSNI statistics suggest that a sizeable proportion of referrals are not resulting in positive conclusive decisions.

***Measure 3.2.1: Demonstrate an effective contribution to the implementation of initiatives and interventions in collaboration with partners to reduce the harm caused by:***

- ***Organised Crime Groups***
- ***Drugs***
- ***Cyber dependent, enabled and facilitated crime***
- ***Human exploitation and trafficking***



**(i) Organised Crime and Drugs**

PSNI has emphasised the importance of partnership working in tackling Organised Crime and Drugs. The PSNI Organised Crime Unit (OCU) continues to operate as a partner in the Organised Crime Task Force (OCTF), Joint Agency Task Force (JATF) and the Paramilitary Crime Task Force (PCTF). The work of the JATF and PCTF are reported below under measures 3.3.1 and 3.3.2.

The JATF in particular facilitates cross-border cooperation between PSNI and An Garda Síochána (AGS) in terms of frustrating, disrupting and dismantling the activity of Organised Crime Groups (OCGs) involved in the supply of illicit drugs. Collaboration between the Garda National Drugs and Organised Crime Bureau (GNDOCB) and PSNI's OCU continues with almost daily contact between the two with real time intelligence sharing, co-ordination of investigative support and joint investigations domestically and internationally.

In terms of the number of OCGs Frustrated, Disrupted and Dismantled, Members expressed some concern that the numbers Frustrated and Disrupted significant decreased in 2018-19 when compared to 2017-18 by 45.7% and 26.5% respectively. The Board will discuss this with PSNI in 2019-20 in more detail in order to understand the key factors behind the decrease and whether PSNI's action against OCGs, whether cross-border or Northern Ireland based, is effective.

<b>Action Against Organised Crime Groups</b>				
	<b>2016-17</b>	<b>2017-18</b>	<b>2018-19</b>	<b>% Change</b>
OCGs Frustrated	45	35	19	-45.7
OCGs Disrupted	41	49	36	-26.5
OCGs Dismantled	28	15	17	13.3

With this in mind, the Board may revisit with PSNI a previous recommendation made by HMICFRS in respect of tackling Organised Crime. In their 2017 Effectiveness inspection, HMICFRS inspectors recommended that PSNI should consider adopting the national scale (major, moderate, minor, none and negative) to measure its disruptive effect on organised criminals. PSNI does not use this new scale, rather it measures the effect of its activities on serious and organised crime by how successfully it frustrates, disrupts or dismantles OCGs as demonstrated in the table above. HMICFRS argued that while this gives a level of assessment, it does not allow PSNI to understand fully those occasions where its

activity has either failed to have the desired effect or has had a negative effect. PSNI advised the Board that there is no current intention to implement this recommendation, though it would incorporate the 'negative' scalar as part of its measurement.

In terms of drug seizures and arrests there were 7,490 drug seizure incidents in Northern Ireland in 2018-19, which is an increase of 9% when compared to 2017-18. This continues the established trend of year-on-year increases each year since 2006-07, with the current level of seizure incident almost three times that of 2006-07. One of the key factors for the changing level of drugs seizures may be the change in nature of the drugs market, including increased accessibility from sources such as dark web purchase and postal delivery

PSNI define a drugs-related arrest as where an individual is arrested and processed through custody for one or more drugs-related offences. The statistics is a count of custody records rather than individuals as some individuals may be arrested on more than one occasion in the reporting period. In 2018-19 there were 3,306 drug-related arrests, an increase of 185 (5.9%) on 2017-18 and the highest level recorded since 2006-07.

Further details on quantities of various Class a, B and C drugs seized, as well as District information can be found in PSNI's published Police Recorded Crime Statistics on the PSNI's website.<sup>67</sup> The Board will explore these statistics in more detail with PSNI in 2019-20, in particular linking drugs seizures and arrests with members of OCGs and the impact that PSNI activities have on the operation of these groups.

<b>Police Recorded Drug Seizures and Arrests in Northern Ireland, 2016-17 – 2018-19</b>				
	<b>2016-17</b>	<b>2017-18</b>	<b>2018-19</b>	<b>% Change</b>
<b>Drug seizure incidents</b>	5546	6872	7490	9.0
<b>Drug-related arrests</b>	2702	3121	3306	5.9

<sup>67</sup> PSNI, *Police Recorded Drug Seizures and Arrests in Northern Ireland: Update to 31 March 2019, Published 30 May 2019*, [https://www.psni.police.uk/globalassets/inside-the-psni/our-statistics/drug-seizure-statistics/201819/march/drugs-bulletin-mar\\_2019.pdf](https://www.psni.police.uk/globalassets/inside-the-psni/our-statistics/drug-seizure-statistics/201819/march/drugs-bulletin-mar_2019.pdf)

While these figures certainly suggest positive policing in this regard, it certainly poses uncomfortable questions for society around the prevalence of drugs and the role that communities and many different organisations beyond police must take reduce the harm caused by drugs. PSNI certainly have a pivotal role to play, but it can only be as part of a multi-agency approach. Tackling drugs and the harm caused by them to our communities is not just a criminal justice issue- it is a public health issue which society cannot arrest its way out of. The NIPB welcomes the approach of the OCTF Drugs Sub Group which met in April and July 2018 in order to ensure a co-ordinated response to drugs and alcohol misuse, with meetings attended by the Coroner's Office, the DoJ Public Health Authority, Northern Ireland Prison Service, DoH, Border Force and NCA. The Board looks forward to demonstrable evidence of the work of this group.

**(ii) Cyber dependent, enabled and facilitated crime**

Collaboration with key partners has been a key PSNI activity in reducing the harm caused by cyber dependent, enabled and facilitated crime. Key to this is preventative work through the National Cyber prevent campaign and the establishment of a dedicated Prevent Officer to oversee it. In order to educate individuals at risk of becoming involved in cyber offending, PSNI have created and enhanced collaborative relationships with bodies such as the DoJ, YJA , Department for the Economy, Department of Education and the National Cyber Crime Unit as well as voluntary organisations such as the Scouts Association, Guide Association Girls Brigade, Code Club, Tech Education Network, Coder DoJos and Northern Ireland Raspberry Jam.

The Cyber Crime Centre (CCC), PSNI dedicated specialist resource in tackling cyber crime in Northern Ireland, also continues to engage with bodies and organisations in the public, private and community/voluntary sectors to enhance their understanding of the scale of cyber crime in Northern Ireland and encourage reporting. This is particularly the case in the business sector where cyber crime is hugely underreported for fear of reputational damage. The CCC also works with the National Computer Crime Unit, the National Cyber Security Centre and international partners in the investigation of both Cyber Dependent and Cyber Enabled crime types. These operations continue to develop PSNI investigative capability and experience, along with the building of relationships with National and International partners to deal with the evolving and complex arena of borderless crime.

In providing the NIPB with an overview of its performance in 2018-19, PSNI has still not provided a clear response to the recommendations in CJINI's inspection published in June 2017 which focused on how the Criminal Justice System deals with cyber-crime in Northern Ireland.<sup>68</sup> This includes consideration of a comprehensive strategic analysis of cyber crime as it affects Northern Ireland, including under-reporting and recording of the cyber crime types. PSNI's analysis will also include the potential future demand on police, together with the investigative implications for policing developing areas such as crypto currencies, 'cloud' use and the Dark Web. Future resourcing is particularly important given the increasing demand for digital forensics. CJINI inspectors noted the backlog of digital forensic examinations and the NIPB will require PSNI to provide an update as to the potential for outsourcing, civilianisation and enhanced training and awareness among a number of options. Training and capacity building is a particularly important element of any demand analysis and Members will discuss the training needs analysis for cyber crime which may have been undertaken by PSNI.

The NIPB is also mindful of a recent highly critical national inspection by HMICFRS of the police's response to tackling fraud in England and Wales, much of which has a cyber element.<sup>69</sup> Fraud is a high volume but generally low impact crime when compared to other policing priorities. That does not mean that victims, many of whom may be vulnerable, should receive a lesser service from the police. A number of issues are at a strategic level and beyond the role of the NIPB and PSNI, such as the role of Action Fraud, the function of the City of London Police as the national lead for fraud, and possible duplication of functions with other agencies such as the NCA's National Economic Crime Centre. However HMICFRS highlighted a number of issues which the NIPB will discuss with PSNI in order to get a level of reassurance of their approach. Recommendation 9 from that report stated that Chief Constables will publish their policy for responding to and investigating allegations of fraud (in relation to both calls for service and National Fraud Intelligence Bureau disseminations for enforcement). Given the role of OCGs in fraud across the UK, the NIPB is mindful of areas for improvement highlighted by HMICFRS such as how PSNI map OCGs in which the principal criminality is fraud, and ensure that fraudsters are included among those considered for 'prevent' tactics, or through the ROP process (IOM in England and Wales).

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<sup>68</sup> <http://www.cjini.org/getattachment/de5474c9-fbf4-4caf-b7fd-4c440e133b8f/picture.aspx>

<sup>69</sup> HMICFRS, *Fraud: Time to Choose. An inspection of the police response to fraud*, April 2019, <https://www.justiceinspectorates.gov.uk/hmicfrs/wp-content/uploads/fraud-time-to-choose-an-inspection-of-the-police-response-to-fraud.pdf>

### **(iii) Human exploitation and trafficking**

As with a number of other areas focused on PSNI's response to vulnerability, increasing collaboration, use of shared law enforcement resources and co-location has been implemented in respect of human trafficking, and modern slavery which is an umbrella term covering slavery, servitude and forced or compulsory labour. Many of the investigations which PSNI take forward are in conjunction with multiple agencies such as An Garda Síochána, the Gangmasters and Labour Abuse Authority, HMRC, Department for Communities Fraud Unit, UK Border Force, Northern Ireland Water, and the Northern Ireland Housing Executive. Home Office Immigration and Enforcement have agreed to embed one of their officers within the PSNI Modern Slavery and Human Trafficking Unit (MSHTU). A Home Office Criminal Financial Investigator was initially embedded in the MSHTU in June 2018 as part of a six-month pilot. No further information has been provided by PSNI on this pilot and officials will request an update for the next briefing paper on this measure.

PSNI take part in key national initiatives such as Operation Aidant, co-ordinated by the NCA and Modern Slavery Policing Transformation Unit (MSPTU), which consist of intensive policing activities around a specific area of exploitation on a monthly basis. Additional funding from these activities is currently only available for England and Wales, placing Northern Ireland and PSNI at an operational disadvantage. This is an issue the NIPB hope to discuss in more detail with PSNI in order to advocate for greater support for Northern Ireland.

A key area of reporting to the NIPB in 2018-19 and through the Organised Crime Taskforce related to the training and awareness raising to frontline and respond officers, as well as key partners and the community more generally. The MSHTU has been active in providing internal awareness training across the PSNI, particularly with new recruits and new-to-role detectives, as well as detectives from C1 Criminal Investigations Branch and C3 Intelligence Branch, and Roads Policing officers. Officers within the MSHTU have enhanced their skills through Modern Slavery training from the National College of Policing and the National Police Transformation Programme, as well as other training provided by South Wales Police and Europol.

In February 2018 PSNI secured the first conviction for any modern slavery or human trafficking offence under the 2015 Northern Ireland Human Trafficking and Exploitation (Criminal Justice and Support for Victims) Act as a result of Operation Fog. This was a 'victimless' prosecution where the victims did not have to provide any evidence as part of the investigation. The defendants were also issued a Slavery and Trafficking Prevention Order for seven years, the first time that such an instrument has been used in Northern Ireland, and a means of reducing the risk of further offending. One defendant was served a Deportation Order by Home Office Immigration, meaning they cannot legally enter the UK again.

In terms of the statistical picture of modern slavery and human trafficking in Northern Ireland, the Board relies on information from the National Referral Mechanism (NRM) and from PSNI's MSHTU.

The NRM is the UK's referral mechanism for identifying and supporting victims and potential victims of modern slavery and human trafficking. The NRM is also the mechanism through which the NCA's Modern Slavery Human Trafficking Unit collects data about victims, which contributes to building a clearer picture about the scope of human trafficking and modern slavery in the UK. The NRM was introduced in 2009 to meet the UK's obligations under the Council of European Convention on Action against Trafficking in Human Beings. At the core of every country's NRM is the process of locating and identifying potential victims of trafficking.

In the NRM process potential victims of human trafficking or modern slavery are referred by first responders<sup>70</sup> to one of two competent authorities<sup>71</sup> who will make a 'reasonable grounds' decision which assesses whether they 'believe but cannot prove' that the person is a victim of modern slavery. If an adult individual receives a positive reasonable grounds decision they become entitled to government-funded support. In Northern Ireland, under section 18 of the Human Trafficking and Exploitation (Criminal Justice and Support for Victims) Act (NI) 2015, assistance and support is made available to adult potential victims of modern slavery from the point where a referral to the NRM is made or is about to be

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<sup>70</sup> In Northern Ireland the first responders have been Home Office Immigration Enforcement, UK Visas and Immigration (UKVI), the four Health & Social Care Trusts, Belfast Harbour Police and PSNI. There is a designated list of first responders. UK wide it includes some third sector organisations such as Barnardo's and the Salvation Army.

<sup>71</sup> The two competent authorities are the NCA's Modern Slavery Human Trafficking Unit which handles EEA national cases, and the UKVI that handles non-EEA national cases or individuals in immigration detention. A Home Office Single Competent Authority comes into place in April 2019 as part of a NRM Reform Programme.

made, rather than from the point that a positive reasonable grounds decision is received. For potential child victims, the Children (NI) Order 1995 dictates that they are entitled to support, care and protection regardless of immigration status or nationality. Section 21 of the 2015 Act requires Health and Social Care Boards to appoint an independent guardian who has a range of responsibilities such as making representations to relevant agencies to ensure accommodation, education, health provision, and translation services, contributing to a safeguarding plan, ensuring legal representation, and making contact with the child's family where appropriate to do so. The competent authority then collects additional information and evidence in order to make a 'conclusive grounds' decision which determine whether it is more likely than not that the person is a victim of human trafficking or modern slavery. Not all of the individuals who are referred to the NRM will ultimately be assessed to be modern slavery victims. It is important to note that the consent of adult victims is required in order to be referred to the NRM, with officers responsible for explaining to that individual the purpose NRM, what support is available through it, and what the possible outcomes are for individuals referred. They should also be informed that information may be shared or sought by a competent authority from other public agencies to gather further evidence on potential referrals.

NRM statistics are presented on calendar year basis, whereas PSNI report to the NIPB on activity in financial years. This makes it more problematic in forming a holistic view of progress in Northern Ireland given that PSNI report to the NIPB on the number of screening assessments they carry out and, subsequently, the number of potential victims who are referred to the NRM. The NRM report on the number of positive conclusive decisions which are sent back to the PSNI for crime recording purposes.

At a national level the number of referrals significantly increased by 26% from 5,142 in 2017 to 6,993 in 2018. The number of conclusive decisions decreased 30%, from 1,645 in 2017 to 1,151 in 2018. However this is not a complete picture given that the number of pending decisions increased by almost 140% to 3,867. This is particularly the case with those individuals outside the EU.<sup>72</sup>

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<sup>72</sup> National Crime Agency, National Referral Mechanism Statistics, End of Year Summary 2018, <https://nationalcrimeagency.gov.uk/who-we-are/publications/282-national-referral-mechanism-statistics-end-of-year-summary-2018/file>

Based on the NRM statistics of positive conclusive decisions referred back to PSNI for crime recording purposes there were 17 in 2017 and 19 in 2018. When compared to PSNI's most similar services, the number of positive conclusive decision appears to be significantly lower. The below table shows the total referrals submitted by the most similar police services while also comparing this against population size to give a more robust comparison.

Police Service	Population Size (Millions)	NRM positive conclusive decisions 2017	NRM positive conclusive decisions 2018
Nottinghamshire	1	24	31
Northumbria	1.5	29	48
Merseyside	1.5	47	109
Devon & Cornwall	1.5	22	54
<b>PSNI</b>	<b>1.8</b>	<b>17</b>	<b>19</b>
West Yorkshire	2.2	80	121
Greater Manchester Police	2.7	59	85
West Midlands	2.9	85	117

In reporting to the NIPB on its own performance, PSNI has noted that during the 2016-17 financial year, the PSNI Human Trafficking Unit (which preceded the MSHTU) conducted 308 screening assessments, with 34 potential victims referred to the NRM. During 2017-18 the MSHTU conducted 173 assessments, with 36 potential victims referred to the NRM. The reduction in the number of screening assessments was accounted to be a 'reflection of a more targeted approach' which is intelligence led.<sup>73</sup> The meaning of the 'more targeted approach' is unclear and PSNI has not provided the NIPB with a sufficient explanation of its practical impact. Members have expressed concern that any screening process which only focuses on high risk victims may inadvertently fail to identify emerging patterns of offending and linkages between a number of medium and lower risk victims. Furthermore, consideration of NRM and PSNI statistics suggest that a sizeable proportion

<sup>73</sup> Cross Border Organised Crime Threat Assessment 2018, p. 9, <https://www.octf.gov.uk/OCTF/media/OCTF/documents/publications/Cross%20Border%20Organised%20Crime%20Assessment/201021-Organised-Crime-Assessment-WEB.pdf?ext=.pdf>; Organised Crime Taskforce, 2017-18 Annual Report & Threat Assessment, p. 25, <https://www.octf.gov.uk/OCTF/media/OCTF/documents/publications/N.I.%20Organised%20Crime%20Strategy/Organise-d-Crime-Task-Force-Report-2018.pdf?ext=.pdf>



of referrals made by PSNI to the NRM are not resulting in positive conclusive decisions. It is unclear what this statistical outcome means, particularly as evidence of the number of referrals made by other police services in the UK to the NRM is not available. The NIPB will require reassurance that officers are sufficiently completing referral forms to allow the competent authority to make an informed decision, and that training of responding officers in NPTs and LPTs is sufficient to ensure that vital information and evidence is not routinely missed which would assist the process. This is an issue the NIPB, through the Performance Committee, will discuss further with PSNI in 2019-20.

However some progress was made in 2018-19. PSNI carried out 148 screening assessments, with 59 potential victims of modern slavery and human trafficking referred to the NRM. The MSHTU also conducted 74 safeguarding visits/non-warrant operations during this period. In terms of potential victims, this is a significant increase from the figures in 2017-18. Of those 59 referrals 30 were male and 29 female, with 15 (8 minor males and 7 minor females) for cases of exploitation while the potential victim was under 18. 22 referrals to the NRM were for potential victims of sexual exploitation, with 24 for labour exploitation, 9 for criminal exploitation and 4 types which remain unknown. PSNI MSHTU is currently investigating 22 live cases of modern slavery and human trafficking offending, with almost three quarters focusing on sexual exploitation. A number of these have considerable international collaborative elements to them, with two Joint Investigation Team operations with European Law Enforcement Agencies through Eurojust

### **Strategic Outcome 3.3: Tackle paramilitarism.**

#### **Areas of progress:**

- There were 19 casualties of paramilitary style shootings in 2018-19 compared to 22 in 2017-18. This was the second lowest number in the past 11 years. All 19 casualties were aged 18 years or older.
- There were 59 casualties of paramilitary style assaults, compared to 65 in 2017-18. After 4 years in which the number of such attacks generally increased, the last two years have seen a small reversal in this trend.
- Collaborative law enforcement activities through the Cross Border Joint Agency Taskforce (JATF) and Paramilitary Crime Taskforce (PCTF) has seen success in tackling organised crime and paramilitaries, with progress made in livestock smuggling, counterfeit cigarette production and fuel laundering.

**Areas of concern:**

- Of the 146 persons arrested in 2018-19 under Section 41 of the Terrorism Act 2000 (TACT), 16 were subsequently charged with any offence. While this was an increase from the figure of 13 for 2017-18, this remains the second lowest number since the introduction of TACT in February 2001.
- Measure 3.3.2 in the Policing Plan places emphasis on PSNI providing evidence of collaboration with local communities and PCSPs in tackling paramilitarism through co-design of programmes and interventions. PSNI's reporting to date is focused on the work of the Paramilitary Crime Taskforce. While this demonstrates the effectiveness of a multi-agency approach, the evidence to date provides little evidence of the community engagement and the embedding of the Policing with the Community ethos in tackling paramilitaries.

While the focus of this Strategic Outcome relates to PSNI performance, the NIPB itself has a key role to play alongside the Executive and PSNI to implement recommendations A5<sup>74</sup>, A6<sup>75</sup>, A7<sup>76</sup> and A8<sup>77</sup> from the Tackling Paramilitary Activity, Criminality and Organised Crime Executive Action Plan. This work is being taken forward by the NIPB's Partnership Directorate, through the Engagement, Partnership and Communications Branches.

The Independent Reporting Commission (IRC) is responsible for monitoring and reporting on progress in ending paramilitary activity through the implementation of the 43 recommendations in the Executive Action Plan. Board Members met with the IRC in February 2019 to discuss progress against the four recommendations, as well as A13, C1, C4, and C6 which relate directly to PSNI.

In considering progress against those specific recommendations, the NIPB determined that information provided by PSNI against the Policing Plan did not explicitly outline progress achieved. As a result the performance indicators in the 2019-20 Policing Plan have been amended to ensure that the NIPB will be provided with information which

<sup>74</sup> The Executive, the Policing Board and the PSNI should review the resourcing and operation of policing in communities to ensure that policing is visible and resourced to fully engage in those communities most vulnerable to criminal control.

<sup>75</sup> In setting the strategic objectives of PCSPs, the Department of Justice and Policing Board should ensure that the partnerships focus on building community confidence in the rule of law and embedding a culture of lawfulness.

<sup>76</sup> The designated organisations [of the PCSPs] should also ensure that their representatives are sufficiently senior and committed to building effective partnerships

<sup>77</sup> The Executive and the PSNI, in conjunction with the Policing Board, should review their protocols for engaging with representatives of paramilitary groups. This change in approach should also apply to other public and community bodies and public representatives.

would more obviously refer to the recommendations in the Executive Action Plan. Under Measure 3.3.2 this includes activity towards the full implementation of recommendation C1 (a shift in focus from 'paramilitary activity' to criminality) and recommendation C4 (resource allocation, dedicated funding received, training and development as it pertains to investigative capacity etc). Additionally measure 4.1.1 which focuses on progress in providing more efficient and effective delivery of justice, particularly in improving cooperation with the Public Prosecution Service, requires PSNI to detail specific steps to implement recommendation A13 with regard to developing more effective criminal justice processes to manage prosecutions in respect to paramilitary activity and organised criminality.

***Measure 3.3.1: Demonstrate an effective contribution to the implementation of the Executive Action Plan and to the Joint Agency Task Force (JATF).***

The work of the Cross Border JATF is driven at a strategic level by the Strategic Oversight Group which oversees the work of the Operations Coordination Group. There is no specific co-located Cross Border JATF team or budget, with the Cross Border JATF OCG providing a collective focus to all agencies involved to increase cooperation and resource the tackling of cross border crime. Intelligence is shared through the appropriate systems on a daily basis, with police to police contact and the availability to offer assistance to apprehend persons who commit harm in our community an inbuilt element of this collaborative approach to cross border crime.

With regard to the Cross Border JATF, this measure focuses on the specific contribution of the PSNI across its six priority areas. These are rural crime, drugs, human trafficking, financial crime, excise fraud, and, organised immigration crime. There is significant cross over in the work of the Cross Border JATF in terms of drugs and human trafficking in other measures in the Policing Plan, though this is not necessarily reflected in current reporting. NIPB will seek that PSNI rectify this in future reports.

PSNI also previously advised the Board in 2017-18 that a reporting structure for the Cross Border JATF had agreed and implemented for the next twelve months, with the resultant analytical product assisting the completion of a Bi-Annual Cross Border Strategic Assessment in relation to cross border crime. A definition of cross border crime had also

been agreed at that time. No further updates were provided in 2018-19 and the NIPB will require PSNI to provide an update in 2019-20.

Key operational activity relating to the JATF has included:

- In April 2018 as part of an investigation into Cross Border Livestock and associated activities, a Multi-Agency search was conducted at two locations in the Republic of Ireland. Subsequently an illegal slaughter facility was discovered. An investigation file in respect of a main target of the Livestock Theft Taskforce (based in the Republic of Ireland) regarding Handling Stolen Livestock at marts throughout Ireland was forwarded to the DPP who has directed trial on Indictment for all four charges and will be going before the Circuit Court.
- In March 2018 an Irish Revenue led investigation uncovered a counterfeit cigarette factory in County Louth, the first time that such an operation had been discovered anywhere on the island. At the factory there were 23 million cigarettes in finished product. There was also 71 tonnes of raw tobacco, capable of producing a further 70 million cigarettes. Based on the finished product and raw tobacco present the total potential output of the factory was 93 million cigarettes. Eleven persons working in the factory were arrested by An Garda Síochána. In July 2018 one of the factory workers received a 12-month prison sentence and another pleaded guilty and is awaiting sentencing. Criminal prosecutions are pending on the remaining nine factory workers.
- In September 2018 an HMRC led investigation led to nine business and four residential addresses being searched across the UK, including two in Northern Ireland. A large sophisticated laundering plant was discovered on a site next to the border in Northern Ireland. Due to the sophisticated setup of the laundering plant it took over 36 hours for the plant to be dismantled and for the apparatus to be seized which included 38,650 litres of oil, two box van lorries, a van and a forklift. It is believed that the plant had the capacity to produce 20 million litres of illicit fuel per year, potentially evading £11 million in revenue. This investigation demonstrated the benefits of multi-agency collaboration as officers from the Irish Revenue Commissioners, PSNI, the Fire Service and Border Force all contributed to the success of the operation.
- In May 2018, an Irish male with an address in Dublin was challenged by a UK Border Force Officer at outward security controls, Belfast International Airport. He was due to catch a Ryanair flight to Alicante. His baggage was searched and

officers found €180,000 in cash. He was arrested on suspicion of money laundering and the case was referred to the NCA for further investigation.

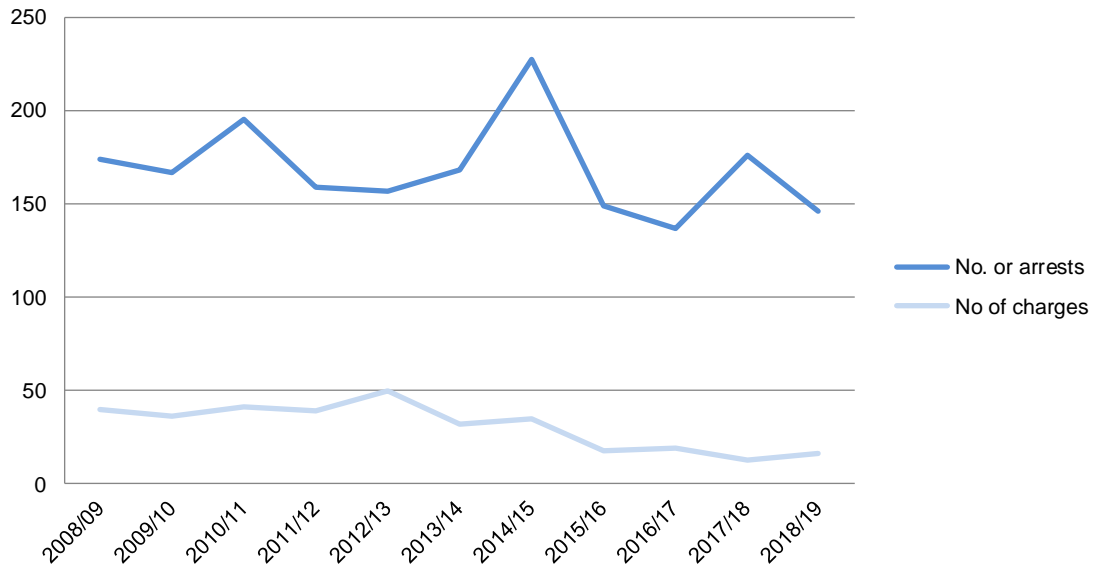
***Measure 3.3.2: Demonstrate an effective contribution to the elimination of paramilitarism in Northern Ireland in collaboration with partner agencies, local communities and PCSPs through co-design of programmes and interventions.***

PSNI's activity against paramilitary groups falls into two categories: action against paramilitary groups who are assessed by the security services as not presenting a threat to national security, and paramilitary groups assessed to present such a threat. Action against those groups presenting a threat to national security is led by MI5, supported by PSNI and other key law enforcement agencies.

PSNI has highlighted the number of arrests made under section 41 of the Terrorism Act (2000) (TACT) are evidence of activity against paramilitary groups. Section 41 of TACT empowers a police officer to arrest without warrant a person whom he or she reasonably suspects to be a terrorist. A 'terrorist' is defined as a person who has committed specified terrorist offences or a person who 'is or has been concerned in the commission, preparation or instigation of acts of terrorism'. Therefore, suspicion of the commission of relevant acts of terrorism need not be demonstrated at the time a section 41 arrest is made. Rather, what is required is a reasonable suspicion that a person is or has been concerned in the commission, preparation or instigation of acts of terrorism. A person arrested under section 41 may be detained without charge for up to 48 hours without judicial intervention. If detention is to extend beyond 48 hours it must be extended by a Judge. The extension may be for up to but no more than a total of 14 days. The maximum permitted under the Police and Criminal Evidence (NI) Order 1989 (PACE) is 96 hours.

The graph below outlines the general trend in the number of persons arrested under section 41 and subsequently charged.

### Number of persons arrested under section 41 and subsequently charged



This trend over the past decade demonstrates that only a small proportion of persons arrested under section 41 are subsequently charged. It is also important to note that of those persons charged, an even smaller proportion are charged with an offence under TACT. The Board's Performance Committee previously expressed concern that, given many individuals were charged under PACE rather than TACT, that there may be potential that officers may be using the TACT power of arrest in cases where it should be reasonably anticipated that the suspect was more likely to be charged under non-terrorism legislation. The 2014 Human Rights Annual Report recommended that PSNI undertake a review of policy and practice in respect of arrests under section 41 of the Terrorism Act 2000 to ensure this was not the case. PSNI carried out a comprehensive review of 168 section 41 arrests and analysed the reasons for those arrests. The analysis found that in all 168 cases, the arrests arose from terrorism investigations, with 74 arrests made by the Terrorist Investigation Unit, 58 by a Major Investigation Team, and 36 by District officers. Of the 32 persons charged, 14 were charged under TACT. Of the remaining 18 persons who were charged under PACE they were charged with a range of terrorism related offences such as murder, possession of firearms, making an explosion, making an explosion and possession of explosives.

PSNI's reports to the NIPB focus on the activities and successes of the PCTF. The PCTF, which is a collaborative approach comprising PSNI, NCA and HMRC co-located in Belfast,

emerged from the Executive Action Plan for Tackling Paramilitarism. They have undertaken investigations into the West Belfast UDA, Belfast INLA, Belfast Action Against Drugs, South East Antrim UDA, East Belfast UVF, East Belfast UDA, South East Antrim, INLA Londonderry and criminal gangs that are involved in cigarette smuggling with links to paramilitaries. Investigations have revealed that these groups are heavily involved in all forms of criminality, paramilitary style attacks, extortions, intimidation, drug dealing and money laundering.

Between April 2018 to November 2018, the PCTF conducted 140 searches; made 19 arrests under section 41 of TACT and 63 PACE arrests, and charged 3 individuals under TACT and 31 under PACE; seized an estimated £267,030 worth of drugs; restrained £210,250 worth of cash and confiscated a further £311,146; seized 31 vehicles; and, conducted 3 checks of licensed premises.

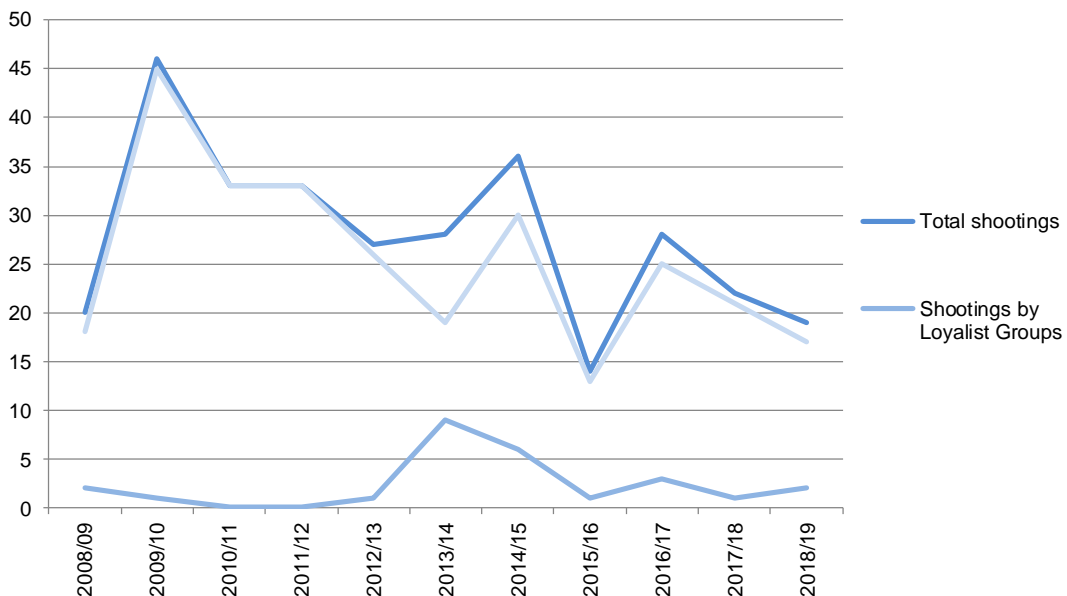
However the majority of information provided by PSNI to the NIPB against Measure 3.3.2 focused on police led interventions and demonstrated little evidence of collaboration with local communities and PCSPs through co-design of programmes and interventions. The role of the community is vital in tackling paramilitarism, particularly in terms of gaining community intelligence and increasing police legitimacy. Though no specific detail was provided, PSNI reported that a number of bespoke area-based interventions to enhance community confidence and promote problem-solving concept have received funding from PSNI's Tackling Paramilitaries Programme Board. Recommendation B4 of the Executive Action Plan charges the Executive, led by the Executive Office and the Department for Communities, to establish a fund to support initiatives in 'communities in transition', particularly emphasising building capacity in those areas. The Housing Executive, the Community Relations Council, the International Fund for Ireland, local government and community representatives were to have a significant role in assisting in the design of these programmes. Members will be exploring this issue further in 2019-20 to ascertain how this work area has developed, what the specific role of the PSNI Programme Board is, and ask that PSNI provide detail on some of the interventions they are supporting.

One of the key ways in which paramilitaries maintain their grip on communities is by the continuing use of threat and violence. Paramilitary style attacks are a particularly abhorrent violation of individuals' basic human rights, such as rights outlined under Article 3 of the

European Convention on Human Rights not to be subjected to torture or inhuman or degrading treatment or punishment, and even Article 2 which protects the right to life. PSNI has not included any information in relation to paramilitary assaults and shootings in their reports to the NIPB and Members will be exploring this issue in more detail with PSNI, particularly how it relates to the work of the PCTF.

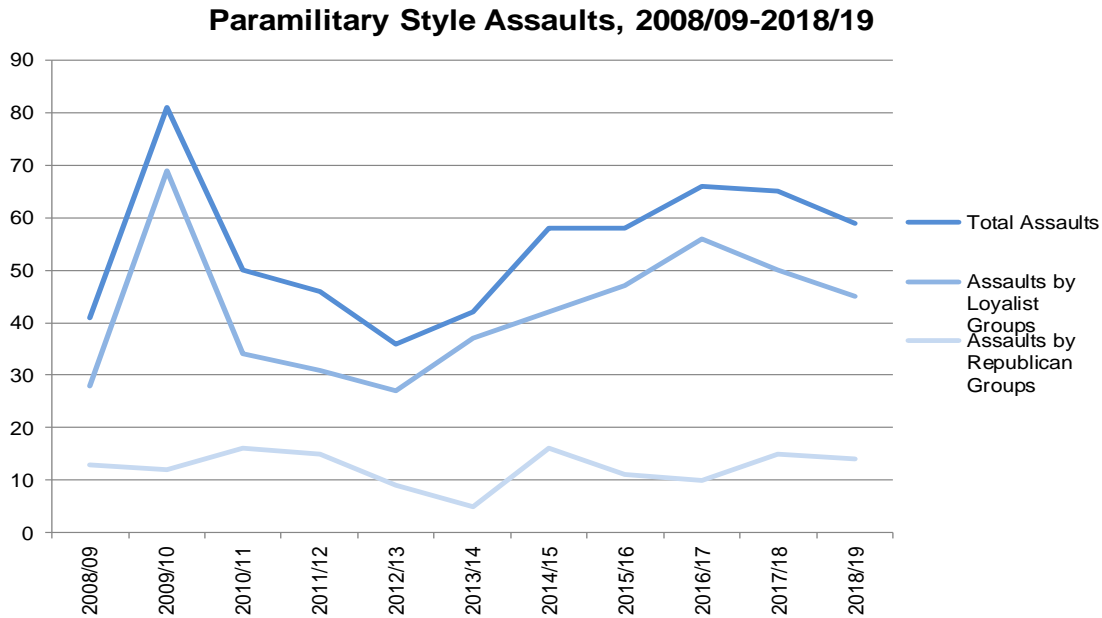
The figures for 2018-19 demonstrates a welcome decrease in the number of reported paramilitary style shootings and assaults. In the case of paramilitary style shootings in particular, this is the second lowest figure (19) in the past decade and continues the general downward trajectory since a high-water mark in 2009. However outcomes rates for paramilitary style attacks have historically been low, with only one detected in each of 2017-18 and 2018-19.<sup>78</sup> PSNI has previously advised the NIPB through the Performance Committee that reasons include the limited cooperation of victims and witnesses, and limited opportunities for intervention, intelligence gathering and evidence collection. It is imperative for community confidence in the police that a greater number of perpetrators are identified and convicted.

**Paramilitary Style Shootings, 2008/09-2018/19**



<sup>78</sup> Figures for outcomes recorded for Paramilitary style attacks are subject to ongoing change as investigations into crimes are completed; crimes that have not currently been assigned an outcome may yet result in an outcome being applied.





The findings of a survey undertaken on PSNI's behalf by Lucid Talk under the Gauging Community Voice workstream is instructive of the challenges PSNI face in gaining the trust and confidence of those communities where paramilitaries continue to operate. Undertaken in six DEAs- Coleraine (Causeway Coast and Glens), Rosslea and East Erne (Fermanagh and Omagh), Bangor West/Kilcooley (Ards and North Down), Killultagh/Dunmurry (Lisburn and Castlereagh), Larne Lough/Carrick Castle (Mid and East Antrim), Slieve Gullion (Newry, Mourne and Down)- the specifically asked respondents about their view of paramilitary influence in their area. Respondents displayed a reluctance to use paramilitaries in their communities, but noted a perception that they were more effective than the PSNI in dealing with local issues. The survey found that in Loyalist communities there was a particular sense of alienation and that because they didn't know any officers personally, they had little access to advice and support and consequently did not provide information or directly engage with PSNI. Researchers contended that community infrastructure tended to be more independent, complex and overlapping, presenting little opportunity for formal communication channels. Formal communication and engagement fora tend to be dominated by individuals with paramilitary backgrounds which undermines wider sentiment towards the police. While these issues were not as pronounced in Catholic communities, researchers found that formal communication is dominated by community representatives which, in some cases, restrict the PSNI's ability to build effective relationships.

Engaging with communities is therefore pivotal. In response PSNI has informed the NIPB that work is being taken forward by through the PwC Branch to develop bespoke intervention and training to enhance confidence and problem-solving between police and communities. This includes training for all officers attached the PCTF to engrain practices of community engagement and problem solving as everyday components on their roles, with specific modules aiming to enhance skills on observation and experience, understanding community relations, communicating in your community and problem solving. As noted above with regard to other areas of work under PwC, building capacity and capability to take forward active engagement in those communities where paramilitaries remain prominent is vital for long term success. This requires the sort of change of ethos and culture that PwC, as a concept, purports to embed. It is worth considering how PSNI engage in those communities where paramilitaries remain active and exercise significant control. Security related issues mean that the police do not generally patrol on foot in many of these areas and have a limited presence, particularly where dissident paramilitaries are prominent. NIPB will explore the consequences of these specific challenges and how PSNI has shaped the PwC concept as a result.

**Strategic Outcome 4.1: Achieve an effective partnership with the Public Prosecution Service and wider criminal justice agencies to deliver more positive outcomes for victims.**

**Areas of progress:**

- PSNI analysis of progress made by the Working Together project in terms of collaboration and cooperation with the public Prosecution Service (PPS) is positive. This is particularly the case in relation to the effectiveness of Police Decision Makers (PDMs) in ensuring file quality and agreement with PPS decision making for Guilty Anticipated Plea/Not Guilty Anticipated Plea (GAP/NGAP) cases; more timely delivery of cases through agreed time limits and early service provisions.

**Areas of concern:**

- The findings from an independent inspection by Criminal Justice Inspection (NI) (CJINI) and a review by Lord Justice Gillen both suggested that procedural and cultural change meant to be embedded by the Working Together project has had little impact on more complex cases, particularly sexual offences.

**Measure 4.1.1: Demonstrate an effective contribution towards the improvement of collaborative working between PSNI and the PPS to improve efficiency and effectiveness**

There are two projects through which PSNI is attempting to contribute to tackling avoidable delay: the Indictable Cases Process (ICP) and the Working Together Project.

The Working Together Project focuses on cases prosecuted in the Magistrates' Court, as opposed to the ICP which focused on a small range of indictable offences through the Crown Court, namely murder, Section 18 and Section 20 assaults<sup>79</sup>, and indictable drugs cases. The ICP is a DoJ led initiative and PSNI do not regularly report to the Board on progress, though the two reports submitted to the NIPB by PSNI in 2018-19 provide some, though limited detail.

These projects have been developed, in part, as a response to a critical inspection of the quality and timeliness of police files published in November 2015 by CJINI. PSNI has been subject to sustained criticism over the quality of evidence files it prepares and submits to the PPS. In some cases files have lacked critical evidence, meaning the PPS cannot make a prosecutorial decision until further information is requested and obtained from the PSNI. After raising this issue in 2006, CJINI determined in 2010 that little progress had been made in improving performance, and that the main task for the PSNI remained to '*get it right first time*' when preparing investigation files.<sup>80</sup> A subsequent follow-up report in 2012 found that progress towards this vision remained slow.<sup>81</sup> The 2015 report principally focused on four key issues, namely the quality of files from PSNI to the PPS; supervision in PSNI throughout the file preparation process; disclosure of information to defendants; and, delay in the criminal justice process.

The need for the quality preparation of case files is clear: for the PPS, a poorly presented case file is often more difficult to progress, taking longer to process and creating inefficiency in requiring further work from PSNI in clarifying where information is insufficient. Poor quality files lead to delays when deciding whether to prosecute or to adjourn cases as they proceed through the courts. This may have a significant negative

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<sup>79</sup> Section 18 and Section 20 assaults refer to assaults where a victim/s suffers grievous bodily harm or injury/ies either with or without prior intent.

<sup>80</sup> Criminal Justice Inspection (NI), *Avoidable Delay*, June 2010, <http://www.cjini.org/getattachment/c0243f51-1e73-47e8-a6fa-344d5f0063c5/Avoidable-Delay.aspx>

<sup>81</sup> Criminal Justice Inspection (NI), *Avoidable Delay: A progress report*, January 2012, <http://www.cjini.org/getattachment/0b926375-5443-44b6-b2f9-7a88e6f6725b/picture.aspx>

impact on victims, witnesses and defendants and may have a wider impact on public confidence in police and the criminal justice system. For the police, file preparation and adequate disclosure of relevant information should be considered part of routine investigatory work and not a separate responsibility or a specialist role.

PSNI have provided two detailed analysis reports on Phase 1 and Phase 2 of the Working Together project. Phase 1, which was originally envisaged to take place between February 2017 and August 2017, was extended to February 2018. The project spent a significant period in a design process and it was agreed to test the effectiveness of these and to test new ways of working through a large scale pilot in Belfast Region. One of the new ways of working was for Police Decision Makers (PDMs) to assess files before they were submitted to PPS. Their role was to assess the anticipated outcome of a case – Guilty Anticipated Plea/Not Guilty Anticipated Plea (GAP/NGAP) and the file would be built accordingly. A Structured Outline of Case (SOC) which was previously available only to prosecutors would be provided in a form that allow it to be shared with the defence and court. Early service of papers in charge cases was also identified as a means to reduce delay.

In terms of demonstrable results, PSNI provided the Board with an evaluation which stated that during the pilot:

- **Improved quality-** 86% of files submitted by Police to PPS had been to the agreed file standard. This represents a significant level of compliance with the agreed file standards, reducing the rate of Requests for Further Information/Decision Information Requests (RFI/DIR) to an average rate of 7% from a baseline figure of 14% for Belfast District.
- **Improved effectiveness-** 69% of files have been reviewed and directed by Prosecutors within 3 days of submission by police. This has allowed for the service of files within the agreed time limits and provided defence solicitors with decision documentation at least 10 days before first appearance in 84% of cases (where solicitor details are known for service). The average number of court appearances (for charge files) has also decreased by 35% since the inception of phase two on 1 February 2018.
- **Reduction in delay-** 80% of 28 day charge Police files have been submitted by Police to PPS within 12 days from charge. This is a significant increase on 2015-16

baseline figures of 51%. Prosecutor decision making is also much quicker than in non-pilot cases.

The pilot has also identified how the benefits could be extended, not just to a service wide roll out, but into other types of cases and aligned with committal reform to lead to transformative change as to how police and prosecutors work together.

Phase 2 of the pilot began on 4 February 2018 with the introduction of file build specifications that are based on an anticipated plea as identified by PDMs. Since 4 February 2018 28 day charge files that are submitted to PPS by police have been subject to early service provisions. The aim is to enable defence solicitors to obtain instructions in advance of the first court appearance, thereby making the first appearance as effective as possible. The SOC was also to be provided by police in a form that allowed it to be shared with defence and the Court. PSNI outlined that imposing agreed time limits would ensure that this stage of the pilot would be successful and the relationship between the organisations would be more effective as a result. It is the responsibility of the prosecutor allocated a file marked as GAP/NGAP, which has previously been assessed by a PDM, to make a decision in the case within 3 days of receiving the file to review. This is likely to be approximately 12 days after charge and 14-16 days before a first appearance. This was considered as sufficient time to consider the file, make a decision and task court support.

An evaluation report provided to the NIPB in September 2018 considered an analysis of 263 files from a total of 884 cases which have been subject to the early service procedure. Key findings include that:

- 37 of the 263 cases reviewed for quality assurance purposes by PPS have been identified as having an incorrect file build based on the agreed file standards. This equates to 14% of early service files. One of the common reasons was that digital imagery, whether CCTV or Body Worn Video (BWV) had not been provided. PSNI's analysis did not specify if this was human error or as a result of the incompatibility between PSNI, PPS and Northern Ireland Courts and Tribunal Service systems. Where it has not been provided, this has occasioned RFIs from the PPS, slowing down the process.

- The percentage of agreement between PSNI recommendation and PPS decisions in prosecution cases has increased significantly from 2016/17 baseline figures, for both GAP, NGAP and streamline no prosecution cases. Overall agreement for all files is 96%. This avoids unnecessary additional work for officers and PSNI in reworking these files, as well as subsequent delay.
- The PPS served 220 of the 263 early service files within the agreed time limits, resulting in defence solicitors receiving papers up to 10 days in advance of the first court appearance in 84% of cases. This will have a significant reduction in delay in the Magistrates Court, and with effective case management could result in a reduction in unnecessary court adjournments.
- Prior to phase 2 of the pilot, the average number of appearances per file was 4.80 (1 October 2017- 31 January 2018). Following the commencement of phase 2 and the introduction of anticipated plea file builds and early service of charge files, the average number of appearances has decreased significantly, with an average number of appearances now 3.10 (1 February- 31 July 2018).

This analysis of PSNI performance, together with information provided in a performance dashboard which was provided by the 2018-19 reports, presents a positive narrative of service improvement. In all objectives where there is a comparable baseline, progress is encouraging<sup>82</sup>, while PSNI have committed to capturing data as a result of the project which was not previously available in order to assist with analysis.<sup>83</sup>

However the findings of CJINI's thematic inspection of the Handling of Sexual Violence and Abuse Cases by the Criminal Justice System in Northern Ireland, published in November 2018, suggest that whatever progress is being made in Magistrates Courts cases, it is not being applied to more complex cases. This inspection did not replicate the previous in-depth work on file quality and timeliness, though it did consider whether some of the initiatives linked to the Working Together project had any positive impact. Of the files reviewed, CJINI inspectors found ongoing issues with the submission of files to PPS within

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<sup>82</sup> This includes the % of RFI returned on files reviewed by the PPS; % of agreement between PSNI recommendations and PPS decisions; % correct assessment of anticipated plea; % of cases submitted to PPS with time targets; 28 day charge submitted within 12 days; average number of court appearances per charge file.

<sup>83</sup> % of files returned from PDM to Investigating Officer (IO) with action plans; RFIs agreed by PDMs; cases where papers served on defence 10 days before court; cases where prosecutions have taken decision within 3 days.

time limits, which they found to be a particular issue in the Public Protection Branch; the %police files and prosecution files where DIRs were required; general quality of files received by the PPS; and, the quality of supervision throughout the lifetime of a case.<sup>84</sup>

As a specific example, as part of the analysis carried out of the Working Together project, PSNI carried out an analysis of 263 of 884 files submitted to PPS during Phase 2 which were subject to an early service procedure, which include consideration of SOCs and Prosecutor Information Sheet (PIF). If these forms are completed to a high standard then there is less need for RFIs or DIRs, meaning the PPS can make quicker decisions without waiting for additional material and, as the process evolves, prosecutors and defence solicitors will be more confident in relying on these information sources. PSNI analysis suggested that these forms have generally been to a high standard, resulting from the quality assurance provided by PDMs before onward transmission to the PPS. A further dip sample analysis of 40 of 170 cases subject to early service demonstrated that in just 30% of these files, the prosecutor had served the SOC. The PSNI analyst argued that their observation from a number of the files examined is that the SOC was in the correct agreed format and contained a wealth of information that would have, had it been served, been an extremely useful tool for all parties at the first appearance.

However in cases concerned with sexual violence and abuse, CJINI inspectors were advised by the PPS that these forms were often not completed appropriately, with either insufficient information provided or not completed at all. They also found that officers did not appear to understand the purpose of the forms or how it would be a more efficient use of their time. CJINI inspectors concluded that the Working Together project seemed to have '*limited impact to date*', with the impetus for the work appearing to have '*stalled with key individuals changed and less of a focus by Senior Officers on these issues*'.<sup>85</sup>

There appears to be somewhat of a disjuncture between the views of the PPS and PSNI in this regard and the NIPB's Performance Committee plan to engage with both organisations in order to gain a clearer picture. While there is undoubtedly welcome and positive progress in Magistrates Court cases through the Working Together project,

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<sup>84</sup> Criminal Justice Inspection (NI), *Without Witness: Public Protection Inspection I: A Thematic Inspection of the Handling of Sexual Violence and Abuse Cases by the Criminal Justice System in Northern Ireland*, November 2018, pp. 50-52, <http://cjini.org/getattachment/9bb62408-dcf2-4376-a13c-75d6c053cd91/report.aspx>

<sup>85</sup> Criminal Justice Inspection (NI), *Without Witness: Public Protection Inspection I: A Thematic Inspection of the Handling of Sexual Violence and Abuse Cases by the Criminal Justice System in Northern Ireland*, November 2018, p. 52, <http://cjini.org/getattachment/9bb62408-dcf2-4376-a13c-75d6c053cd91/report.aspx>

learning does not appear to have been embedded as yet in complex cases involving sexual violence and abuse.

Another key issue relates to the disclosure process. Over the past decade, successive CJINI inspections have criticised the criminal justice system's approach to disclosure, stating that it had received a lack of investment, training and attention by the police and should be afforded direct oversight, with a more consistent and clear application.<sup>86</sup> Inspectors reported in 2015 that there appears to be a '*noteworthy lack of understanding*' among many officers around their duty despite their training, and inspectors were concerned at the compartmentalised approach in delivery. As articulated in the preliminary report of the Gillen Review, '*disclosure must be seen as integral to the criminal justice process and not a tiresome add-on. This is a message I do not believe PSNI has yet fully implemented, and it needs to change*'.<sup>87</sup> The Gillen Review recommended that disclosure has to become an absolute priority in all serious sexual offence investigations in particular and therefore must be recognised as a specialism, requiring minimum standards and accreditation in the appointment process. For instance, PSNI does appoint designated disclosure officers in particularly complex cases, although these are usually the chief investigating officer rather than a discrete role. This current practice means relying on whomever the officer in charge happens to be and therefore, who may not have an expertise in such matters.

Neither evaluation on Phase 1 or Phase 2 of the Working Together project made any explicit reference to disclosure. Though serious and complex cases such as sexual violence covered by the Gillen Review are more likely to fall under the remit of the ICP, PSNI have not yet provided any substantial indication of progress in this area.

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<sup>86</sup> CJINI, *Avoidable Delay*, June 2010; CJINI, *Avoidable Delay: A progress report*, January 2012; Criminal Justice Inspection (NI), *An inspection of the quality and timeliness of police files (incorporating disclosure) submitted to the PPS for Northern Ireland*, November 2015, <http://www.cjini.org/getattachment/9faaa7ad-b1a9-4d66-bd35-79ff20848c7c/picture.aspx>

<sup>87</sup> Sir John Gillen, *The Gillen Review: Preliminary report into the law and procedures in serious sexual offences in Northern Ireland*, Part 2, November 2018, p. 256, [https://gillenreview.org/sites/gillenreview/files/media-files/Gillen%20Report%20-%20Part%202\\_0.pdf](https://gillenreview.org/sites/gillenreview/files/media-files/Gillen%20Report%20-%20Part%202_0.pdf)



**Strategic Outcome 5.1: An efficient and effective police service.****Areas of progress:**

- PSNI's understanding of demand on their service has improved since HMICFRS' last inspection in 2017 and is now classified as 'Good'. This is still a work in process and PSNI are taking further steps to refine and improve their assessment of demand.
- The Board welcomes the appointment of a Wellbeing Coordinator to the organisation and the positive work being undertaken with the Employee Engagement and Wellbeing Group (EEWWG). Though these are recent initiatives and evidence of progress is limited at this early stage, the fact that a dedicated approach has been put in place is welcome.
- The implementation of new absence monitoring triggers in February 2019 has supported a marked decrease in Annual Working Days Lost (AWDL) in both police officers and staff in the final two months of the 2018-19 reporting year. PSNI had previously advised the Board in September 2018 that they projected the AWDL for police officers would increase from 13.40 days in 2017-18 to 14.29 in 2018-19 based on analysis of monthly figures which demonstrated that the trend was higher each month than the corresponding period in 2017-18. The final figure of 12.28 however proved to be less and was assisted by the introduction of the absence triggers.

**Areas of concern:**

- In reporting on its future workforce plans in line with demand and budget, PSNI has not clearly outlined the steps taken to understand the current skills mix within the organisation, as well as how key processes such as Demand Profiling and Priority Based Resourcing have identified both the capacity and capabilities that the organisation will need in the short, medium and longer term. This is particularly important given the number of officers who will be eligible for retirement and the resultant skills and experience atrophy.
- PSNI continue to face significant difficulties when it comes to financial planning given ongoing budgetary uncertainties occasioned by the delayed confirmation of the policing budget in March of 2018 and 2019. Given the scale and complexity of the policing budget and the difficult decisions required of the Chief Constable, the current process is unsustainable and severely hampers

financial forecasting.

- Reporting with regard to PSNI's Wellbeing Strategy and Delivery Plans for 2017-18 and 2018-19 has been limited. The Board considers that supporting police officers and staff in high pressure environments is pivotal in building organisational resilience and reducing long-term sickness and overtime.
- Greater consideration needs to be given to impact on absenteeism and leaveism both on the health and wellbeing of officers and staff, but generally on the efficiency of the organisation as a whole.

***Measure 5.1.1: A comprehensive assessment and understanding of both current and future demand for services, matching resources to meet the needs of the public and protective frontline services.***

The inclusion of measure 5.1.1 in the 2017-18 Policing Plan and continuing into the 2019-20 Plan was based on the findings from HMICFRS' 2016 Efficiency inspection. This inspection assessed how the service maximises the outcomes from its available resources. They reviewed both the financial and workforce planning of the service while examining wider questions of cost, capability and productivity.

In considering how efficient PSNI is at keeping people safe and reducing crime, inspectors stated that PSNI understood most of the current demands it faced but had more work to do with partner organisations to understand hidden demands, particularly those who are vulnerable, in local communities. Inspectors also stated that PSNI could do more to manage and reduce demand, particularly through a multi-agency approach with PCSPs and partner agencies. Further they stated that a particular challenge was posed to resource unmet demand from neighbourhood engagement, prevention and local problem-solving. By improving its understanding of current and future demand PSNI should be able to better match its resources to that demand.

As a result of the findings of that inspection a demand specific measure (5.1.1) was included in the 2017-18 Policing Plan, complimented by two continuous improvement projects which were to focus on understanding demand on PSNI (Demand Profiling) and allocating resources to priority areas of business (Priority Based Resourcing). Measure 5.1.2 then considered the implementation of the Human Resource Distribution Plan

(HRDP) which would outline a future workforce that is aligned with the overall demand and budget.

In 2017-18, PSNI informed the NIPB that another exercise in assessing demand would be undertaken that used an HMICFRS framework which used seven national categories and two PSNI specific issues.<sup>88</sup> This assessment was coordinated and assessed centrally but had considerable input from PSNI analysts and service leads. PSNI stated that this is the first time the HMICFR framework has been used and, as such, the process required refinement and there were gaps where information is difficult to identify and/or extract from NICHE for analysis. The Board are very encouraged that HMICFRS now define PSNI's understanding of demand as 'Good'.<sup>89</sup>

From the volume of information outlined in the analysis, it is clear that this was a substantial exercise undertaken by PSNI. The document outlines an assessment of current and future demand as at March 2018, and in a number of areas outlines issues with data collection and makes suggestions as to how that process could be improved. Information of this sort is certainly valuable and encourages PSNI to consider ways in which gaps in their understanding of key issues can be addressed. This is particularly the case in relation to missing persons, mental health and legacy cases which shows the challenges posed by the lack of capability in NICHE to collect necessary data. However PSNI provided no information in relation to neighbourhood policing and local demand, particularly when considering:

- The demands taken into account when allocating resources to neighbourhood teams;
- How demand is distributed across neighbourhood areas;
- How they expect demand to change next year and the next 3-4 years.

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<sup>88</sup> PSNI use seven key national categories, with the addition of Northern Ireland specific issues of Legacy and Northern Ireland Related Terrorism (NIRT). These categories are: Responding to the Public; Prevention and Deterrence; Investigation (Volume; Serious; Organised Crime; Custody; Criminal Justice; Forensic Services) ; Protecting Vulnerable People (Domestic abuse; Child safeguarding; Adult safeguarding (inc CSE); Hate crime; Modern slavery & human trafficking; Missing person; Mental health; Harassment); Monitoring dangerous and repeat offenders (Registered sex offenders; Integrated offender management; Multi-agency public protection); Disrupting organised crime; Responding to major incidents ((Public order; Civil contingencies; Counter terrorism; Armed policing; Road policing); Northern Ireland Related Terrorism; Legacy. This process helps to inform tactical and strategic Tasking and Coordination Processes (TCG) which aim to assess and understand demand and identify organisational priorities.

<sup>89</sup> HMICFRS inspectors use four different graded judgements, namely 'Outstanding', 'Good', 'Requirements Improvement' and 'Inadequate'. Good is the expected graded judgement. A finding of Good is based on policy, practice or performance that meets pre-defined grading criteria that are informed by any relevant approved professional practice, standards or approved practice. If this is exceeded then consideration will be given to a graded judgement of Outstanding. If it falls below the standard expected for a grading of Good then it will achieve a grade of Requires Improvement. If there are serious or critical failings then consideration will be given to a graded judgement of Inadequate.

In some other areas PSNI did not provide any evidence against questions pertaining to changing demand over the next 3-4 years, such as in relation to domestic abuse; offences against children and child safeguarding; vulnerable adults and adult safeguarding; investigation and safeguarding relating to serious sexual offences, including child sexual abuse and exploitation; and, registered sex offenders.

Members look forward to discussing PSNI's demand analysis in more detail in 2019-20, particularly the difficulties in data abstraction and collection and how this impacts on predictive demand analysis and Internal Demand. While Members are reassured at the improvement in PSNI understanding of demand, the process in itself appears to be somewhat labour intensive, placing significant internal demand on different areas of business. Members will therefore explore the extent to which the current process is efficient as well as effective.

A key issue for the Board is what PSNI do with the analysis that has been undertaken, particularly as it relates to Human Resource distribution (see measure 5.1.2 below) and general allocation of resources across the organisation. This was formerly undertaken through the Priority Based Resourcing (PBR) process. As originally envisaged, PBR was a programme to critically analyse all PSNI branches to identify possible efficiency and effectiveness improvements in order to reprioritise existing resources to areas of higher threat, risk, harm and vulnerability.

Initially 78 proposals for change were identified through the PBR process via PBR panels, the Service Executive Board and the Senior Leader Engagement Forum (SLEF). Of the total number of proposals, 51 were identified with the potential of positive delivery within 12 months from commencement, and have undergone further evaluation in terms of complexity and feasibility. With the establishment of the PBR Programme Board<sup>90</sup> in July 2017 to drive the HR Distribution Plan, PSNI further reprioritised the proposals to fourteen key projects, namely:

- 1) Amalgamation of District Crime Support Teams and Reactive and Organised Crime Branch.
- 2) Rationalisation of Close Protection provision.

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<sup>90</sup> The PBR Programme Board meets on a monthly basis to review progress against each proposal and to further assess and address resources needs across the organisation, considering requests for resources against threat, risk, harm and vulnerability to remove resources from areas of low priority to high priority. The PBR Board has been subsumed within the Service Change Board. See pp. 26-27 below.

- 3) Restructure of Custody shift patterns.
- 4) Rationalisation of Tactical Support Groups with District Support teams.
- 5) Review of Armed Response Unit tactics.
- 6) A review of the Forensic Science NI and Fingerprint processing process.
- 7) An amalgamation of corporate Coordination and Tasking Centres.
- 8) Restructure of Major Investigation Teams.
- 9) Restructure of C3 Intelligence Hubs.
- 10) Amalgamation of corporate secretariat functions.
- 11) Civilianisation programme for C4 surveillance roles.
- 12) Civilianisation programme for Police College trainers.
- 13) Restructure of Community Planning posts including civilianisation.
- 14) Restructure of the corporate Operations Planning model.

Given this change in approach, the key milestones originally envisaged for the PBR process of implementation by May 2018 and a post evaluation review by June 2018 was not achieved.

At the time of the last 2018-19 update to the NIPB in January 2019, from the 14 projects identified above, a number have been completed with initial indicative review findings expected to be provided to the Board with the first report against this Continuous Improvement Project in 2019-20.<sup>91</sup> Two PBR programmes are on going as processes are put in place to transition some police officer posts to support staff positions.<sup>92</sup> A number of projects were also subsumed within the District Policing Command Review and would not be finalised until the outcome of the public consultation on Local Policing had been finalised.<sup>93</sup>

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<sup>91</sup> (1) Amalgamation of District Crime Support Teams and Reactive and Organised Crime Branch; (3) Restructure of Custody shift patterns; (8) Restructure of Major Investigation Teams (MIT); (9) Restructure of C3 Intelligence Hubs. With the Review of Armed Response Unit tactics (5), the existing tactics were reviewed in terms of risk and current national procedures and have been assessed that changes are not currently permissible. However, other changes have brought efficiency benefits to ARU in terms of location and shift changes. The review of the Forensic Science NI and Fingerprint processing process(6), has been re-assessed due to significant expert staff losses within the forensic services portfolio and has been deemed not feasible at the present time. In relation to *Amalgamation of corporate secretariat functions* (10), this would be impacted by the review of the District Policing Command structure following the ongoing review. The PBR Board decided in November 2018 not to progress with this project at this time.

<sup>92</sup> (11) Civilianisation programme for C4 surveillance roles, and (12) Civilianisation programme for Police College trainers

<sup>93</sup> This included projects (4) Rationalisation of Tactical Support Groups; (7) An amalgamation of corporate Coordination and Tasking Centres; (13) Restructure of Community Planning posts including civilianisation; and (14) Restructure of the corporate Operations Planning model.

The PBR project is not being taken forward in 2019-20. The Temporary Deputy Chief Constable has commissioned Corporate Governance Branch and Command Secretariat to undertake a restructuring of PSNI's governance structures, with the key driver the delivery of PSNI's Corporate Plan. PSNI aimed to reduce bureaucracy, improve decision making through a clearer governance structure and, as a result merged Performance and Assurance Service Executive Team (PASET), ServiceFirst Board (SFB) and Priority Based Resourcing (PBR) into a Service Performance Board (SPB) and a Service Change Board (SCB). The Service Change Board's primary purpose is to support organisational change required to deliver the Corporate Plan and the Policing Plan. The SCB, which will meet bi-monthly, will be responsible for monitoring progress of all strategic transformation activity, including continuous improvement, and associated risk and resource management. In taking decisions on prioritisation of resources and project, the SCB will be informed by a range of factors such as financial implication and budget provision, Human Resources implications, equality implications, risk management, policy implications, and links to Corporate Plan and Policing Plan. Should a proposal be approved then the resourcing requirements will be further assessed and progressed by a Resource Delivery Group (RDG) which is co-chaired by Head of Human Resources and ACC of Legacy and Legal Department and managed within the affordability of the HR Distribution Plan. The NIPB's Resources Committee will meet with PSNI in April 2019 to discuss this change in approach and the emphasise the importance of a full evaluation of the PBR process for purposes of organisational learning and good project governance.

**Measure 5.1.2: A sustainable plan for its future workforce that is aligned with its overall demand and budget. The plan should include future resource allocations and the mix of skills required by the workforce.**

In PSNI reports to the Board, PSNI has stated that Human Resources, with input from PSNI Finance department, prepare scenario plans on a regular basis to determine affordable staffing levels and optimum staffing mix which assists with staff recruitment and promotion plans. Previous reports outlined that the PBR Programme Board was the key driver of effective staffing mix in the organisation, with resource allocation, both human and financial, based on reprioritisation from areas of low priority to higher and emerging priority areas.

However, in reporting to the Board, PSNI has failed to adequately outline the steps it has taken to understand the current skills mix within the organisation, as well as how the Demand Profiling and PBR processes have informed how type of skills and posts PSNI will need in the short, medium and longer term, and how training strategies will aim to meet any perceived skills gaps. The data provided to the Board through the Policing Plan shows the breakdown of staff across departments, but without additional commentary of the overall demand on PSNI it is not possible to ascertain if this mix of staff is the most appropriate. This lack of sufficient information was particularly problematic when attempting to understand a key issue outlined in the 2016 Efficiency inspection which outlined that over a period of three years from December 2015, 1,438 officers would become eligible for retirement; around 20% of the workforce. PSNI's Resource Plan for 2017-18 addresses the high levels of retirement that were expected over the next two years, but did not explain what work was being undertaken to understand the potential skills atrophy and how they are going to maintain the capacity and capability of the workforce.

To the disappointment of Members, though this evidence has not been provided to the Board, HMICFRS inspectors have seen evidence of progress in these areas. On a national level, the HMICFRS national overview on police efficiency in 2017 stated that one of the two areas where there is a need for urgent and sustained action by police forces is in regards to workforce skills. Inspectors found that most English and Welsh forces did not yet recognise the important connection between understanding demand and building their workforce capability. Most forces were taking steps to improve their understanding of the current and future demand, but the workforce planning required greater analysis to explicitly link demand and the skills and capability needed to manage it. HMICFRS stated that Chief Constables would have to work more closely with the College of Policing to produce an ongoing assessment of the likely skills and capabilities they will need to recruit, retain and develop in the medium to long term and, just as importantly, show how they plan to do so. Inspectors further stated that these plans should take into account the changing nature of demand and likely shifts in public expectations.<sup>94</sup>

HMICFRS' 2017 Efficiency inspection of PSNI outlined that the organisation had developed its understanding of the skills and capabilities of the workforce, particularly

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<sup>94</sup> HMICFRS, *PEEL: Police efficiency 2017. A national overview*, November 2018, p. <https://www.justiceinspectorates.gov.uk/hmicfrs/wp-content/uploads/peel-police-efficiency-2017.pdf>

through the development of a series of role profiles for police officers and staff which identify skills and training necessary for each role. The role profiles are based on the College of Policing's Policing Professional Framework (PPF) and also incorporate the national occupational standards set by the College, as well as identifying the behaviours necessary to successfully implement the service's ambition of Policing with the Community. The inspection also highlighted the fact that all officers and staff are required to complete an annual individual performance assessment process (PDR), which is used to assess how well individuals match the requirements of their role. Members continue to have a number of questions about this process which will be explored in 2019-20, particularly how PSNI proactively identify individuals who may possess the skills and temperament to advance into other roles, particularly investigative roles, as well as how meaningful the PDR process is in improved individual performance.

**Measure 5.1.3: Development of clear and realistic plans for achieving the likely savings required beyond 2018-19.**

Each year PSNI's Finance Department prepares a Medium Term Resource Plan (MTRP) as a result of the Integrated Planning (IP) process which is based on a rolling 3 year period to consider the medium term financial position and impacts on service delivery. The MTRP is based on key planning assumptions based on consultations with DoJ on likely budget settlement scenarios. On 8 March 2018, the Secretary of State laid a Written ministerial Statement on Northern Ireland Finances. Subsequently, the DoJ issued budget allocations to PSNI for 2018-19. For PSNI, the budget allocation results in a 1.5% (£9.8m) reduction on the 2017-18 opening budget and before any contribution to Legacy costs. PSNI Service Executive Board had previously considered initial allocation of resources against an illustrative budget; therefore this was used as the basis to allocate the final budget against strategic priorities. The final budget allocation with associated impacts is contained in the Resource Plan issued to the NIPB at the end of March 2018.

This measure reflects the significant difficulties facing the police when attempting to forward plan and invest in innovation and efficiencies when there is a lack of clarity around their budgets. Unlike police in England and Wales, PSNI is unable to raise funds through a local precept, borrow funds, maintain strategic reserves or carry forward underspends. While all police services across the UK face significant budgetary pressures, it is particularly difficult for PSNI given that the budget settlements for 2018-19 and 2019-20



were not confirmed until March of each year. This makes even short-term planning much more difficult. At its meeting on 28 February 2019, the NIPB's Resources Committee highlighted its disappointment at the lack of direction and clarity regarding budget settlements at this stage in the financial year. The Board expressed the view that given the sheer, size, scale and complexity of the policing budget the lack of confirmation of a budget settlement for the year ahead hampers the PSNI's ability to effectively conduct its forward financial forecasting."

***Measure 5.1.4: Implement a Wellbeing Strategy that focuses on the wellbeing and personal resilience of officers and staff. This will include raising awareness internally, following best practice and focusing on innovative and effective initiatives to support staff.***

One of the three pillars of HMICFRS's PEEL inspection process in Great Britain is based on Legitimacy which is largely focused on judging whether police officers and staff treat members of the public with fairness and respect and make recommendations to improve practice where required. The way in which the welfare of police officers and staff is looked after is also of key consideration. HMICFRS argue that a workforce that feels it is treated fairly and with respect by its employers is more likely to treat the public in the same way. Unfairness within police organisations tends to breed a culture on attitudes towards the public, ultimately discouraging people from seeing the police as a career.

One of the issues on which HMICFRS inspectors aim to provide an independent assessment is how well the police support the wellbeing of its workforce. However the Efficiency pillar does provide some relevant information with regard to how its future workforce is aligned with its overall demand and budget, and its understanding of future resource allocations and the mix of skills required to be more effective and efficient.

The 2016 HMICFRS Efficiency inspection considered the sustainability and affordability of the PSNI workforce model, concluding that it required improvement. In particular inspectors noted that:

- The service's workforce model is not sustainable, it relies too much on overtime and long-term sickness is high;
- On the whole, the PSNI's current operating model matches resources to demand, using a tiered approach to assess demand and deploy resources flexibly. In the

medium and longer term, the workforce's resilience is less robust, with 20% of police officers eligible to retire in the next three years;

- Short term sickness levels amongst officers and staff are similar to forces in England and Wales. However, the number of days lost to long-term sickness is substantially higher. The service identifies this as one of its key corporate risks;
- It is important that the service continues to properly use recuperative duties to support officers' return to operational duties without undermining morale among police staff;
- Improved sickness management is important for morale, the wellbeing of officers and staff and should result in increased attendance. However a substantial improvement in sickness relies on a reduction in excessive working time and increasing the resilience of officers and staff;
- The service has recognised concerns among its workforce, following a survey carried out in 2015 by the PFNI which highlighted flexible working, rest days, performance reviews, changes to pensions and injury on duty as areas of particular concern. In response PSNI worked with Durham University to carry out an employee engagement survey, used by several forces in England and Wales, to improve staff and officer engagement, and address and better understand the concerns of the police officers and police staff.

These findings demonstrate the importance of an embedded welfare strategy within PSNI to support officers and staff who find themselves under increasing pressure to deliver services to the public who have high expectations about the service they should receive, but with fewer resources to meet them.

The current PSNI Wellbeing Strategy aims to:

- Create a safe and healthy working environment;
- Improve physical and emotional wellbeing;
- Encourage and support staff to develop and maintain a healthy lifestyle;
- Support people with manageable health problems or disabilities to maintain access to or regain work; and
- Improve staff satisfaction, recruitment and retention.

Progress against the Wellbeing Strategy is outlined in a bespoke Delivery Plan which was intended to be revised on an annual basis to *'ensure on-going accountability, innovation*

*and impact*'. Previous reports from PSNI provided greater detail with regard to its Wellbeing Strategy and associated Delivery Plans for 2016-17 and 2017-18. However in 2018-19, officials found that while the Wellbeing Strategy remains in place, the associated delivery plan was out of date, with no updated plan for 2018-19. Furthermore the previous Delivery Plan has provided little detail as to specific progress against each of the fifteen strategic areas outlined, with the timeframes of each strategic area lacking clarity.

Upon clarification PSNI stated that this area of work was being taken forward by a newly appointed Wellbeing Coordinator. The Wellbeing Coordinator has met with the National Wellbeing lead and Oscar Kilo (OK) which has been established to be the key resource for wellbeing issues for police in the UK, and a means of hosting the Blue Light Wellbeing Framework developed by the College of Policing in consultation with the NPCC and Public Health England. PSNI has now adopted this framework in order to address wellbeing issues in the organisation. The Employee Engagement and Wellbeing Group (EEWWG)<sup>95</sup> has also introduced an Action Plan with 15 projects to be delivered within the next 18 months, overseen by the Wellbeing Coordinator. Both these initiatives have only recently been put in place and updates should be provided to the Committee through future updates on the People Strategy. PSNI will provide the NIPB's Resources Committee with a detailed briefing in 2019-20 once the processes are more fully embedded and more progress has been made.

PSNI is required to provide the NIPB with quantitative data in relation to the PSNI internal wellbeing survey data, as well as data on sickness and restricted duties (which are provided under measure 5.1.5). This survey was completed in June 2017, with the initial results presented to the Service Executive Team, PSNI's Senior Leadership and Staff Associations in November 2017. The Chief Constable previously provided some initial high level findings to the Board in December 2017. However PSNI has stated that they are

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<sup>95</sup> The EEWWG was established to drive forward initiatives resulting from the findings from staff surveys and develop a coherent organisational approach towards achieving higher levels of Employee Engagement and Wellbeing. The Board had previously been provided with the Terms of Reference for the Group which outlined the following key Strategic Objectives:

- To identify and address staff concerns and ideas through regular engagement with individuals, teams and Staff Associations/Trade Unions;
- To show by actions, at all levels and within all roles, a commitment to enhance and encourage staff wellbeing and keep them safe;
- To ensure all activity and actions reflect the principles of Employee Engagement and Wellbeing;
- To further Employee Engagement within PSNI through the development of the four enablers of engagement – Strategic Narrative, Engaging Managers, Employee Voice & Integrity;
- To enhance service confidence and trust in the preparation and delivery of HR policies and procedures ensuring reasonableness and fairness

unable to provide the Board with a copy of the survey as it is technically 'owned' by Durham University. PSNI Human Resources Department has offered to provide a briefing alongside Durham University to the Board's Resources Committee in 2019-20.

There are two key points of learning from HMICFRS' 2018 Effectiveness and Efficiency inspection report. Inspectors found that officers working in many specialist departments in PSNI, including the rape and child abuse units, are carrying unsustainably high workloads. Inspectors found that in the rape crime unit, officers were managing over 20 active investigations, while in the child abuse investigation team the average workload was over 30. Inspectors also summarised that, despite PSNI's narrative with regard to the effectiveness of the PBR process and the internal reallocation of resources to areas of growing demand, the 'positive impact has yet to materialise'. The second issue highlighted an improved well-being provision across the service when compared to the previous 12 months. However inspectors noted that proactive, preventative occupational health screening is provided for individuals working in high stress roles in the intelligence branch, but not in the PPB. This is an issue which the NIPB's Resources and Performance committees will discuss with PSNI in 2019-20.

***Measure 5.1.5: Evidence an increase in the number in the number of officers and staff available for full duties by implementing a strategy to reduce sickness and restricted duties.***

This measure requires PSNI to provide a range of quantitative evidence with regard to absence within the organisation. In terms of benchmarking with PSNI's Most Similar Forces in England and Wales, the way in which statistical information is recorded and categorised does not lend itself to easy comparison. It does however provide a wider context of absence even where direct comparison cannot be made.

As at 31 March 2018<sup>96</sup> there were 4,948 full-time equivalent officers on long-term absence in the 43 police forces in England and Wales<sup>97</sup>. This accounted for 4% of all officers. Of those officers on long-term absence, 2,362 (48%) were on sick leave 1,308, (26%) were on maternity/paternity leave, and 1,138 (23%) were on career breaks. The remaining 3% were either suspended, or on 'other leave', which includes study leave, compassionate

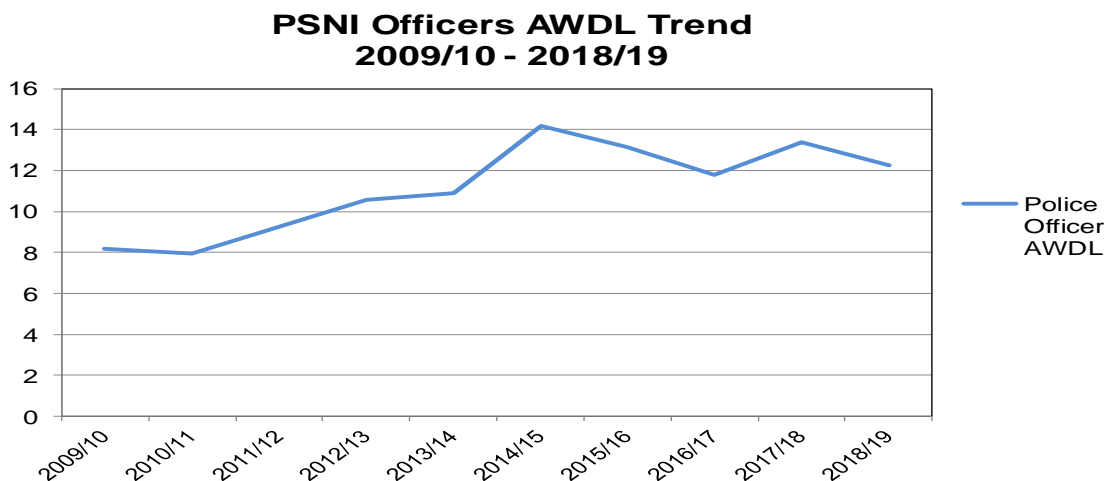
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<sup>96</sup> The 2018/19 statistics will not be published until July 2019.

<sup>97</sup> Long-term sickness includes any recognised medical condition, physical or psychological, as reported by the officer or a medical practitioner, which has lasted for more than 28 calendar days.

leave and special leave. Sickness levels across ranks varied, with officers at higher ranks generally having lower levels of sickness; 2.0% of constables were on long-term sick leave, compared with 1.2% of officers of Chief Inspector rank or above. There was also variation between genders, with 2.5% of female officers were on long-term sick leave, compared with 1.7% of male officers as at 31 March 2018.<sup>98</sup>

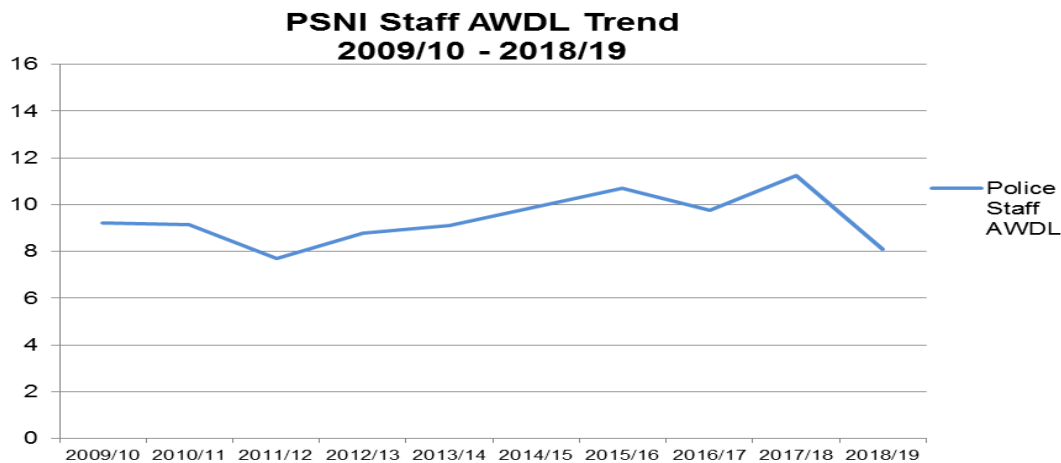
In reporting to the NIPB, PSNI refer to Average Working Days Lost (AWDL). While the Board did not set a target for PSNI sickness levels, PSNI set an internal target in 2018-19 to reduce the level of police sickness by 5% on the 2016-17 figure (11.79) to 11.20 AWDL. The AWDL for police officers had decreased from a high of 27.65 days per officer in 2001/02 to a low of 7.93 days in 2010-11. It increased to 14.18 days in 2014/15, reduced to 11.79 days in 2016-17, then increased again to 13.40 days in 2017-18. PSNI advised the Board in September 2018 that they projected the AWDL for police officers would increase to 14.29 for 2018-19 based on analysis of monthly figures which demonstrated that the trend was higher each month than the corresponding period in 2017-18. The final figure however proved to be less and, at 12.28 was a decrease on 2017-18.



PSNI has also set a target to maintain police staff sickness at the 2016-17 level of 9.75 AWDL. The AWDL for police staff had come down from a high of 15.40 days per person in 2001-02 to a low of 7.71 days in 2011-12. However except for 2016-17 there has been an increase of AWDL every year since 2011-12, suggesting that this increase is part of a

<sup>98</sup> Home Office Statistical Bulletin 11/18, Police Workforce, England and Wales, 31 March 2018, pp. 28-29, [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/726401/hosb1118-police-workforce.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/726401/hosb1118-police-workforce.pdf)

longer-term trend. The AWDL figure for 2017-18 was 11.24 days - an increase of 15.28% on the 2016/17 figure. This was the highest figure in the last 10 year period. 2018-19 witnessed a significant decrease to 8.11 which is the lowest figure since 2011-12.



The NIPB welcomes progress in this area. PSNI has suggested that the introduction of new absence monitoring triggers in February 2019, with all officers and staff advised of the changes in January, has had a significant contribution to a fall in AWDL during this period.

One of the key proposed changes in reducing sickness levels relates to a revised attendance management triggers rather than traditional reliance on the Bradford Factor score. This is due to an ongoing issue managing long-term sickness absence (more than 29 days). The Bradford Factor is determined by means of the formula  $S \times S \times D$ , with S standing for the number of spells of absence and D the total number of days. The emphasis with this model is on short, frequent absences where disruption caused by this type of absence is greater than that caused by occasional long-term absences. Taking an example of a ten day absence, the Bradford Factor is considerably different depending on how this was taken: 10 individual days = 1,000 ( $10 \times 10 \times 10$ ); 5 absences of 2 days = 250 ( $5 \times 5 \times 10$ ); and 1 absence of 10 days = 10 ( $1 \times 1 \times 10$ ).

The PSNI trigger using the Bradford score was formerly 90, meaning there was the potential that an individual could be off for as long as 89 days in one occurrence before a breach occurs. Independent reviews of the use of the Bradford Factor have highlighted its unpopularity with officers and the PFNI, stating that its concentration on short-term absence distracts from longer-term absence patterns which, in terms of cost to an organisation, is the biggest drain on resources. Evidence elsewhere affirms PSNI's

analysis that individuals would stay off work for longer periods of time than necessary as a result of the implementation of triggers associated with the Bradford Factor, knowing that the focus was on frequent short-term absence.<sup>99</sup>

A number of other options have been discussed to reduce sickness levels, including that Attendance Management Criteria is introduced to eligibility criteria for selection and promotion competitions. Another means of tackling long-term sick pay is the suggestion to change the criteria under which the Chief Constable may decide to exercise discretion to extend pay beyond the usual trigger points. The proposals would reduce the number of pay extensions made on the basis that Ill Health Retirement (IHR) has been progressed by Occupational Health and Welfare (OHW). Currently the Chief Constable can exercise discretion to extend pay where OHW has made a referral to the NIPB's Selected Medical Practitioner (SMP) that IHR should be considered. PSNI has found that on a number of occasions OHW have stated that officers are presenting to them actively requesting to be considered for IHR, and therefore satisfying extension of pay criteria. PSNI believe that the proposed changes will have both an individual and collective impact of reducing both the number and duration of absences.

In August 2018, the Managing Sickness and Duty Adjustments project commenced, tasked with reviewing and improving policy and procedure in these areas. A questionnaire was issued across the organisation to Branch and Department Heads requiring quantitative and qualitative data with regard to sickness and duty adjustments, the processes in place, and the impact on business areas. A number of focus groups were also held with a number of first line supervisors to understand the reasons why they may be reluctant to manage certain types or durations of sickness and duty adjustments, and why there are low numbers of Written Improvement Notices issued despite increasing levels of sickness.

PSNI found from evidence gathering that first line managers displayed a reluctance to issue Written Improvement Notices in instances of long-term sickness absence, or where it is complex in nature such as psychological or chronic conditions. The production of GP certification and OHW referral support is also seen by some managers as factors that

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<sup>99</sup> *Managing sickness absence in the police service: A review of current practices. Prepared by the Institute for Employment Studies for the Health and Safety Executive and the Home Office, 2007,* <http://www.hse.gov.uk/research/rrpdf/rr582.pdf>

dissuade them from more robust intervention. This echoes some of the findings by HMICFRS through the Legitimacy inspection in England and Wales. This has emphasised the need to provide additional support and guidance for line managers to ensure that appropriate action is taken to manage sickness absence. Some short-term solutions have been put in place, such as Attendance Management Group representatives being copied into to Attendance Breaches to provide proactive support mechanisms. Longer term, further consideration will be given to re-evaluating management and support roles under the Police (Performance and Attendance Regulations (NI) 2016, ensuring absence is more effectively managed while safeguarding that appropriate support is provided. Little further information has been provided on this point and Resources Committee will explore this issue in more detail with PSNI to ensure that legislative provisions are correctly interpreted to limit any legal recourse by those affected.

The NIPB is aware of the impact that presenteeism and leavism may have on the health and wellbeing of PSNI officers and staff. Both these issues were highlight by the PFNI in its September 2018 Workforce Survey. Presenteeism, attending work while ill, is associated with longer-term health decline, negative morale, withdrawal from work and elevated levels of absenteeism. 83% of respondents reported one or more episodes of presenteeism associated with their physical health within the previous 12-month period, including 18% who reported more than 5 occurrences. 69% of respondents reported at least one occurrence of presenteeism which stemmed from their mental health and wellbeing during the previous 12 months. However, the percentage of respondents who reported this taking place on more than 5 occasions was higher, at 27%.

Leaveism in contrast is a more recently coined term which refers to hidden sickness absence and work undertaken during rest periods, such as using annual leave or flexi hours to take time off when unwell; taking work home that cannot be completed in normal hours; and working on leave to catch up with work demands. A majority of respondents (59%) have used annual leave or rest days to take time off due to the state of their physical health, and just over two fifths (48%) have used annual leave or rest days to take time off due to psychological health. In addition, half (56%) of the respondents reported



that they have taken work home that cannot be completed in normal working hours and two fifths (48%) have worked while on annual leave in order to catch up with work.<sup>100</sup>

While the drive in the amended policies and procedures outlined by PSNI is undoubtedly to reduce absence and encourage officers and staff back to work as quickly as possible, this should not be at the expense of their longer-term health and wellbeing. A culture which either implicitly or explicitly requires employees to attend work even when genuinely ill because of fear of the consequences is likely to lead to more negative outcomes in terms of mental and physical health, morale and, ironically given the intention of managerial interventions, absenteeism. This is difficult to measure beyond workforce surveys carried out either internally by PSNI or the PFNI. A reasonable suggestion, should relevant questions not be in place already, is that these questions should be included in future surveys carried out by PSNI.

On 1 May 2015, reforms came into effect in England and Wales which meant forces were required to re-categorise officers were not fully deployable. This saw the replacement of the previous categories which were used in different ways by different forces, leading to an inconsistent approach to managing and recording. 'Limited duties' as a category became a more precise term, with three sub-categories of 'adjusted', 'recuperative' and 'management restricted' duties'.<sup>101</sup> The precise definition of the sub-categories is as follows:

- Adjusted duty – duties falling short of full deployment, in respect of which workplace adjustments have been made to overcome barriers to working. For an officer to be placed on adjusted duties, he/she must be attending work on a regular basis and be working for the full number of hours for which he/she is paid (in either a full time or part time substantive role).
- Recuperative duty – duties falling short of full deployment, undertaken by a police officer following an injury, accident, illness or medical incident, during which the officer adapts to and prepares for a return to full duties and the full hours for which they are paid, and is assessed to determine whether he or she is capable of making such a return.

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<sup>100</sup> Police Federation for Northern Ireland Police, Remuneration Review Body Submission, February 2019, pp. 66-69, <https://www.policefed-ni.org.uk/media/1336/2019-20-pfni-prrb-submission.pdf>

<sup>101</sup> Data on management restricted duties are not collected by the Home Office

- Management restricted duty – duties falling short of full deployment to which an officer is allocated in circumstances in which verifiable confidential or source sensitive information or intelligence has come to the notice of the force that questions the suitability of an officer to continue in his or her current post, and/or serious concerns are raised which require management actions, both for the protection of individuals and the organisation. In either case also that criminal or misconduct proceedings are not warranted, and the Chief Constable has lost confidence in the officer continuing in their current role.

PSNI do not currently use these categories of restricted duties, meaning it is more difficult to understand how they compare to other police services in Great Britain. The NIPB's Resources Committee will explore the practicalities of introducing this categorisation with PSNI.



**Amanda Stewart**  
**Chief Executive**  
02 July 2019

## 3. ACCOUNTABILITY REPORT

### Introduction

The Accountability section of the Annual Report outlines how the NIPB meets its key accountability requirements to the Assembly and ensures best practice with corporate governance norms and codes. The three sub-sections within the Accountability Report are outlined below.

- Corporate Governance Report;
- Remuneration and Staff Report; and
- Assembly Accountability and Audit Report.

### Corporate Governance Report

The purpose of this section is to explain the composition and organisation of the NIPB's governance structures and how they support the achievement of its objectives.

### The Directors' Report

#### Senior Management Team

The NIPB Senior Management Team (SMT) which served during the year was as follows:

Ms A Stewart	-	Chief Executive
Mr T Logan	-	Director of Resources
Mr A McNamee	-	Director of Partnership
Ms J Passmore	-	Director of Performance
Ms A McGuckin	-	Director of Police Administration

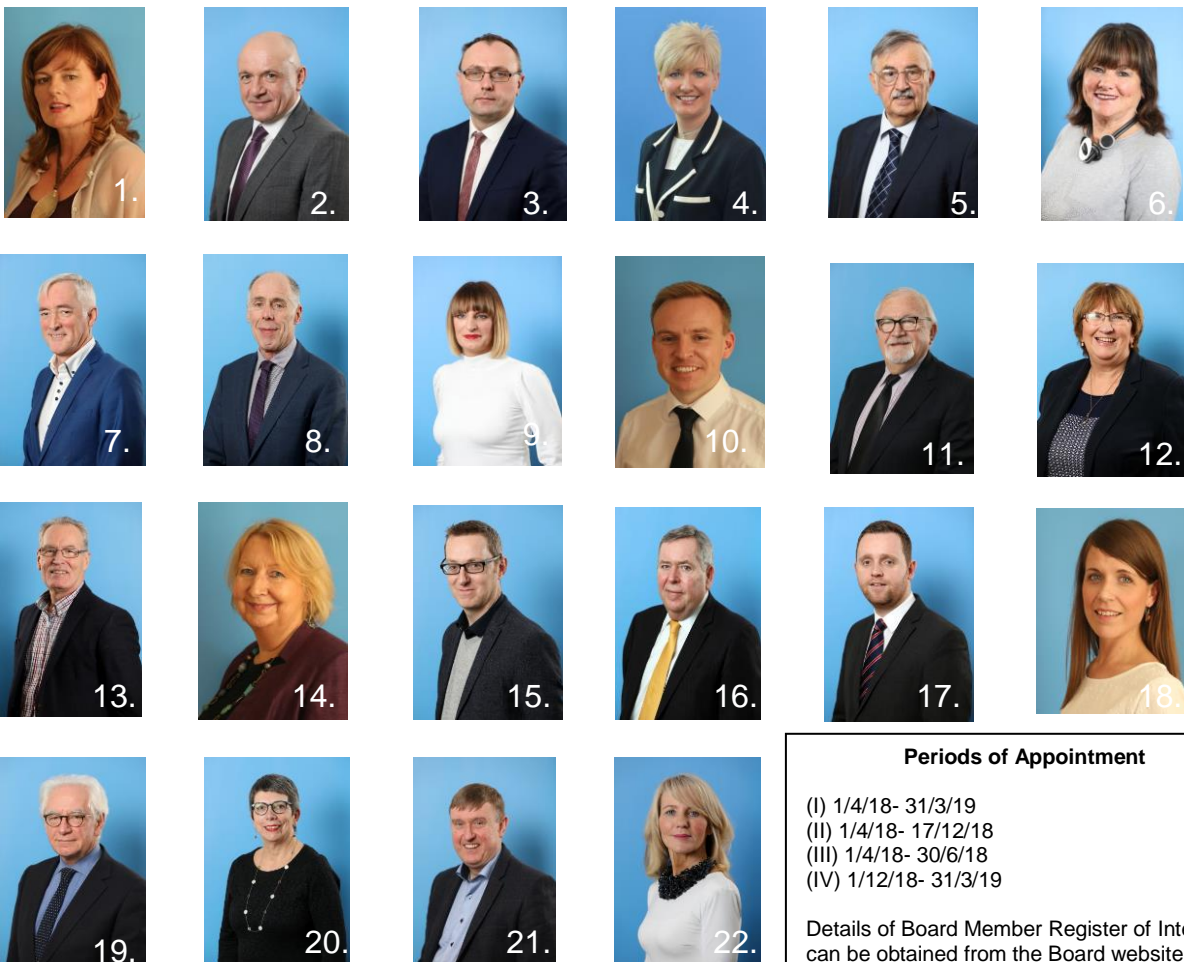
The Chief Executive is responsible for the day to day operation and performance of NIPB with the support of the Directors. They meet regularly to address standing agenda items such as financial, resourcing, operational management, health and safety and business development issues and other emerging issues to ensure the smooth running of the organisation.

#### Details of significant interests held by Senior Management

Members of the Senior Management Team do not hold any other directorships or any other significant interests which may conflict with their management responsibilities

## Policing Board Membership

The Police (NI) Act 2000 sets out the requirements for membership of the NIPB during devolved government, with the Board comprising of 10 elected NI Assembly members and nine independent members. Following the Assembly elections on 2 March 2017, political members were not nominated and the NIPB was not legally constituted. Independent members remained in position and the NIPB was formally reconstituted by the Secretary of State on 1 December 2018 through the NI (Executive Formation and Exercise of Functions) Act 2018. From 1 April 2018 – 31 March 2019 Board membership comprised:



### Periods of Appointment

- (I) 1/4/18- 31/3/19
- (II) 1/4/18- 17/12/18
- (III) 1/4/18- 30/6/18
- (IV) 1/12/18- 31/3/19

Details of Board Member Register of Interests can be obtained from the Board website or on written request to the Board.

1. Deirdre Blakely, (III) Independent member
2. John Blair MLA, (IV) Political member Alliance
3. Keith Buchanan MLA, (IV) Political member DUP
4. Joanne Bunting MLA, (IV) Political member DUP
5. Alan Chambers MLA, (IV) Political member UUP
6. Anne Connolly (Chair), (I) Independent member
7. Doug Garrett, (IV) Independent member
8. Brice Dickson, (I) Independent member
9. Linda Dillon MLA, (IV) Political member SF
10. Ryan Feeney, (II) Independent member
11. Tom Frawley, (IV) Independent member

12. Dolores Kelly MLA, (IV) Political member SDLP
13. Gerry Kelly MLA, (IV) Political member SF
14. Roisin McGlone, (III) Independent member
15. Philip McGuigan MLA, (IV) Political member SF
16. Colm McKenna, (IV) Independent member
17. Gary Middleton MLA, (IV) Political member DUP
18. Catherine Pollock, (III) Independent member
19. Paul Nolan, (I) Independent member
20. Wendy Osborne, (I) Independent member
21. Mervyn Storey MLA, (IV) Political member DUP
22. Deborah Watters, (Vice Chair), (I) Independent member

## **Corporate Governance**

Corporate Governance within the NIPB operates through a formal structure of four key Governance Committees:

- Audit and Risk Assurance Committee (ARAC).
- Resources Committee.
- Performance Committee.
- Partnership Committee.

The role of the ARAC is to advise the Board and Chief Executive on the adequacy of internal control arrangements including risk management, information assurance and governance. This committee consists of six Members of the Board and one specialist accountant advisor, with Internal and External Audit and the DoJ in regular attendance.

The role of the Resources Committee is to support the Board in its responsibilities for all issues related to Finance, Human Resources (including Pensions and Injury on Duty Awards), Land and Property, Information Technology and Equality in the PSNI.

The role of the Performance Committee is to support the Board in its responsibilities for issues related to PSNI operational performance to include performance against the Policing Plan measures specific to the committee, Human Rights compliance and the Professional Standards of Police Officers. The Committee also oversees the exercise of the functions of the NCA in Northern Ireland.

The role of the Partnership Committee is to support the Board to fulfil its responsibilities for partnership working, including: Policing and Community Safety Partnerships (PCSPs); oversight of the PSNI Policing with the Community, strategic engagement and community consultation.

## **Non-current Assets**

Movements in property, plant and equipment are disclosed in Note 6 to the Financial Statements and movements in intangible assets are disclosed in Note 7. The Board does not believe there is any material difference between the market and net book value of its assets.

### **Interest Rate and Currency Risk**

The NIPB has no borrowings, relies on the DoJ for its cash requirements and is therefore not exposed to liquidity risks. It also has no material deposits, and all material assets and liabilities are denominated in sterling, therefore it is not exposed to interest rate risk or currency risk.

### **Future Developments**

In the absence of a fully constituted NIPB the 2017-18 Policing Plan, which was agreed by the last full Board in February 2017, was rolled forward to 2018-19. This decision was taken in consultation with the Chief Constable, the DoJ and the Northern Ireland Audit Office. As the 2018-19 year falls within the span of the Board's Strategic Outcomes for Policing 2016-20 the approved strategic context was already in place.

The Policing Plan 2018-19 reflects the Board's nine Strategic Outcomes for Policing under the general themes of:

- Communication and Engagement;
- Protection of People and Communities;
- Reduction in Offending;
- More efficient and effective delivery of Justice; and
- More efficient and effective Policing.

The 2018-19 Plan was the third year of working towards achieving the Strategic Outcomes and the Board analysed performance information from PSNI against a performance monitoring framework in order to assess service delivery against these Strategic Outcomes.

An assessment of PSNI performance against the measures in the 2017-18 policing plan was considered by the reconstituted Board in January 2019 and was subsequently published on the NIPB's website.

### **Charitable Donations**

No charitable donations were made in the year. (2017-18: £Nil)

## **Health and Safety**

The NIPB is committed to providing for staff an environment that is as far as possible, safe and free from risk to health. In accordance with this commitment, the Board has complied with the relevant legislation.

## **Payments to Suppliers**

The NIPB's policy is to pay bills from suppliers within ten working days following receipt of a properly rendered invoice or in accordance with contractual conditions, whichever is the earlier. During this year the Board achieved a prompt payment performance of 99.81% (2017-18: 100%) of all properly rendered invoices within ten days.

## **Pensions**

Past and present employees are covered by the provisions of the Principal Civil Service Pension Scheme (NI) (PCSPS)(NI). Detailed information on Pensions can be found in the Remuneration and Staff Report and in the Notes to the Financial Statements.

## **Audit**

Financial statements for 2018-19 are audited by the Comptroller and Auditor General for Northern Ireland (C&AG), who heads the Northern Ireland Audit Office (NIAO), is appointed by statute and reports to the NI Assembly. His certificate is produced at pages 207 – 210.

The audit fee for the work performed by the staff of the C&AG during the reporting period, and which relates solely to the audit of these Financial Statements, was £16,500 (2017-18: £15,000). The C&AG carried out an annual review of the Board's obligations under Part V of the Police (NI) Act 2000 to provide an independent assessment of the NIPB's approach to Best Value/Continuous Improvement and made conclusions which resulted in an unqualified audit opinion for the year 2018-19. Further information on this, and prior year Internal Audit Reports where limited assurance was given, is detailed in the annual Governance Statement on pages 177 - 191.

## **Information Assurance**

The Senior Information Risk Owner (SIRO) is the Chief Executive who has responsibility for Information Assurance (IA) governance and risk ownership in the organisation on

behalf of the NIPB. Information Asset Owners (IAO) are responsible for the management of the information assurance risks in their respective business areas.

The Chief Executive sits on the DoJ Information Risk Owners Council (IROC). The membership is made up of lead senior representative Information Asset Owners at Senior Civil Service level drawn from across the business areas of the core Department of Justice, its Agencies and Arm's Length Bodies. The role of the Council is to ensure that the value of information held and used by its membership is identified and utilised to the fullest extent to support the Government's strategic objectives, while understanding the risks to the information and ensuring that the necessary controls are in place to protect information from inappropriate use. The members are also responsible for managing all information in their business areas in ways that preserve its confidentiality, integrity and availability.

The Data Protection Act 1998 (DPA) was replaced on the 25 May 2018 by the General Data Protection Regulation (GDPR). The application of the GDPR as it applies in the UK is tailored by the Data Protection Act 2018. Relevant policies and procedures have been revised, awareness sessions have been conducted and a Data Protection Officer has been appointed.

Both the former DPA 1998 and the new GDPR give individuals the right to access information held about them by public authorities. The request is known as a Subject Access Request and the public authority must provide the information promptly and no later than one calendar month after the request was received, unless there are grounds for withholding the information. During the period of 1 April 2018 – 31 March 2019 the NIPB received 43 Subject Access Requests under data protection legislation.

There were no personal data incidents to report to the ICO in the reporting period of 1 April 2018 – 31 March 2019. The Board will continue to monitor and assess its information risk to identify any weaknesses and to ensure continuous improvement of its systems.

### **Reporting of Complaints**

During 2018-19, the Policy for dealing with Complaints made against the NIPB (the Policy) was published on the Board's website. In accordance with this Policy, it was required that



formal complaints must in the first instance be addressed to the Board's Chief Executive and a response would be issued to the complainant by Senior Management. If, after receiving the response to their complaint, the complainant remained dissatisfied they may have complained directly to the Board's Performance Committee. The Committee would consider the complaint and then make a recommendation to the Chair's Advisory Group as regards any action to be taken. The complainant will be advised of Committee deliberations. If the complainant is still not satisfied, they may complain to the Office of the Northern Ireland Ombudsman, in accordance with its complaints procedures. The NIPB received two complaints during the 2018-19 financial year in line with this Policy. Any learning from the complaints has been considered and NIPB working practices and procedures amended as appropriate. A review of the Board's Complaints Policy was initiated during 2018-19 and will be completed during 2019-20.

## **Statement of Accounting Officer Responsibilities**

Under paragraph 16 of Schedule 1 to the Police (NI) Act 2000 as amended by the Police (NI) Act 2003 and the Northern Ireland Act 1998 (Devolution of Policing and Justice Functions) Order 2010, the Northern Ireland Policing Board is required to prepare a statement of accounts in the form and on the basis determined by the Department of Justice (DoJ) with the approval of the Department of Finance (DoF). The accounts are prepared on an accruals basis and must give a true and fair view of the NIPB's state of affairs at the year end and of its net resource outturn, application of resources, changes in Taxpayers' Equity and cash flows for the financial year.

In preparing the accounts, the Accounting Officer is required to:

- observe the accounts direction issued by the DoF, including the relevant accounting and disclosure requirements, and apply suitable accounting policies on a consistent basis;
- make judgements and estimates on a reasonable basis;
- state whether applicable accounting standards as set out in the Government Financial Reporting Manual (FREM) have been followed, and disclose and explain any material departures in the accounts; and
- prepare the accounts on a going concern basis.

The Principal Accounting Officer of the DoJ has designated the Chief Executive as Accounting Officer for the NIPB. The responsibilities of an Accounting Officer include responsibility for the propriety and regularity of the public finances for which the Accounting Officer is answerable, for keeping proper records and for safeguarding the Board's assets, as set out in Managing Public Money Northern Ireland published by HM Treasury.

As far as the Accounting Officer is aware, all relevant audit information has been provided to the NIPB's auditor. All necessary steps have been taken by the Accounting Officer to make herself aware of any relevant audit information and to establish that the NIPB's auditor is properly informed. The Accounting Officer confirms that the annual report and accounts as a whole is fair, balanced and understandable and she takes personal responsibility for the annual report and accounts and the judgments required for determining that it is fair, balanced and understandable.

## **GOVERNANCE STATEMENT 2018-19**

### **Scope of Responsibility**

As Accounting Officer, I have responsibility for maintaining a sound system of governance and internal control to support the achievement of the NIPB's objectives and measures set out in our three year Corporate Plan and associated annual Business Plans, whilst safeguarding the public funds and assets for which I am directly responsible. This is carried out in accordance with the responsibilities assigned to me in Managing Public Money Northern Ireland.

The NIPB is a Non-Departmental Public Body sponsored by the DoJ and is made up of 19 political and independent members, including a Chair and Vice Chair. The Policing Board takes its powers from the Police (NI) Act 2000 and 2003. Members of the Board are responsible for overseeing policing in Northern Ireland and holding the Police Service of Northern Ireland (PSNI) to account through the Chief Constable.

The Board is legislatively responsible for the oversight of the work of the PSNI and has a range of key legislative functions to fulfil. These areas are detailed in the NIPB's Corporate and Business Plans and details can be found at section 2 of this Report.

### **Purpose of the Governance Framework**

The NIPB's governance framework sets out the arrangements for how the organisation is directed and controlled and how its responsibilities are discharged. It enables the setting of corporate objectives, the efficient deployment of resources towards the delivery of these priorities and monitoring of organisational performance.

This governance framework is designed to manage risk to a reasonable level rather than to eliminate all risk of failure to achieve policies, aims and objectives; it can therefore only provide reasonable and not absolute assurance of effectiveness.

The system of internal control is based on an ongoing process designed to identify and prioritise the risks to the achievement of the NIPB's policies, aims and objectives, to evaluate the likelihood of those risks being realised and the impact should they be realised, and to manage them efficiently, effectively and economically. The system of

internal control has been in place in the Board for the year ended 31 March 2019 and up to the date of approval of the annual report and accounts, and accords with DoF guidance.

## **The Governance Framework**

### **(i) Sponsorship Arrangements**

Within the DoJ, the Safer Communities Directorate is the Sponsor Branch for the NIPB. The Sponsor Branch monitors the NIPB's activities on a quarterly basis through a report from the Chief Executive on performance, budgeting, control and risk management. Sponsor Branch in turn keeps the NIPB informed of relevant Executive/Government policy, advising on interpretation and issuing specific guidance as necessary.

Twice a year, DoJ officials meet with the Board's Chief Executive, the Director of Resources and Finance Manager to review the Board's performance. The Board Chair and Vice Chair report to the Minister of Justice (or Permanent Secretary if no Minister is in place) on the Policing Board's performance on an annual basis.

A Management Statement and Financial Memorandum (MSFM) document is in place between the NIPB and DoJ. The Management Statement sets out the broad framework within which the NIPB will operate, in particular:

- The NIPB's overall purpose, objectives and measures in support of the DoJ's wider strategic aims;
- The rules and guidelines relevant to the exercise of the NIPB's functions, duties and powers;
- The conditions under which any public funds are paid to the NIPB; and
- How the NIPB is held to account for its performance.

The associated Financial Memorandum sets out in greater detail certain aspects of the financial provisions which the NIPB shall observe.

### **(ii) The Policing Board**

The NIPB is governed by its 19 members. Membership of the Board is governed by Part III of Schedule 2 to the Police (NI) Act 2000 which states that the Board shall comprise of

ten political members of the Assembly appointed under d'Hondt and nine Independent Members. Members work together and act as a single corporate body.

Following the NI Assembly elections on 2 March 2017 an Executive was not formed and on which date Political Board Members ceased to hold office. The NIPB was not a legally functioning Board from this date until 1 December 2018 when the Secretary of State announced the reconstitution of the Board, made possible by the Northern Ireland (Executive Formation and Exercise of Functions) Act 2018, which received Royal Assent on 1 November 2018.

During the reporting period 1 April 2018 to 1 December 2018, meetings were held with the Independent Members of the Board to ensure they were briefed on key issues and governance reports and meetings with the Board's Sponsor Branch to discuss and review areas of concern to either party also took place. Following reconstitution on of the NIPB on 1 December 2018, the Board held its first meeting on 24 January 2019 and NIPB Committees were constituted in February and March 2019.

The Board has corporate responsibility for the strategic direction of the organisation and for developing the Corporate and Business Plans, for monitoring the organisation in the effective and efficient performance of its statutory duties and ensuring the Policing Board complies with statutory requirements for the use of public monies.

In terms of governance oversight, the Board has a specific responsibility, outlined in the Management Statement, to:

*'...ensure that any statutory or administrative requirements for the use of public funds are complied with; that NIPB operates within the limits of its statutory authority and any delegated authority agreed with the DoJ, and in accordance with any other conditions relating to the use of public funds; and that, in reaching decisions, NIPB takes into account all relevant guidance issued by DoF and DoJ.'*

The Chair has particular responsibility to provide effective and strategic leadership to the Board. The Chair will ensure that all members of the Board, when taking up office, are fully briefed on the terms of their appointment and on their duties, and responsibilities and will undertake an annual appraisal of Independent Members of the Board. The Chair will work closely with the Chief Executive to facilitate the business of the Board.

Following appointment Board Members are required to:

- adhere to the Members Code of Conduct;
- not misuse information gained in the course of their public service for personal gain and to declare publicly and to the Board any private interests that may be perceived to conflict with their public duties;
- comply with the NIPB's rules on gifts and hospitality, and of business interests; and
- act in good faith and in the best interests of the NIPB.

With regard to declaring conflicts of interest, on an annual basis Board Members complete a register of interests which is published on the NIPB website. Likewise, members of the Board's Senior Management Team (SMT) also complete an annual register of interests' declaration. At the beginning of each Board and Committee meeting, Members are asked whether they have any conflicts of interest to declare and this is recorded in the minutes of the meeting.

The absence of a legally constituted Policing Board within the reporting period up to 1 December 2018 has curtailed the organisation to deliver and discharge its full range of legislative duties. From 1 April 2018 until 1 December 2018 when the Board was reconstituted, work progressed where possible within my delegations as Accounting Officer and those that were provided to me, the Board Chair and Vice Chair at the final meeting of the Board on 27 February 2017.

Members each have a corporate and collective responsibility to ensure that the Board properly discharges its functions. In doing so, each Member is required to spend a minimum of four days per month on Policing Board matters, be required to perform a representative role on behalf of the Board at a variety of events and be required to attend NIPB meetings and the meetings of those Committees to which they have been allocated. In addition to attendance at formal Board and Committee meetings, the Board may agree that Members should take on additional roles to assist in furthering the NIPB's objectives.

The NIPB meets on a monthly basis to discuss and oversee matters of strategic significance, as set out in the Standing Orders and the MSFM. Following the reconstitution of the Policing Board on 1 December 2018, the Board has met on 5 occasions between 1 December 2018 and 31 March 2019. Each of these Board meetings held during 2018-19 were quorate with an overall attendance record of 92.2%.

The Board agreed Terms of Reference and membership for four Committees at its meeting on 24 January 2019 was as follows: the Audit and Risk Assurance Committee; the Partnership Committee; the Performance Committee and the Resources Committee. A Special Purposes Committee and the Chair's Advisory Group can be convened as required. The main responsibilities of each Committee are listed in the Board Committee Terms of Reference and published on the Policing Board's website<sup>102</sup>

**(iii) Audit and Risk Assurance Committee**

In accordance with the Management Statement, the Board has established an Audit and Risk Assurance Committee (ARAC). Committee Members are assisted by Mr Charles Barnett, a specialist accountant advisor, appointed in February 2016 who attends every meeting. DoJ and representatives from both the Board's Internal and External Auditors also attend ARAC meetings.

The responsibilities of the ARAC include advising the NIPB and Accounting Officer on strategic processes for risk, control and governance and the Governance Statement and assurances relating to the risk management framework and processes and corporate governance requirements for the organisation. The ARAC is also responsible for the planned activity and results of Internal and External Audit and has delegated authority from the Board to approve the annual Internal Audit Programme of Work. The Board's ARAC also has responsibility in respect of the PSNI's ARAC; a Board representative attends PSNI ARAC meetings and the Chair of the PSNI's ARAC will attend the Board's ARAC meeting at least once a year.

The key items of business for the ARAC this year included; internal audit progress reports; the planned external audit of the NIPB's financial statements for the year ended 31 March 2019 and the corporate risk register. Members of the Committee also received a report and papers from the PSNI ARAC meeting held on 6 February 2019.

**(iv) Performance Committee**

The role of the Performance Committee is to support the Board in its responsibilities for issues related to PSNI operational performance to include performance against the

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<sup>102</sup> <https://www.nipolicingboard.org.uk/publication/terms-reference-standing-committees-board-january-2019-0>

Policing Plan measures specific to the committee, Human Rights compliance and the Professional Standards of Police Officers. The Committee also oversees the exercise of the functions of the NCA in Northern Ireland.

**(v) Resources Committee**

The role of the Resources Committee is to support the Board in its responsibilities for all issues related to Finance, Human Resources (including Pensions and Injury on Duty Awards), Land and Property, Information Technology and Equality in the PSNI.

**(vi) Partnership Committee**

The role of the Partnership Committee is to support the Board to fulfil its responsibilities for partnership working, including: Policing and Community Safety Partnerships (PCSPs); oversight of the PSNI Policing with the Community, strategic engagement and community consultation.



The table below provides details of attendance by the Members at Board and Committee meetings from 1 December 2018 to 31 March 2019.

<b>Members</b>	<b>Board attendance</b>	<b>ARAC attendance</b>	<b>Partnership Committee attendance</b>	<b>Performance Committee attendance</b>	<b>Resources Committee attendance</b>
Mr John Blair MLA	5/5	-	2/2	-	3/3
Mr Keith Buchanan MLA	4/5	-	-	2/2	3/3
Ms Joanne Bunting MLA	5/5	1/1	1/2	2/2	-
Mr Alan Chambers MLA	5/5	-	-	2/2	2/3
Mrs Anne Connolly OBE	5/5	-	-	-	-
Professor Brice Dickson	4/5	-	1/2	2/2	-
Ms Linda Dillon MLA	4/5	-	2/2	-	3/3
Dr Tom Frawley CBE	4/5	0/1	-	1/2	2/3
Mr Doug Garrett	4/5	1/1	-	-	3/3
Mrs Dolores Kelly MLA	5/5	-	2/2	1/2	-
Mr Gerry Kelly MLA	5/5	1/1	-	2/2	3/3
Mr Gary Middleton MLA	5/5	-	2/2	-	3/3
Mr Philip McGuigan MLA	5/5	-	2/2	2/2	-
Mr Colm McKenna	3/5	1/1	0/2	-	-
Dr Paul Nolan	5/5	-	-	1/2	1/3
Mrs Wendy Osborne OBE	5/5	1/1	2/2	-	3/3
Mr Mervyn Storey MLA	5/5	-	1/2	2/2	-
Ms Deborah Watters	5/5	-	-	-	-
Mr Ryan Feeney *	0/0	-	-	-	-
Ms Roisin McGlone **	0/0	-	-	-	-
Ms Catherine Pollock**	0/0	-	-	-	-
Ms Deirdre Toner **	0/0	-	-	-	-

\*Mr Ryan Feeney resigned on 17 December 2018.

\*\*The term of office for Ms Roisin McGlone, Ms Catherine Pollock and Ms Deirdre Toner ended on 30 June 2018.

### **(vii) The Accounting Officer**

As the Chief Executive of the NIPB, I am designated as the Policing Board's Accounting Officer by the Principal Accounting Officer of the DoJ. As Accounting Officer, I am personally responsible for safeguarding the public funds for which I have charge; for ensuring propriety and regularity in the handling of those public funds; and for the day to day operations and management of the Policing Board.

As Accounting Officer, my principal responsibilities are to ensure that the Board and its Committees are fully supported in developing and promoting a programme of work consistent with its statutory responsibilities, the Northern Ireland Executive's Draft Programme for Government and Fresh Start Agreement Action Plan.

On a six monthly basis, as Accounting Officer I provide stewardship statements to the DoJ Accounting Officer, based on receipt of appropriate assurance from the Board's SMT.

### **(viii) Internal Audit Arrangements**

Deloitte LLP provide the internal audit services within the NIPB. The ARAC, on behalf of the Board, receives internal audit reports and is responsible for monitoring the progress of the internal audit annual work plan. Internal Audit conducted three audits and one advisory review during the year. In addition, Internal Audit undertook a follow-up review of outstanding recommendations in relation to a number of audits. This showed satisfactory progress in the implementation of recommendations. The results of this audit work is summarised in the following table.

Audit	Assurance Rating	No. of Recommendations by Priority Rating		
		1	2	3
Complaints Handling	Satisfactory	-	-	3
Key Financial Controls	Satisfactory	-	-	1
PCSP Verification Visits: Belfast	Satisfactory	-	-	-
PCSP Verification Visits: Fermanagh and Omagh	Satisfactory	-	1	-
PCSP Verification Visits: Armagh, Banbridge and Craigavon	Limited	-	1	2
Human Rights Advisor Contract Management Arrangements <sup>103</sup>	n/a	-	-	-
Audit Recommendations Follow-Up	n/a	-	-	-

### (ix) External Audit Arrangements

The Northern Ireland Audit Office is the Policing Board's external auditor.

### Risk Management and Internal Control

As Accounting Officer, I ensure that the NIPB manages risk at all levels in the organisation. The NIPB has a Risk Management Framework in place which is available on the Board's Intranet making it readily available to all staff. Guidance is provided through meetings of senior management, each directorate and branch. Training is also provided for staff to equip them with the necessary knowledge and skills to manage risk in a way appropriate to their authority and duties.

This Framework outlines the Board's approach to identifying and managing risks which threaten the achievement of the organisation's objectives. It also details the roles and responsibilities of the Board and staff in managing risks. The NIPB's approach to risk management is governed by other formal documents such as the MSFM, as well as Dear Accounting Officer letters issued by the DoF.

<sup>103</sup> The audit of the Human Rights Advisor Contract Management Arrangement was conducted on an advisory basis.

As part of the risk management processes, the NIPB's SMT identifies risks, which may affect its ability to discharge its business and takes appropriate actions to deal or minimise these risks. The Corporate Risk Register is consistent with the Policing Board's 2017-2020 Corporate Plan and the 2018-19 Business Plan. Risks are identified, evaluated and monitored quarterly at SMT meetings or more frequently as determined by the Chief Executive. The SMT reviews the Board's Corporate Risk Register and directorate registers, areas are discussed and any appropriate action is agreed. SMT also monitors progress in respect of the implementation of recommendations arising from Internal and External Audit. The Corporate Risk Register is reviewed and discussed at each of the Board's quarterly ARAC meeting, with Directorate red risks being reported to the Committee by exception.

At the beginning of the 2018-19 financial year, four risks were recorded on the Corporate Risk Register. These risks related to: the Board not being legally constituted; PSNI human resources and estates responsibilities; the appointment of senior PSNI officers; and competing priorities for a new Board. During the year, a new risk was added which related to the NIPB being identified as co-defendants in a number of legal cases, including a high value Judicial Review. This was de-escalated to the Directorate Risk Register in year and the risk associated with the Board not being legally constituted was removed from the Corporate Risk Register. A new risk was added following the Chief Constable's notice to retire on 28 January 2019. The Board's SMT considered the risk to the NIPB of the number of vacancies at a senior level within PSNI and the ability to progress appointments within sufficient timescales. At the end of the 2018-19 financial year there were four risks on the Corporate Register, one of which was rated red (assessed as major impact and almost certain likelihood). This risk relates to the potential of not progressing the Chief Constable appointment process within sufficient timescales, which may result in not having a Chief Constable in post beyond the end of June 2019, the resulting impact on policing the summer period and the potential challenges arising from the UK's exit from the European Union and potential reputational damage to the Board. The NIPB has put controlling measures in place to mitigate against the likelihood of occurrence and the impact of any occurrences of the risks.

No instances of fraud have been identified during the financial year 2018-19.

## **Review of Effectiveness of the Governance Framework**

### **(i) Provision of information to the Board and Committees**

Board and Committee meeting agendas and papers are circulated a week in advance to provide sufficient time and evidence for sound decision making. Agendas are planned between the lead official and respective Board/Committee Chair, on the basis of an annual programme of work, to ensure all areas of the Board's responsibilities are examined during the year. Monthly Board Meetings include consideration of the following standing agenda items:

- Chair's Report (to include, Chair's engagements and correspondence received and issued)
- Chief Executives Report (to include, governance and other key organisational issues for the Board)
- Committee Reports and draft minutes
- Board Business
- Chief Constables Report (to include, governance and other key organisational issues for PSNI).

The quality of information received by the Board is undergoing review to ensure that the Board's discussion and decisions are effective. All documents for meetings are held and distributed electronically for Members and Senior Management.

### **(ii) Highlights of the Board and Committee Reports**

The standing items for the Board meetings have been listed above. In addition, the Board considered and approved the following items in 2018-19:

- The Chief Constable's Term of Appointment.
- The provision of Human Rights Advice to the Board.
- Arrangements for the 2019-20 Policing Plan.
- Submission to the Police Remuneration and Review Body.
- Board's assessment of PSNI Performance against the Policing Plan 2017-18.
- PSNI Preparedness for EU Exit.
- Local Policing Review Analysis 2018.
- Response to the preliminary Gillen Report.

- NCA Annual Plan 2019-20.
- PSNI disclosure of information to OPONI and Improvement Plan.
- NIPB Business Plan 2019-20.
- PSNI and NIPB Budgets for 2019-20.

### **(iii) Stewardship Statements**

Each Director is responsible for providing a stewardship statement every six months to me which is assessed against their Directorate Business Plan on issues of risk. Within this statement they demonstrate how they have controlled risks during these periods and highlight any areas which might adversely affect the performance of their Directorate or the organisation as a whole. As the Accounting Officer I provide assurances to the Department's Principal Accounting Officer that any non-compliance with relevant guidelines or instructions has been included in my report as required and, where necessary, controls have been strengthened to prevent recurrence. In the current year I had no instances of non-compliance to report.

### **(iv) Internal and External Audit**

The NIPB has an Internal Audit service provider which operates to defined standards and whose work is informed by an analysis of risk to which the Board is exposed and provides me with assurance on issues of internal control, governance and risk. The Chief Audit Executive issues an independent opinion on the adequacy and effectiveness of the Board's system of internal control.

The C&AG for Northern Ireland also carried out a statutory audit of the Board's Annual Report and financial statements for 2018-19. Within his Report To Those Charged With Governance he gave the Board an unqualified audit opinion on the financial statements and the regularity opinion and raised no recommendations.

The NIPB's assessment of its 'Continuous Improvement Arrangements' for 2017-18 could not previously be completed due to the Board not being legally constituted. The Board's assessment of its continuous improvement arrangements for both 2017-18 and 2018-19 is included within the 2018-2019 Annual Report at page 31. The C&AG is required to carry out a statutory audit of the Board's 'Continuous Improvement Arrangements' as per Part V

of the Police (NI) Act 2000. His report for 2017-18 could not be completed as the Board was not legally constituted but will be completed by September 2019. The C & A G's report for 2018-19 will be completed by December 2019.

### **(v) Board Effectiveness**

In a normal year a number of reviews are undertaken of NIPB functions. These include: internal audit reviews of specific work areas as defined in the Board's Internal Audit Strategy and Annual Internal Audit Work Plan; a self-assessment of the ARAC; and an assessment of Board effectiveness. However as the Board was not legally constituted until 1 December 2018 the self-assessment of the ARAC and the Board assessment of effectiveness were not undertaken. During the 2018-19 year, the DoF's Business Consultancy Services was commissioned to undertake a Board Effectiveness Review based on Cabinet Office Good Practice. The work commenced in March 2019 and it is expected that the final report will be submitted by the end of June 2019.

### **Significant Internal Control Issues Identified**

During 2012-13 an Internal Audit Report, Review of Procedures within Police Administration Branch, received limited assurance and the findings were reported to the ARAC on 22 March 2013. The only outstanding issue is the implementation of an electronic case management system, which due to budgetary constraints and IT compatibility issues, has not been implemented. In a follow-up review of Procedures within Police Administration Branch during 2017-18, the issue of implementation of an electronic case management system was examined and upheld. I expect the recommendation to be implemented during the 2019-20 financial year. During the year Internal Audit was asked to perform a verification exercise on the expenditure of 3 PCSPs, one of which received limited assurance due to the Council procurement policy not being followed in the sample selected. I have agreed with the ARAC to write to the Council who has agreed to review the policies and procedures. Two advisory reviews were also carried out during the year with associated recommendations, which I will implement during the 2019/20 financial year as follows:

- Governance Arrangements over the Police Property Fund. Recommendations made relate to the Policy and Governance arrangements for the distribution of the Fund; and

- The Human Rights Advisor Contract Management Arrangements. Recommendations made relate to the development and monitoring of a contract for the newly appointed Human Rights Advisor.

### **Ministerial directions**

During 2018-19 no Ministerial directions were sought or given

### **Accounting Officer Statement on Assurance**

In the absence of an ARAC at the beginning of the year, the 2018-19 Internal Audit Plan was agreed by Board's SMT and Board Chair, based on the Policing Board's Internal Audit Strategy and taking into account new risks and issues arising since approval of the three year Strategy.

During the year Deloitte LLP completed their Annual Internal Audit Plan submitting reports together with recommendations for improvements where appropriate to the Chief Executive and Board Chair on a timely basis. As advised by the Board's Chief Audit Executive, in the absence of a legally constituted Board, copies of the completed reports were provided to the DoJ Permanent Secretary. Following reconstitution of the Board, copies of all Internal Audit reports completed during 2018-19 were presented to the ARAC in March 2019. Deloitte's Internal Audit Annual Assurance Statement for 2018-19 contained an overall assurance statement on the NIPB's internal control framework, governance and risk management process. On the basis of the audit work performed during the year, they were able to provide **satisfactory assurance** in relation to the adequacy of the systems of control in place within the organisation and their operation throughout the year. They have received responses from management on issues raised and acknowledge that recommendations for improvements are being implemented.

I am therefore confident that the NIPB has in place a robust system of accountability, which I can rely on as Accounting Officer, and which complies with the Corporate Governance Code. The system allows me to provide the assurance that the Policing Board will spend its money in line with the principles set out in Managing Public Money Northern Ireland.



Having reviewed the evidence provided to me by the management assurance exercises, the risk registers, the 2018-19 internal audit Annual Assurance Statement and the external audits Report To Those Charged With Governance, I am satisfied that the NIPB has maintained a sound system of internal control during the financial year 2018-19.

## Remuneration and Staff Report

### Remuneration Policy

The Board remunerates three distinct categories of employees and Members, which are disclosed below.

#### Independent Board Members

Independent Members are appointed by the DoJ. The remuneration and allowances of members is dictated by the requirements of the Police (NI) Act 2000, Schedule 1, part 3, paragraph 12-(1) – *“The Board may pay the Chair, Vice-Chair and other members of the Board such remuneration and allowances as the Minister of Justice may determine.”*

#### Political Board Members

Political Members are appointed using the d’Hondt principles pertaining to the Local Northern Ireland Assembly. When the Assembly is fully operational, Political Members of the Board do not receive additional remuneration for their work on the Board, above their MLA allowance. During periods when the local Assembly is not fully operational, Political Members receive an allowance up to the total of that received by an Independent Member of the Board, but no more than the difference between the amount equal to a full MLA Assembly allowance and that paid when the local Assembly is not fully operational.

#### Officials

The Chief Executive post is aligned with the Senior Civil Service (SCS) and is remunerated accordingly. The pay of senior civil servants is based on a system of pay scales for each SCS grade containing a number of pay points from minima to maxima, allowing progression towards the maxima based on performance.

The pay remit for the Northern Ireland (NI) public sector, including SCS, is normally approved by the Minister of Finance. In the absence of an Executive, the Department of Finance’s Permanent Secretary has set the 2018-19 NI public sector pay policy in line with the overarching HMT parameters and in a manner consistent with the approach taken by the previous Finance Minister in 2016-17. [The pay award for SCS staff for 2018-19 has not yet been finalised.] The Directors and other staff are all remunerated in accordance with NICS remuneration conditions and pay scales. In line with NICS pay and conditions,

the Board operates a Special Bonus Scheme which applies to all staff in the Board, except the Chief Executive.

### **Service Contracts**

Independent Members are appointed for a period of up to four years in accordance with the Police (NI) Act 2000, Schedule 1, part 3, paragraph 8. NIPB officials are appointed on merit on the basis of fair and open competition. The officials covered by this report hold appointments which are open-ended. Early termination, other than for misconduct, would result in the individual receiving compensation as set out in the Civil Service Compensation Scheme.

Further information about the work of the Civil Service Commissioners for Northern Ireland can be found at [www.nicscommissioners.org](http://www.nicscommissioners.org)

### **Salary and Pension Entitlements**

The following sections provide details of the remuneration of Board Members and the remuneration and pension interests of the senior officials of the Board.

### Board Members Salary Entitlements

Remuneration of Board members is disclosed below. None of the posts are pensionable and the only other primary benefit is the payment of expenses for home to office travel and the associated taxation, totalling £10,036 (2017-18: £9,020). Remuneration for Independent Board Members is set out below:

Audited Information	2018-19			2017-18		
	Salary	Benefit In Kind	Total	Salary	Benefit In Kind	Total
Name and Title	(£'000)	(£'000)	(£'000)	(£'000)	(£'000)	(£'000)
Deirdre Blakely	4	-	4	15	4	19
John Blair MLA	-	-	-	-	-	-
Keith Buchanan MLA	-	1	1	-	-	-
Joanne Bunting MLA	-	-	-	-	-	-
Alan Chambers MLA	-	-	-	-	-	-
Anne Connolly (Chair)	50	4	54	50	4	54
Brice Dickson	15	-	15	15	-	15
Linda Dillon MLA	-	-	-	-	-	-
Ryan Feeney	11	-	11	15	-	15
Tom Frawley CBE	5	1	6	-	-	-
Doug Garrett	5	-	5	-	-	-
Dolores Kelly MLA	-	-	-	-	-	-
Gerry Kelly MLA	-	-	-	-	-	-
Roisin McGlone	4	-	4	15	-	15
Philip McGuigan MLA	-	1	1	-	-	-
Colm McKenna	5	-	5	-	-	-
Gary Middleton MLA	-	1	1	-	-	-
Paul Nolan	15	-	15	15	-	15
Wendy Osborne	15	1	16	15	1	16
Catherine Pollock	4	-	4	15	-	15
Mervyn Storey MLA	-	1	1	-	-	-
Deborah Watters,(Vice Chair)	30	1	31	30	-	30

**Senior Officials Salary and pension entitlements (Audited Information)**

Audited Information Title	2018-19				2017-18			
	Salary (£'000)	Bonus Payment (£'000)	Pension Benefits * (to nearest £1000)	Total (£'000)	Salary (£'000)	Bonus Payment (£'000)	Pension Benefits * (to nearest £1000)	Total (£'000)
Mrs Amanda Stewart, Chief Executive (From 16 May 2016)	70-75	-	34	105-110	70-75	-	47	115-120
Mr David Wilson, Director of Support Services (To 8 April 2018)	0-5 (50-55 full year equivalent)	-	6	5-10 (55-60 full year equivalent)	50-55	-	10	60-65
Mr Tim Logan, Director of Support Services (From 2 July 2018) **	35-40 (50-55 full year equivalent)	-	7	45-50 (55 – 60 full year equivalent)	-	-	-	-
Ms Aislinn McGuckin, Director of Police Administration (From 8 February 2019)	5-10 (45-50 full year equivalent)	-	3	10-15 (50-55 full year equivalent)	-	-	-	-
Mrs Paula Gow, Acting Director of Partnership (From 12 September 2016 to 23 April 2017)	-	-	-	-	0-5 (45-50 full year equivalent)	-	16	15-20 (60-65 full year equivalent)
Ms Jenny Passmore, Director of Performance (From 1 February 2017)	50-55	-	8	40-45	45-50	-	70	115-120
Mr Adrian McNamee Director of Partnership (From 24 April 2017)	45-50	-	23	70-75	40-45 (45-50 full year equivalent)	-	32	75-80 (75-80 full year equivalent)

\* The value of pension benefits accrued during the year is calculated as (the real increase in pension multiplied by 20) plus (the real increase in any lump sum) less (the contributions made by the individual). The real increases exclude increases due to inflation or any increase or decrease due to a transfer of pension rights.

\*\* Mr T Logan was seconded to NIPB from DoJ on a 15 month contract commencing 2 July 2018.

## Salary Senior Officials

'Salary' includes gross salary, overtime and any other allowance to the extent that it is subject to UK taxation and any gratia payments. This report is based on payments made by the Board and thus recorded in these accounts.

## Benefits in kind

The monetary value of benefits in kind covers any benefits provided by the employer and treated by HM Revenue and Customs as a taxable emolument. No benefits in kind were paid to senior employees.

## Bonuses

Bonuses, if awarded, relate to performance in the year in which they become payable to the individual. The bonuses reported in 2018-19 relate to performance in 2017-18 and the comparative bonuses reported for 2017-18 relate to performance in the 2016-17 financial year.

## Fair Pay Disclosure (Audited Information)

Reporting bodies are required to disclose the relationship between the remuneration of the highest-paid director in their organisation and the median remuneration of the organisation's workforce.

	2018-19	2017-18
Band of Highest Paid Director's Total Remuneration * (£000)	70-75	65-70
Range of staff remuneration (£000)	15-20 to 70-75	15-20 to 65-70
Median Total (£)	30,456	30,383
Ratio	2.3	2.3

\* Total remuneration includes salary, non-consolidated performance-related pay, benefits-in-kind as well as severance payments. It does not include employer pension contributions and the cash equivalent transfer value of pensions.

Reporting bodies are required to disclose the relationship between the remuneration of the highest-paid director in their organisation and the median remuneration of the organisation's workforce. The banded remuneration of the highest-paid director in the Board in the financial year 2018-19 was £70,000 - £75,000 (2017-18, £65,000 - £70,000). This was 2.3 times (2017-18, 2.3) the median remuneration of the workforce, which was £30,456 (2017-18, £30,383). One member of staff included in the figures above was

seconded to the Board at nil cost. Remuneration ranged from £17,000 to £72,000 (2017-18, £18,000 to £69,000) except for one member of staff, included in the figures above, who was seconded to the Board at nil cost.

In 2018-19, and in 2017-18, no employees received remuneration in excess of the highest-paid director.

## Pension Entitlements (audited information)

Pension entitlements of the most senior employees are shown below:

Senior Employees	Accrued pension at pension age as at 31/03/19 and related lump sum	Real increase in pension and related lump sum at pension age	CETV at 31/03/19	CETV at 31/03/18	Real increase in CETV	Employer Contribution to partnership pension account
	£000	£000	£000	£000	£000	Nearest £100
Mrs Amanda Stewart, Chief Executive (From 16 May 2016)	20.0 - 25.0 Plus lump sum of 50.0 – 55.0	0 – 2.5 Plus lump sum of 0 – 2.5	379	315	17	-
Mr David Wilson, Director of Support Services (To 8 April 2018)	15.0 – 20.0 Plus lump sum of 45.0 – 50.0	0 – 2.5 Plus lump sum of 0 – 2.5	325	321	4	-
Mr Tim Logan, Director of Resources (From 2 July 2018)	20.0 – 25.0 Plus lump sum of 55.0 – 60.0	0 – 2.5 Plus lump sum of 0	408	364	1	-
Ms Aislinn McGuckin, Director of Police Administration (From 8 February 2019)	0.0 – 5.0	0.0 – 2.5	7	6	1	-
Ms Jenny Passmore, Director of Performance (From 1 February 2017)	15.0 – 20.0 Plus lump sum of 40.0 – 45.0	0.0 Plus lump sum of 0.0	341	318	-14	-
Mr Adrian McNamee, Director of Partnership (From 24 April 2017)	15.0 – 20.0	0 – 2.5	222	185	12	-

No member of the Senior Management Team is in a supplementary pension scheme.

## **Northern Ireland Civil Service (NICS) Pension Schemes**

Pension benefits are provided through the Northern Ireland Civil Service pension schemes which are administered by Civil Service Pensions (CSP).

The alpha pension scheme was introduced for new entrants from 1 April 2015. The alpha scheme and all previous scheme arrangements are unfunded with the cost of benefits met by monies voted each year. The majority of existing members of the classic, premium, classic plus and nuvos pension arrangements also moved to alpha from that date. Members who on 1 April 2012 were within 10 years of their normal pension age did not move to alpha and those who were within 13.5 years and 10 years of their normal pension age were given a choice between moving to alpha on 1 April 2015 or at a later date determined by their age. Alpha is a 'Career Average Revalued Earnings' (CARE) arrangement in which members accrue pension benefits at a percentage rate of annual pensionable earnings throughout the period of scheme membership. The rate is 2.32%.

New entrants joining can choose between membership of alpha or joining a good quality 'money purchase' stakeholder arrangement with a significant employer contribution (partnership pension account).

New entrants joining on or after 30 July 2007 were eligible for membership of the nuvos arrangement or they could have opted for a partnership pension account. Nuvos is also a CARE arrangement in which members accrue pension benefits at a percentage rate of annual pensionable earnings throughout the period of scheme membership. The current rate is 2.3%.

Staff in post prior to 30 July 2007 may be in one of three statutory based 'final salary' defined benefit arrangements (classic, premium and classic plus). From April 2011, pensions payable under classic, premium, and classic plus are reviewed annually in line with changes in the cost of living. New entrants joining on or after 1 October 2002 and before 30 July 2007 could choose between membership of premium or joining the partnership pension account.

All pension benefits are reviewed annually in line with changes in the cost of living. Any applicable increases are applied from April and are determined by the Consumer Prices Index (CPI) figure for the preceding September. The CPI in September 2018 was 2.4%



and HM Treasury has announced that public service pensions will be increased accordingly from April 2019.

Employee contribution rates for all members for the period covering 1 April 2019 – 31 March 2020 are as follows:

Annualised Rate of Pensionable Earnings (Salary Bands)		Contribution rates – All members
From	To	From 01 April 2019 to 31 March 2020
£0	£23,500.99	4.6%
£23,501.00	£54,500.99	5.45%
£54,501.00	£150,000.99	7.35%
£150,001.00 and above		8.05%

Benefits in classic accrue at the rate of 1/80th of pensionable salary for each year of service. In addition, a lump sum equivalent to three years' pension is payable on retirement. For premium, benefits accrue at the rate of 1/60th of final pensionable earnings for each year of service. Unlike classic, there is no automatic lump sum (but members may give up (commute) some of their pension to provide a lump sum). Classic plus is essentially a variation of premium, but with benefits in respect of service before 1 October 2002 calculated broadly as per classic.

The partnership pension account is a stakeholder pension arrangement. The employer makes a basic contribution of between 8% and 14.75% (depending on the age of the member) into a stakeholder pension product chosen by the employee. The employee does not have to contribute but where they do make contributions, the employer will match these up to a limit of 3% of pensionable salary (in addition to the employer's basic contribution). Employers also contribute a further 0.5% of pensionable salary to cover the cost of centrally-provided risk benefit cover (death in service and ill health retirement).

The accrued pension quoted is the pension the member is entitled to receive when they reach their scheme pension age, or immediately on ceasing to be an active member of the scheme if they are at or over pension age. Scheme Pension age is 60 for members of **classic**, **premium**, and **classic plus** and 65 for members of **nuvos**. The normal scheme

pension age in alpha is linked to the member's State Pension Age but cannot be before age 65. Further details about the NICS pension schemes can be found at the website <https://www.finance-ni.gov.uk/topics/working-northern-ireland-civil-service/civil-service-pensions-ni>.

### **Cash Equivalent Transfer Values**

A Cash Equivalent Transfer Value (CETV) is the actuarially assessed capitalised value of the pension scheme benefits accrued by a member at a particular point in time. The benefits valued are the member's accrued benefits and any contingent spouse's pension payable from the scheme. A CETV is a payment made by a pension scheme or arrangement to secure pension benefits in another pension scheme or arrangement when the member leaves a scheme and chooses to transfer the benefits accrued in their former scheme. The pension figures shown relate to the benefits that the individual has accrued as a consequence of their total membership of the pension scheme, not just their service in a senior capacity to which disclosure applies. The CETV figures, and from 2003-04 the other pension details, include the value of any pension benefit in another scheme or arrangement which the individual has transferred to the NICS pension arrangements. They also include any additional pension benefit accrued to the member as a result of their purchasing additional years of pension service in the scheme at their own cost. CETVs are calculated in accordance with The Occupational Pension Schemes (Transfer Values) (Amendment) Regulations 2015 and do not take account of any actual or potential benefits resulting from Lifetime Allowance Tax which may be due when pension benefits are taken.

### **Real increase in CETV**

This reflects the increase in CETV effectively funded by the employer. It does not include the increase in accrued pension due to inflation, contributions paid by the employee (including the value of any benefits transferred from another pension scheme or arrangement) and uses common market valuation factors for the start and end of the period. However, the real increase calculation uses common actuarial factors at the start and end of the period so that it disregards the effect of any changes in factors and focuses only on the increase that is funded by the employer.

## Compensation for loss of office

There were no compensation benefits paid by the Board during this financial year (2017-18: Nil).

## Staff Report

### Staff Numbers and Related Costs (Audited Information)

Details of the total staff costs and breakdown of staff between permanently employed and other staff are shown below:

<b>Staff costs comprise:</b>	<b>2018-19 £000</b>	2017-18 £000
<b>Permanently employed staff</b>		
Wages and salaries	<b>1,507</b>	1,520
Social security costs	<b>150</b>	153
Other pension costs	<b>304</b>	300
<b>Total permanent staff costs</b>	<b>1,961</b>	1,973
Secondments	<b>113</b>	34
Agency costs	<b>197</b>	197
<b>Total staff costs</b>	<b>2,271</b>	2,204

The NICS main pension schemes are unfunded multi-employer defined benefit schemes but the Board is unable to identify its share of the underlying assets and liabilities. The Government Actuary's Department (GAD) is responsible for carrying out scheme valuations. The Actuary reviews employer contributions every four years following the scheme valuation. The 2012 scheme valuation was completed by GAD in February 2015. The outcome of this valuation was used to set the level of contributions for employers from 1 April 2015 to 31 March 2019.

For 2018-19, employers' contributions of £304,224 were payable to the NICS pension arrangements (2017-18 £299,943) at one of three rates in the range 20.8% to 26.3% of pensionable pay, based on salary bands. Work was completed on the 2016 valuation, based on the position as at 31 March 2016. The outcome of this scheme valuation informed employer contribution rates for 2019-20. Employer contribution rates payable will

range from 28.7% to 34.2% of pensionable pay, based on salary bands. This change is primarily due to the reduction in the SCAPE discount rate (as announced at Budget 2018) to 2.4% pa above CPI. The contribution rates are set to meet the cost of the benefits accruing during 2019-20 to be paid when the member retires, and not the benefits paid during this period to existing pensioners.

Employees can opt to open a partnership pension account, a stakeholder pension with an employer contribution. Employers' contributions of £Nil (2017-18 £Nil) were paid to one or more of the panel of two appointed stakeholder pension providers. Employer contributions are age-related and range from 8% to 14.75% (2017-18 8% to 14.75%) of pensionable pay.

The partnership pension account offers the member the opportunity of having a 'free' pension. The employer will pay the age-related contribution and if the member does contribute, the employer will pay an additional amount to match member contributions up to 3% of pensionable earnings.

Employer contributions of £Nil, 0.5% (2017-2018 £Nil, 0.5%) of pensionable pay, were payable to the NICS Pension schemes to cover the cost of the future provision of lump sum benefits on death in service and ill health retirement of these employees. Contributions due to the **partnership** pension providers at the reporting period date were £Nil. Contributions prepaid at that date were £Nil.

No persons (2017-18: 0 persons) retired early on ill-health grounds; the total additional accrued pension liabilities in the year amounted to £Nil (2017-18: £Nil).

**The average number of whole-time equivalent persons employed during the year was as follows:**

	<b>2018-19</b>	2017-18
	<b>Number</b>	Number
Senior management	<b>3</b>	4
Other directly employed staff	<b>34</b>	37
<b>Total permanent staff numbers</b>	<b>37</b>	41
Secondments/agency	<b>10</b>	8
<b>Total number of employees</b>	<b>47</b>	49

The average number of Board Members during the year was 7.48 (2017-18: 9).

### **Staff numbers**

Staffing at 31 March 2019 comprised of 24 staff seconded from the NICS and PSNI, 23 direct recruits appointed following public advertisement (1 of which is aligned with the Senior Civil Service (SCS)) and 6 agency staff.

The breakdown by gender:

	<b>2018-19</b>		2017-18	
	<b>Male</b>	<b>Female</b>	Male	Female
Senior civil service equivalent	-	<b>1</b>	-	1
Directors	<b>2</b>	<b>2</b>	2	1
Staff	<b>14</b>	<b>34</b>	19	31
<b>Total</b>	<b>16</b>	<b>37</b>	21	33

### **Voluntary Redundancy Scheme – exit packages (Audited Information)**

Exit costs are accounted for in the year of departure. No staff left under Voluntary Exit terms during the 2018-19 year (Nil, 2017-18).

### **Staff Policies and Other Employee Matters**

The NIPB places considerable value on the involvement of its employees and has continued to keep them informed on matters affecting them and on the various factors

affecting performance of the organisation. This is achieved through formal and informal meetings, regular briefings, information bulletins, and staff memos. In relation to staff policies, NIPB adopt the staff policies of the NICS as the Boards staff includes a mix of direct recruits and NICS employees therefore all staff are bound by the same terms and conditions as NICS employees.

***Employment, training and advancement of disabled persons***

The NICS applies the recruitment principles as set out in the Recruitment Code of the Civil Service Commissioners for Northern Ireland, appointing candidates based on merit through fair and open competition. Recruitment and selection training, which includes raising awareness of unconscious bias, is offered to all chairs of NICS recruitment panels. The NICS also has mandatory unconscious bias training for all staff.

*“ To maintain and promote a diverse and inclusive workforce, the NICS has policies in place to support any alterations to the working environment required by disabled persons. ”*

The NICS has an active network of Diversity Champions and has appointed one of its' Deputy Secretaries as the NICS Diversity Lead for Disability. The NICS has an active Disability Working Group and is a lead partner with Employers for Disability Northern Ireland. Through this collaboration the NICS is working towards creating a truly inclusive workplace where all staff feel valued. The NICS promotes a number of schemes for disabled staff, including a successful Work Experience Scheme for People with Disabilities.

The 2018-21 NICS People Strategy sets out the shared view of the people priorities across the NICS under the following themes:

- A well-led NICS
- High performing NICS
- Outcomes-focused NICS
- An inclusive NICS in which diversity is truly valued – a great place to work

### Equality, Diversity and Inclusion

The [NICS People Strategy 2018-21](#) places diversity and inclusion at its centre and includes a range of actions that will help accelerate the NICS' ambition to be a service that reflects the society we serve.

The NICS continues to carry out its statutory obligations under fair employment legislation, including the annual return to the Equality Commission for NI. The NICS publishes a wide range of [NICS human resource statistics](#).

### Learning and Development

The NICS recognises the importance of having skilled and engaged employees and continues to invest in learning and development.

The NICS Centre for Applied Learning (CAL) is responsible for development and delivery of all generic staff training. It offers a variety of learning delivery channels to enable flexible access to learning, blending different learning solutions into coherent learning pathways that are aligned to both corporate need and the NICS Competency Framework.

The NICS offers a wide range of career development opportunities through mentoring, secondment and interchange opportunities, elective transfers, temporary promotion, job rotation and job shadowing. Talent Management is a key theme of the NICS People Strategy and work is underway to develop a more corporate approach to managing talent across the NICS.

### Employee Consultation and Trade Union Relationships

The DoF is responsible for the NICS Industrial Relations Policy. The centralised human resource function, NICS HR, consults on HR policy with all recognised Trade Unions and local departmental arrangements are in place to enable consultation on matters specific to a department or individual business area.

### **Sickness absence data**

The level of staff absence due to sickness in 2018-19 was 2.76% (2017-18: 3.05%).

**Off payroll disclosures (audited information)**

During the year the NIPB did not engage the services of any individual for a period greater than six months, costing more £245 per day. All off-payroll engagement arrangements are now assessed in line with IR35 requirements.

**Consultancy costs (audited information)**

Details of all consultancy costs are outlined below:

	<b>2018-19</b>	2017-18
	£	£
Consultancy costs	<b>9,798</b>	1,280

**ASSEMBLY ACCOUNTABILITY AND AUDIT REPORT**

**Losses and Special Payments (audited information)**

Losses and special payments over £300,000 - £Nil (2017-18: £Nil).

**Remote Contingent Liabilities (Audited Information)**

NIPB has no remote contingent liabilities to note (2017-18: none).



**Amanda Stewart**  
**Chief Executive**  
 02 July 2019



**NORTHERN IRELAND POLICING BOARD  
THE CERTIFICATE AND REPORT OF THE COMPTROLLER AND AUDITOR GENERAL  
TO THE NORTHERN IRELAND ASSEMBLY**

**Opinion on financial statements**

I certify that I have audited the financial statements of the Northern Ireland Policing Board for the year ended 31 March 2019 under the Police (Northern Ireland) Act 2000, as amended by the Police (Northern Ireland) Act 2003, and the Northern Ireland Act 1998 (Devolution of Policing and Justice Functions) Order 2010. The financial statements comprise: the Statements of Comprehensive Net Expenditure; Financial Position; Cash Flow; Changes in Taxpayers' Equity; and the related notes and significant accounting policies. These financial statements have been prepared under the accounting policies set out within them. I have also audited the information in the Accountability Report that is described in that report as having been audited.

In my opinion the financial statements:

- give a true and fair view of the state of Northern Ireland Policing Board's affairs as at 31 March 2019 and of the net expenditure for the year then ended; and
- have been properly prepared in accordance with the Police (Northern Ireland) Act 2000, as amended by the Police (Northern Ireland) Act 2003 and the Northern Ireland Act 1998 (Devolution of Policing and Justice Functions) Order 2010 and Department of Justice directions thereunder.

**Opinion on regularity**

In my opinion, in all material respects the expenditure and income recorded in the financial statements have been applied to the purposes intended by the Assembly and the financial transactions recorded in the financial statements conform to the authorities which govern them.

**Basis of opinions**

I conducted my audit in accordance with International Standards on Auditing (UK) (ISAs) and Practice Note 10 'Audit of Financial Statements of Public Sector Entities in the United Kingdom'. My responsibilities under those standards are further described in the Auditor's responsibilities for the audit of the financial statements section of this certificate. My staff and I are independent of Northern Ireland Policing Board in accordance with the ethical requirements of the Financial Reporting Council's Revised Ethical Standard 2016, and

have fulfilled our other ethical responsibilities in accordance with these requirements. I believe that the audit evidence obtained is sufficient and appropriate to provide a basis for my opinions.

### **Other Information**

The Northern Ireland Policing Board Members and the Chief Executive as Accounting Officer are responsible for the other information included in the annual report. The other information comprises the information included in the annual report other than the financial statements, the parts of Accountability Report described in the report as having been audited, and my audit certificate and report. My opinion on the financial statements does not cover the other information and I do not express any form of assurance conclusion thereon.

In connection with my audit of the financial statements, my responsibility is to read the other information and, in doing so, consider whether the other information is materially inconsistent with the financial statements or my knowledge obtained in the audit or otherwise appears to be materially misstated. If, based on the work I have performed, I conclude that there is a material misstatement of this other information, I am required to report that fact. I have nothing to report in this regard.

### **Opinion on other matters**

In my opinion:

- the parts of the Accountability Report to be audited have been properly prepared in accordance with the Department of Justice directions made under the Police (Northern Ireland) Act 2000, as amended by the Police (Northern Ireland) Act 2003 and the Northern Ireland Act 1998 (Devolution of Policing and Justice Functions) Order 2010; and
- the information given in the Performance Report and Accountability Report for the financial year for which the financial statements are prepared is consistent with the financial statements.

## **Responsibilities of the Northern Ireland Policing Board Members and Chief Executive as Accounting Officer for the financial statements**

As explained more fully in the Statement of Accounting Officer Responsibilities, the Northern Ireland Policing Board Members and Chief Executive as Accounting Officer are responsible for the preparation of the financial statements and for being satisfied that they give a true and fair view.

### **Auditor's responsibilities for the audit of the financial statements**

My responsibility is to audit, certify and report on the financial statements in accordance with the Police (Northern Ireland) Act 2000, as amended by the Police (Northern Ireland) Act 2003 and the Northern Ireland Act 1998 (Devolution of Policing and Justice Functions) Order 2010.

My objectives are to obtain evidence about the amounts and disclosures in the financial statements sufficient to give reasonable assurance that the financial statements are free from material misstatement, whether caused by fraud or error. Reasonable assurance is a high level of assurance, but is not a guarantee that an audit conducted in accordance with ISAs (UK) will always detect a material misstatement when it exists. Misstatements can arise from fraud or error and are considered material if, individually or in the aggregate, they could reasonably be expected to influence the economic decisions of users taken on the basis of these financial statements.

A further description of my responsibilities for the audit of the financial statements is located on the Financial Reporting Council's website [www.frc.org.uk/auditorsresponsibilities](http://www.frc.org.uk/auditorsresponsibilities). This description forms part of my certificate.

In addition, I am required to obtain evidence sufficient to give reasonable assurance that the expenditure and income recorded in the financial statements have been applied to the purposes intended by the Assembly and the financial transactions recorded in the financial statements conform to the authorities which govern them.

### **Matters on which I report by exception**

I have nothing to report in respect of the following matters which I report to you if, in my opinion:

- adequate accounting records have not been kept; or
- the financial statements and the parts of the Remuneration and Staffing Report to be audited are not in agreement with the accounting records; or

- I have not received all of the information and explanations I require for my audit;  
or
- the Governance Statement does not reflect compliance with the Department of Finance's guidance.

## Report

The Northern Ireland Policing Board normally consists of nine independent members appointed by the Minister of Justice and ten political members nominated by the Assembly parties under the d'Hondt principles. No Executive was formed after the Assembly elections in March 2017 meaning that political members could not be nominated. The Northern Ireland Policing Board was therefore not a legally functioning Board until 1 December 2018 when the Secretary of State announced the reconstitution of the Board, made possible by the Northern Ireland (Executive Formation and Exercise of Functions) Act 2018. The Governance Statement notes that the absence of a legally constituted Board within the reporting period up to 1 December 2018 has curtailed the organisation in discharging its full range of duties. Whilst acknowledging that the current circumstances are beyond the Board's control, I am concerned at the impact that they have had on its governance arrangements. My opinion is not qualified in this regard.



KJ Donnelly  
Comptroller and Auditor General  
Northern Ireland Audit Office  
106 University Street  
Belfast  
BT7 1EU

4 July 2019

## 4. NI POLICING BOARD FINANCIAL STATEMENTS

### Statement of Comprehensive Net Expenditure for the year ended 31 March 2019

		2018-19	2017-18
	Note	£000	£000
Other Operating Income	5	(109)	(120)
<b>Total Operating Income</b>		<b>(109)</b>	<b>(120)</b>
Staff costs	3	2,271	2,204
Depreciation	6 & 7	39	55
Provision Expense	4	(148)	(61)
Other Operating Expenditure	4	3,190	3,341
<b>Total Operating Expenditure</b>		<b>5,352</b>	<b>5,539</b>
<b>Net Operating Expenditure</b>		<b>5,243</b>	<b>5,419</b>
<b>Net expenditure for the year</b>		<b>5,243</b>	<b>5,419</b>
 <b><u>Other Comprehensive Net Expenditure</u></b>			
<b>Items that will not be reclassified to net operating costs:</b>			
Net loss on revaluation of Property Plant and Equipment	6	-	2
Net (gain) on revaluation of Intangibles	7	-	-
<b>Comprehensive Net Expenditure for the year</b>		<b>5,243</b>	<b>5,421</b>

The notes on pages 215 -232 form part of these accounts.

**Statement of Financial Position as at 31 March 2019**

		2019	2018
	Note	£000	£000
<b>Non-current assets:</b>			
Property, plant and equipment	6	88	86
Intangible assets	7	<u>21</u>	<u>25</u>
<b>Total non-current assets</b>		<b>109</b>	<b>111</b>
<b>Current assets:</b>			
Trade and other receivables	9	99	87
Cash and cash equivalents	10	<u>19</u>	<u>26</u>
<b>Total current assets</b>		<b>118</b>	<b>113</b>
<b>Total assets</b>		<b><u>227</u></b>	<b><u>224</u></b>
<b>Current liabilities:</b>			
Trade and other payables	11	(1,932)	(2,088)
Provisions	12	<u>(682)</u>	<u>(981)</u>
<b>Total current liabilities</b>		<b><u>(2,614)</u></b>	<b><u>(3,069)</u></b>
<b>Total assets less current liabilities</b>		<b><u>(2,387)</u></b>	<b><u>(2,845)</u></b>
<b>Non-current liabilities</b>			
Provisions	12	<u>(174)</u>	<u>(121)</u>
<b>Total non-current liabilities</b>		<b>(174)</b>	<b>(121)</b>
<b>Total assets less total liabilities</b>		<b><u>(2,561)</u></b>	<b><u>(2,966)</u></b>
<b>Taxpayers' equity and other reserves</b>			
Revaluation reserve		59	59
General reserve		<u>(2,620)</u>	<u>(3,025)</u>
<b>Total Equity</b>		<b><u>(2,561)</u></b>	<b><u>(2,966)</u></b>

The financial statements on pages 211-232 were approved and authorised by NIPB on 26 June 2019 and were signed on its behalf by:

*Amanda Stewart*

**Amanda Stewart**  
**Chief Executive**  
**02 July 2019**

The notes on pages 215-232 form part of these accounts.

**Statement of Cash Flows for the year ended 31 March 2019**

		<b>2018 -19</b>	2017-18
<b>Cash flows from operating activities</b>	Note	<b>£000</b>	£000
<b>Net Operating Expenditure</b>		<b>(5,243)</b>	(5,421)
Adjustment for non-cash transactions (Increase)/Decrease in trade and other receivables	4,6 & 7 9	<b>(60)</b> <b>(12)</b>	(46) 13
(Decrease)/Increase in trade and other payables	11	<b>(156)</b>	523
Use of provisions	12	<b>(138)</b>	(95)
<b>Net cash outflow from operating activities</b>		<b><u>(5,609)</u></b>	<b><u>(5,026)</u></b>
<b>Cash flows from investing activities</b>			
Purchase of property, plant and equipment	6	<b>(37)</b>	(15)
Purchase of intangible assets	7	<b>(9)</b>	(5)
<b>Net cash outflow from investing activities</b>		<b><u>(46)</u></b>	<b><u>(20)</u></b>
<b>Cash flows from financing activities</b>			
Grants from sponsoring department		<b>5,648</b>	4,959
<b>Net financing</b>		<b><u>5,648</u></b>	<b><u>4,959</u></b>
<b>Net decrease in cash and cash equivalents in the period</b>	10	<b>(7)</b>	(87)
<b>Cash and cash equivalents at the beginning of the period</b>	10	<b>26</b>	113
<b>Cash and cash equivalents at the end of the period</b>	10	<b>19</b>	26

The notes on pages 215-232 form part of these accounts.

## Statement of Changes in Taxpayers' Equity for the year ended 31 March 2019

	General Reserve £000	Revaluation Reserve £000	Taxpayers' Equity £000
<b>Balance at 31 March 2017</b>	(2,565)	61	(2,504)
<b>Changes in Taxpayers' Equity 2017-18</b>			
Grants from Sponsoring department	4,959	-	4,959
Comprehensive Net Expenditure for the year	(5,421)	-	(5,421)
Transfers between reserves	2	(2)	-
<b>Balance at 31 March 2018</b>	<b>(3,025)</b>	<b>59</b>	<b>(2,966)</b>
<b>Changes in Taxpayers' Equity for 2018-19</b>			
Grants from Sponsoring department	5,648	-	5,648
Comprehensive net expenditure for the year	(5,243)	-	(5,243)
Transfers between reserves	-	-	-
<b>Balance at 31 March 2019</b>	<b>(2,620)</b>	<b>59</b>	<b>(2,561)</b>

The notes on pages 215-232 form part of these accounts.



## Notes to the Accounts

### 1. Statement of accounting policies

These financial statements have been prepared in accordance with the 2018-19 Government Financial Reporting Manual (FReM) issued by HM Treasury. The accounting policies contained in the FReM apply International Financial Reporting Standards (IFRS) as adapted or interpreted for the public sector context. Where the FReM permits a choice of accounting policy, the accounting policy which is judged to be most appropriate to the particular circumstances of the Board for the purpose of giving a true and fair view has been selected. The particular policies adopted by the Board are described below. They have been applied consistently in dealing with items that are considered material to the accounts.

#### 1.1 Accounting convention

These accounts have been prepared under the historical cost convention modified to account for the revaluation of property, plant and equipment and intangible assets.

The accounts are stated in sterling, which is the Board's functional and presentational currency. Unless otherwise noted, the amounts shown in these financial statements are in thousands of pounds sterling (£000).

#### 1.2 Property, plant and equipment

Property, plant and equipment are capitalised at their cost of acquisition. The level for capitalisation as an individual or grouped non-current asset has been applied for the year shown at £1,000. The NIPB does not own any land or buildings<sup>104</sup>. All property, plant and equipment is valued annually in accordance with the Office for National Statistics indices as published by the Stationery Office. Surpluses on revaluation are taken to the revaluation reserve. Deficits on revaluation are charged to the Statement of Comprehensive Net Expenditure to the extent that the loss exceeds the amount held in the revaluation reserve for the same asset.

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<sup>104</sup> NIPB is the legal owner of the PSNI Estate, however day to day responsibility for estate management is delegated to the Chief Constable and the assets are presented within the PSNI's financial statements.

### 1.3 Depreciation

Depreciation is provided on all non-current assets from the month they are brought into service, on a straight line basis in order to write off cost or valuation over their expected useful lives.

Estimated useful lives, which are reviewed regularly, are:

IT equipment	-	5 years
Office equipment and furniture	-	5 - 12 years
Intangible assets (software licences)	-	2 - 10 years

### 1.4 Intangible Assets

The Board recognises software licences as intangible non-current assets. Purchases of software licences are capitalised as intangible non-current assets where the purchase cost of an individual licence exceeds £1,000. Software licences are amortised over the shorter of the term of the licence and the useful economic life. Software licences are revalued annually using appropriate indices provided by the Office for National Statistics.

### 1.5 Operating income

Operating income comprises the recoupment of salaries for staff on secondment and externally generated programme funding received or receivable.

### 1.6 Foreign exchange

Transactions that are denominated in a foreign currency are translated into sterling at the exchange rate ruling on the date of each transaction.

### 1.7 Leases

Leases, where substantially all of the risks and rewards are held by the lessor, are classified as operating leases. These relate rental of the NIPB's headquarters. Rentals are charged to the Statement of Comprehensive Net Expenditure in equal instalments over the life of the lease.

## **1.8 Financial instruments**

The NIPB does not hold any complex financial instruments. This is due to the organisation being a non-trading entity and is financed as a Non Departmental Public Body. The only financial instruments included in the accounts are receivables and payables (Notes 9 and 11).

## **1.9 Financing**

The NIPB is resourced by funds approved by NI Assembly through the latest comprehensive spending review. Resources are drawn down as required to meet expenditure requirements and are credited to the Statement of Comprehensive Net Expenditure Reserve.

## **1.10 Provisions**

Provisions are recognised when: the NIPB has a present legal or constructive obligation as a result of past events; it is probable that an outflow of resources will be required to settle the obligation; and the amount has been reliably estimated. Provisions are not recognised for future operating losses.

## **1.11 Critical accounting estimates and judgments**

The preparation of financial statements in conformity with IFRS requires the use of accounting estimates and assumptions. It also requires management to exercise this judgment in the process of applying the NIPB's accounting policies. We continually evaluate our estimates, assumptions and judgments based on available information and experience. As the use of estimates is inherent in financial reporting, actual results could differ from these estimates. The areas involving a higher degree of judgment or complexity are described below:

**Depreciation and Amortisation:** The NIPB assesses the useful economic life of assets on an annual basis.

### **1.11 Critical accounting estimates and judgments (cont'd.)**

**Provision for Medical Appeals:** The NIPB provides for the cost of outstanding appeals for the non-award of medical pensions based on a contract with the Board's Selected Medical Practitioners, who undertake medical assessments of applicants.

**Provision for Injury on Duty (IOD) cases:** The NIPB provides for the cost of outstanding cases where serving and ex-serving PSNI officers apply for medical retirement and/or injury on duty award. The cost of these cases is provided for on the basis of a contract with the Board's Selected Medical Practitioners, who undertake medical assessments of applicants. Based on past experience, the Board also provides for the cost of cases which may be subsequently appealed.

### **1.12 Value Added Tax (VAT)**

Where output VAT is charged or input VAT is recoverable, the amounts are stated net of VAT. Irrecoverable VAT is charged to the relevant expenditure category or included in the capitalised purchase cost of property, plant and equipment.

### **1.13 Pension costs**

Past and present employees are covered by the provisions of the Principal Civil Service Pension Schemes (PCSPS (NI)). The defined benefit elements of the schemes are unfunded and are non-contributory except in respect of dependents benefits. The Board recognises the expected cost of these elements on a systematic and rational basis over the period during which it benefits from employees' services by payments to the PCSPS (NI) of amounts calculated on an accruing basis. Liability for payment of future benefits is a charge on the PCSPS (NI). In respect of the defined contribution elements of the schemes, the Board recognises the contributions payable for the year.

### **1.14 Trade and other receivables**

Financial assets within trade and other receivables are initially recognised at fair value, which is usually the original invoiced amount.

### **1.15 Cash and cash equivalents**

Cash and cash equivalents comprise cash in hand and current balances with banks which are readily convertible to known amounts of cash and which are subject to insignificant risk of changes in value and have an original maturity of three months or less.

### **1.16 Impairment of financial assets**

The NIPB assesses at each reporting date whether there is an indication that an asset may be impaired. If any such indication exists, or when annual impairment testing for an asset is required, the Board makes an estimate of the asset's recoverable amount. An asset's recoverable amount is the higher of an asset's or cash-generating unit's fair value less costs to sell and its value in use and is determined for an individual asset. Where the carrying amount of an asset exceeds its recoverable amount, the asset is considered impaired and is written down to its recoverable amount. In assessing value in use, the estimated future cash flows are discounted to their present value using a discount rate that reflects current market assessments of the time value of money and the risks specific to the asset. Impairment losses of continuing operations are recognised in the Statement of Comprehensive Net Expenditure in those expense categories consistent with the function of the impaired asset.

### **1.17 Trade and other payables**

Trade and other payables are recognised initially at fair value, which is usually the original invoiced amount. The most significant accrual is in relation to the PCSPs. This is due to the timing of claims submitted for payment and represents the final quarter's expenditure of the current financial year which will be paid post year end.

### **1.18 Employee benefits**

Under IAS 19, an employing entity should recognise the undiscounted amount of short term employee benefits expected to be paid in exchange for the service. The NIPB has therefore recognised annual and flexi leave entitlements, bonuses and unpaid overtime that have been earned by the year end but not taken or paid. These are included in current liabilities for all staff across the NIPB.

### **1.19 Contingent liabilities**

In addition to contingent liabilities disclosed in accordance with IAS 37, the Board discloses for Assembly reporting and accountability purposes certain statutory and non-statutory contingent liabilities where the likelihood of a transfer of economic benefit is remote, but which have been reported to the Assembly in accordance with the requirements of Managing Public Money Northern Ireland.

Where the time value of money is material, contingent liabilities which are required to be disclosed under IAS 37 are stated at discounted amounts and the amount reported to the Assembly separately noted. Contingent liabilities that are not required to be disclosed by IAS 37 are stated at the amounts reported to the Assembly.

### **1.20 Insurance**

The NIPB does not take out general insurance, except where there is a statutory requirement to do so. Instead, expenditure in connection with uninsured risks is charged as incurred.

### **1.21 Accounting standards, amendments, interpretations or other updates that were issued and effective for the 2018-19 financial year**

The NIPB has considered the accounting initiatives amended by HM Treasury and considers that these changes are not relevant or material to its operations.

### **1.22 Accounting standards, interpretations and amendments to published Standards not yet effective**

In addition, certain new standards, interpretations and amendments to existing standards have been published that are mandatory for the NIPB's accounting periods beginning on or after 1 April 2019 or later periods, but which the NIPB has not adopted early. Other than as outlined below, the NIPB considers that these standards are not relevant or material to its operations.

<b>Standard</b>	<b>IFRS 16 - Leases (replaces IAS 17 Leases and related interpretations)</b>
<b>Effective date</b>	January 2019 (EU endorsed 31 October 2017)
<b>FReM application</b>	2020-21
<b>Description of revision</b>	<p>The IASB issued IFRS 16 in January 2016 with an effective date for annual periods beginning on or after 1 January 2019. Early application is permitted for those entities applying IFRS 15.</p> <p>IFRS 16 represents a significant change in lessee accounting by largely removing the distinction between operating and finance leases and introducing a single lessee accounting model. A lessee is required to recognise assets and liabilities for all leases, unless they qualify for low value or short-term exemptions. In addition there are updated disclosure requirements.</p> <p>The lessor accounting model is generally unchanged from IAS 17 but entities should be aware of the introduction and impacts of IFRS 9 <i>Financial Instruments</i>, enhanced disclosure requirements and that a sub-lessor now determines whether a lease is finance or operating based on the right of use asset it subleases.</p>
<b>Comments</b>	The introduction of IFRS 16 is subject to analysis and review by HM Treasury and the other Relevant Authorities. HM Treasury will issue an Exposure Draft on IFRS 16 during 2018 in advance of the effective date.

### 1.23 Financial Reporting - Future Developments

The NIPB has considered the accounting initiatives identified by HM Treasury for which the Standards are under development and considers that these changes are not relevant or material to its operations.

## 2. Statement of operating expenditure by operating segment

At 31 March 2019 NIPB organised into two main business segments reported to the Chief Operating Decision Maker through monthly Management Accounts:

- expenditure which supports the statutory and other objectives of the NIPB; and
- expenditure which supports the statutory and other objectives of the Policing and Community Safety Partnerships (PCSPs). Further information in relation to the PCSPs can be found in the Performance Analysis section of the annual report.

The segmental results for the year ended 31 March 2019 are as follows:

	<b>NIPB £000</b>	<b>PCSPs £000</b>	<b>Total £000</b>
Gross expenditure	<b>3,776</b>	<b>1,576</b>	<b>5,352</b>
Income	<b>(109)</b>	<b>-</b>	<b>(109)</b>
Net Expenditure	<b>3,667</b>	<b>1,576</b>	<b>5,243</b>

The segmental results for the year ended 31 March 2018 are as follows:

	<b>NIPB £000</b>	<b>PCSPs £000</b>	<b>Total £000</b>
Gross expenditure	<b>3,939</b>	<b>1,602</b>	<b>5,541</b>
Income	<b>(120)</b>	<b>-</b>	<b>(120)</b>
Net Expenditure	<b>3,819</b>	<b>1,602</b>	<b>5,421</b>



### 3. Staff costs

Staff costs comprise:	2018-19 £000	2017-18 £000
<b>Permanently employed staff</b>		
Wages and salaries	1,507	1,520
Social security costs	150	153
Other pension costs	304	300
<b>Total permanent staff costs</b>	<b>1,961</b>	<b>1,973</b>
Secondments/agency costs	310	231
<b>Total cost</b>	<b>2,271</b>	<b>2,204</b>

### 4. Other operating expenditure and Provision expense

Other operating expenditure	Note	2018-19 £000	2017-18 £000
Grants to PCSPs		1,535	1,583
PCSP Recruitment costs		31	1
PCSP Training costs		10	18
Running costs		522	369
Accommodation costs		355	316
Rentals under operating leases		370	370
Press and public relations		68	61
Information technology		146	142
Human rights monitoring		14	40
Pension medical services and appeals		122	426
External audit fees		17	15
<b>Total Other operating Expenditure</b>		<b>3,190</b>	<b>3,341</b>
<b>Provision expense</b>			
Provisions provided for in year	12	249	510
Provisions released in year not required	12	(397)	(571)
<b>Total Provision expense</b>		<b>(148)</b>	<b>(61)</b>

PCSPs are funded jointly by the Board and the DoJ reporting through a Joint Committee. The Joint Committee agrees the level of funding for each PCSP based on approval of their Partnership Plans. The PCSP expenditure, above, only relates to the Board's share of the cost.

**5. Income**

	<b>2018-19</b>	2017-18
	<b>£000</b>	£000
<b>Income source</b>		
Reimbursement of payroll costs for secondments	109	119
Data Protection income	-	1
<b>Total income</b>	<u>109</u>	<u>120</u>

**6. Property, plant and equipment**

<b>2018-19</b>	<b>Information Technology</b>	<b>Furniture &amp; Fittings</b>	<b>Total</b>
	<b>£000</b>	<b>£000</b>	<b>£000</b>
<b>Cost or valuation</b>			
At 1 April 2018	93	337	430
Additions	35	2	37
Disposals	-	-	-
Revaluations	-	-	-
<b>At 31 March 2019</b>	<u>128</u>	<u>339</u>	<u>467</u>
<b>Depreciation</b>			
At 1 April 2018	78	266	344
Charged in year	10	25	35
Disposals	-	-	-
Revaluations	-	-	-
<b>At 31 March 2019</b>	<u>88</u>	<u>291</u>	<u>379</u>
Carrying amount at 31 March 2018	<u>15</u>	<u>71</u>	<u>86</u>
<b>Carrying amount at 31 March 2019</b>	<u>40</u>	<u>48</u>	<u>88</u>
<b>Asset financing:</b>			
Owned	<u>40</u>	<u>48</u>	<u>88</u>
<b>Carrying amount at 31 March 2019</b>	<u>40</u>	<u>48</u>	<u>88</u>

Information technology and furniture and fittings are valued using relevant indices.

**6. Property, plant and equipment (cont'd.)**

<b>2017-18</b>	<b>Information Technology</b>	<b>Furniture &amp; Fittings</b>	<b>Total</b>
	<b>£000</b>	<b>£000</b>	<b>£000</b>
<b>Cost or valuation</b>			
At 1 April 2017	92	331	423
Additions	-	15	15
Disposals	-	(7)	(7)
Revaluations	1	(2)	(1)
<b>At 31 March 2018</b>	<b>93</b>	<b>337</b>	<b>430</b>
<b>Depreciation</b>			
At 1 April 2017	66	245	311
Charged in year	10	22	32
Disposals	-	-	-
Revaluations	2	(1)	1
<b>At 31 March 2018</b>	<b>78</b>	<b>266</b>	<b>344</b>
Carrying amount at 31 March 2017	26	86	112
<b>Carrying amount at 31 March 2018</b>	<b>15</b>	<b>71</b>	<b>86</b>
<b>Asset financing:</b>			
Owned	15	71	86
<b>Carrying amount at 31 March 2018</b>	<b>15</b>	<b>71</b>	<b>86</b>

Information technology and furniture and fittings are valued using relevant indices.

## 7. Intangible Assets

	<b>Software Licences £000</b>
<b>2018-19</b>	
<b>Cost or valuation</b>	
At 1 April 2018	28
Additions	-
Disposals	-
Revaluations	-
<b>At 31 March 2019</b>	<b><u>28</u></b>
<b>Amortisation</b>	
At 1 April 2018	3
Charged in year	4
Disposals	-
Revaluations	-
<b>At 31 March 2019</b>	<b><u>7</u></b>
Carrying amount at 31 March 2018	<u>25</u>
<b>Carrying amount at 31 March 2019</b>	<b><u>21</u></b>
<b>Asset financing:</b>	
Owned	<u>21</u>
<b>Carrying amount at 31 March 2019</b>	<b><u>21</u></b>

**7. Intangible Assets (cont'd.)**

	<b>Software Licences £000</b>
<b>2017-18</b>	
<b>Cost or valuation</b>	
At 1 April 2017	82
Additions	14
Disposals	(72)
Revaluations	4
<b>At 31 March 2018</b>	<b><u>28</u></b>
<b>Amortisation</b>	
At 1 April 2017	48
Charged in year	23
Disposals	(72)
Revaluations	4
<b>At 31 March 2018</b>	<b><u>3</u></b>
Carrying amount at 31 March 2017	34
<b>Carrying amount at 31 March 2018</b>	<b><u><u>25</u></u></b>
<b>Asset financing:</b>	
Owned	25
<b>Carrying amount at 31 March 2018</b>	<b><u><u>25</u></u></b>

**8. Financial instruments**

As the cash requirements of the NIPB are met through Grant-in-Aid provided by the Department of Justice, financial instruments play a more limited role in creating and managing risk than would apply to a non-public sector body. The majority of financial instruments relate to contracts to buy non-financial items in line with the Board's expected purchase and usage requirements and the NIPB is therefore exposed to little credit, liquidity or market risk.

**9. Trade receivables and other current assets**

	<b>2018-19</b>	2017-18
	<b>£000</b>	£000
<b>Amounts falling due within one year:</b>		
VAT	<b>45</b>	30
Trade receivables	<b>13</b>	18
Prepayments and accrued income	<b>41</b>	39
<b>Total receivables at 31 March</b>	<b><u>99</u></b>	<u>87</u>

**10. Cash and cash equivalents**

	<b>2018-19</b>	2017-18
	<b>£000</b>	£000
<b>Commercial banks and cash in hand</b>		
Balance at 1 April	<b>26</b>	113
Net change in cash and cash equivalent balances	<b>(7)</b>	(87)
<b>Balance at 31 March</b>	<b><u>19</u></b>	<u>26</u>

**11. Trade payables and other current liabilities**

	<b>2018-19</b>	2017-18
	<b>£000</b>	£000
<b>Amounts falling due within one year:</b>		
Other taxation and social security	<b>5</b>	4
Trade payables	<b>95</b>	309
Balances due to PCSPs	<b>975</b>	1,165
Accruals	<b>857</b>	610
<b>Total payables at 31 March</b>	<b><u>1,932</u></b>	<u>2,088</u>

**12. Provisions for liabilities and charges**

<b>2018-19</b>	<b>Medical Appeals £000</b>	<b>IOD Cases £000</b>	<b>Legal Cases £000</b>	<b>Total £000</b>
Balance at 1 April 2018	84	488	530	1,102
Provided in the year	59	190	-	249
Provisions not required written back	(4)	(13)	(380)	(397)
Provisions utilised in the year	(69)	(29)	-	(98)
<b>At 31 March 2019</b>	<b>70</b>	<b>636</b>	<b>150</b>	<b>856</b>

Analysis of expected timing of discounted flows.

	<b>Medical Appeals £000</b>	<b>IOD Cases £000</b>	<b>Legal Cases £000</b>	<b>Total £000</b>
Not later than one year	70	462	150	682
Later than one year and not later than five years	-	174	-	174
<b>At 31 March 2019</b>	<b>70</b>	<b>636</b>	<b>150</b>	<b>856</b>

<b>2017-18</b>	<b>Medical Appeals £000</b>	<b>IOD Cases £000</b>	<b>Legal Cases £000</b>	<b>Total £000</b>
Balance at 1 April 2017	437	691	170	1,298
Provided in the year	28	122	360	510
Provisions not required written back	(257)	(314)	-	(571)
Provisions utilised in the year	(124)	(11)	-	(135)
<b>At 31 March 2018</b>	<b>84</b>	<b>488</b>	<b>530</b>	<b>1,102</b>

Analysis of expected timing of discounted flows.

	<b>Medical Appeals £000</b>	<b>IOD Cases £000</b>	<b>Legal Cases £000</b>	<b>Total £000</b>
Not later than one year	84	367	530	981
Later than one year and not later than five years	-	121	-	121
<b>At 31 March 2018</b>	<b>84</b>	<b>488</b>	<b>530</b>	<b>1,102</b>

**12. Provisions for liabilities and charges (cont'd.)****(i) Medical Appeals**

This provision relates to outstanding appeals for the non-award of medical pensions and injury on duty pensions as a result of the percentage of disablement awarded, before and after review or due to the implementation date of the award for serving and ex-serving PSNI officers.

**(ii) Injury on Duty (IOD) Cases**

This provision relates to outstanding cases where serving and ex-serving PSNI officers apply for medical retirement and/or injury on duty awards.

**(iii) Legal Cases**

There are currently a number of outstanding legal cases in which the NIPB is named as defendant.

**13. Capital commitments**

There were no capital commitments outstanding at the year-end for which contracts had been entered into or which had been authorised by the Management Board.

**14. Commitments under leases****Operating Leases**

Total future minimum lease payments under operating leases are given in the table below for each of the following periods:

	<b>2018-19</b>	2017-18
	<b>£000</b>	£000
<b>Premises</b>		
Not later than one year	<b>370</b>	370
Later than one year and not later than five years	<b>154</b>	524
	<b><u>524</u></b>	<u>894</u>



## **15. Contingent liabilities disclosed under IAS 37**

### **Court of Appeal judgment on backdated PSNI & NIPB Holiday Pay:**

On 17th June 2019 the Court of Appeal ruled in respect of Northern Ireland Industrial Tribunal's November 2018 decision on cases taken against the PSNI on backdated Holiday Pay. It is recognised that the final detail remains to be determined by the Industrial Tribunal who will be guided by the Court of Appeal's Judgement. The NIPB's liability in this case relates only to employees directly employed by NIPB. Whilst NIPB is the employer of PSNI civilian employees the Chief Constable is responsible for this liability as the NIPB puts funding at his disposal for policing purposes.

This is an extremely rare and complex case with a significant number of issues that still need to be resolved, including further legal advice with regards to the judgment; the scope; timescales; process of appeals and engagement with Trade Unions. The legal issues arising from this judgment and the implications for the Northern Ireland Civil Service (NICS) and wider public sector will need further consideration. The Department of Finance (DoF) is leading a piece of work across the NICS, reviewing the implications for each of the major staffing groups across the public sector.

Until there is further clarity when this work has concluded, and based on the inherent uncertainties in the final decision that will be made, a reliable estimate cannot be provided at this stage.

## 16. Related party transactions

The NIPB is a NDPB of the DoJ.

The DoJ is regarded as a related party. During the year the NIPB has had a number of material transactions with the Department and with other government departments and central government bodies. Most of these transactions have been with the DoF, the NI Assembly, the Crown Solicitor's Office, the Central Procurement Directorate, the Rate Collection Agency and the Northern Ireland Statistics and Research Agency (the last two are executive agencies of the DoF), the PSNI and Local Councils through the PCSPs.

An Independent Board Member is employed by NI Alternatives, a company limited by guarantee which has charitable status. This organisation has been in receipt of grant funding from PSNI and PCSPs during the financial years 2017-18 and 2018-19.

With the exception of the above, no other Board member, key manager or other related parties have undertaken any related party transactions with the Board during the year.

Transactions with related parties are as follows:

Name of related party	Nature of transaction	Amount of transaction		Amount owed to/(from) related party	
		2018-19	2017-18	2018-19	2017-18
		£000	£000	£000	£000
NI Alternatives	Grant funding	29	30	-	-

## 17. Events after the reporting period

No events as defined in IAS 10 have occurred subsequent to the year-end that require disclosure.

### Date of authorisation for issue

The Accounting Officer authorised these financial statements for issue on 4 July 2019.

## 5.GLOSSARY

<b>ABCD</b>	Assets Based Community Development
<b>ABE</b>	Achieving Best Evidence
<b>ACC</b>	Assistant Chief Constable
<b>ACE</b>	Adverse Childhood Experience
<b>AI</b>	Appreciative Inquiry
<b>AME</b>	Annual Managed Expenditure
<b>ARAC</b>	Audit and Risk Assurance Committee
<b>ASB</b>	Anti-Social Behaviour
<b>AWDL</b>	Average Working Days Lost
<b>BU</b>	Be Yourself (BU)
<b>BWV</b>	Body Worn Video
<b>CAD</b>	Central Actuary's Department
<b>CARE</b>	Career Average Re-valued Earnings
<b>C&amp;AG</b>	Comptroller and Auditor General
<b>CCC</b>	Cybercrime Centre
<b>CENI</b>	Community Evacuation Northern Ireland
<b>CETV</b>	Cash Equivalent Transfer Value
<b>CJINI</b>	Criminal Justice Inspection NI
<b>CMC</b>	Contact Management Centre
<b>COP</b>	College of Policing
<b>CPI</b>	Consumer Prices Index
<b>CPS</b>	Crime Prosecution Service
<b>CRJ</b>	Community Restorative Justice
<b>CRN</b>	Community Resolution Notices
<b>CSAE</b>	Child Sexual Abuse and Exploitation
<b>CRU</b>	Central Referral Unit
<b>CSP</b>	Civil Service Pensions
<b>CTC</b>	Co-ordination and Tasking Centre
<b>CSE</b>	Child Sexual Exploitation and Abuse
<b>DCC</b>	Deputy Chief Constable
<b>DEA</b>	District Electoral Office
<b>DFP</b>	Department of Finance
<b>DoF</b>	Department of Finance
<b>DOH</b>	Department of Health
<b>DoJ</b>	Department of Justice
<b>DPA</b>	Data Protection Act
<b>DPCSPs</b>	District Policing and Community Safety Partnerships
<b>DVPO</b>	Domestic Violence Protection Order
<b>ECC</b>	Enhanced Crisis Communications
<b>ECHR</b>	European Convention on Human Rights
<b>EU</b>	European Union
<b>FOI</b>	Freedom of Information
<b>FReM</b>	Financial Reporting Manual
<b>GAD</b>	Government Advertising Department
<b>GAP/NGAP</b>	Guilty Anticipated Plea/Not Guilty Anticipated Plea
<b>GDPR</b>	General Data Protection Regulations
<b>HIU</b>	Historical Investigations Unit
<b>HMIC</b>	Her Majesty's Inspectorate of Constabulary
<b>HMICFRS</b>	Her Majesty's Inspectorate of Constabulary, Fire and Rescue Services
<b>HR</b>	Human Resources
<b>IA</b>	Information Assurance
<b>ICO</b>	Independent Community Observer
<b>IVP</b>	Indictable Cases Project
<b>ICV</b>	Independent Custody Visitor

<b>IDVA</b>	Independent Domestic Violence Adviser
<b>IFRS</b>	International Financial Reporting Standards
<b>IHR</b>	Ill-Health Retirement
<b>IIP</b>	Investors in People
<b>liV</b>	Investing in Volunteers
<b>IOD</b>	Injury on Duty
<b>IMR</b>	Independent Medical Referee
<b>IPR</b>	Individual Performance Review
<b>IRC</b>	Independent Reporting Commission
<b>IROC</b>	Information Risk Owners Council
<b>IT</b>	Information Technology
<b>JATF</b>	Joint Agency Task Force
<b>JSA</b>	Justice Security Act
<b>KPI</b>	Key Performance Indicators
<b>KSI</b>	Killed and Seriously Injured
<b>LGBandT</b>	Lesbian, Gay, Bisexual and Transgender
<b>LIB</b>	Legacy Investigations Branch
<b>LPC</b>	Local Policing Consultation
<b>MARAC</b>	Multi-Agency Risk Assessment Centre
<b>MLA</b>	Member of the Legislative Assembly
<b>MSFM</b>	Management Statement and Financial Memorandum
<b>MSHTU</b>	Modern Slavery and Human Trafficking Unit
<b>NCA</b>	National Crime Agency
<b>OBA</b>	Outcome Based Accountability
<b>OCU</b>	Organised Crime Unit
<b>NDPB</b>	Non Departmental Public Body
<b>NEF</b>	National Expert's Forum
<b>NI</b>	NI
<b>NIA</b>	Northern Ireland Assembly
<b>NIAO</b>	Northern Ireland Audit Office
<b>NICS</b>	Northern Ireland Civil Service
<b>NICTS</b>	Northern Ireland Courts & Tribunal Service
<b>NILGA</b>	Northern Ireland Local Government Association
<b>NIO</b>	Northern Ireland Office
<b>NIPB</b>	Northern Ireland Policing Board
<b>NIPSA</b>	Northern Ireland Public Services Alliance
<b>NISRA</b>	Northern Ireland Statistics and Research Agency
<b>NPCC</b>	National Police Chiefs Council
<b>NPT</b>	Neighbourhood Policing Team
<b>NRM</b>	National Referral Mechanism
<b>NVCP</b>	National Volunteer Cadets Programme
<b>OCG</b>	Organised Crime Group
<b>OCTF</b>	Organised Crime Task Force
<b>OBA</b>	Outcomes Based Accountability
<b>OHU</b>	Occupational Health and Welfare
<b>OPONI</b>	Office of the Police Ombudsman NI
<b>OSD</b>	Operational Support Department
<b>PACE</b>	Police and Criminal Evidence Order
<b>PAT</b>	Police Appeals Tribunals
<b>PBR</b>	Priority Based Resourcing
<b>PCSP</b>	Policing and Community Safety Partnership
<b>PCSPS(NI)</b>	Principal Civil Service Pension Scheme
<b>PCTF</b>	Paramilitary Crime Taskforce
<b>PDMS</b>	Police Decision Makers
<b>PFNI</b>	Police Federation of Northern Ireland
<b>PND</b>	Penalty Notice Disorder

<b>PPB</b>	Public Protection Branch
<b>PPS</b>	Public Prosecution Service
<b>PSNI</b>	Police Service of NI
<b>PSMF</b>	Professional Standards Monitoring Framework
<b>PwC</b>	Policing with the Community
<b>QUB</b>	Queen's University Belfast
<b>RFI</b>	Request for Information
<b>ROP</b>	Reducing Offending in Partnership
<b>ROU</b>	Reducing Offending Unit
<b>RPI</b>	Retail Prices Index
<b>SIRO</b>	Senior Information Risk Owner
<b>SBNI</b>	Safeguarding Board Northern Ireland
<b>SCS</b>	Senior Civil Service
<b>SLA</b>	Service Level Agreement
<b>SMP</b>	Selected Medical Practitioner
<b>SMT</b>	Senior Management Team
<b>SOAS</b>	Super Output Areas
<b>SOD</b>	Structured Outline of Case
<b>SPED</b>	Special Purchase of Evacuated Dwelling
<b>TACT</b>	Terrorism Act
<b>THRIVE</b>	Threat Harm Risk Investigation Vulnerability Engagement
<b>TSO</b>	Trading Standards Officer
<b>UNCRC</b>	United Nations Convention on the Rights of the Child
<b>UU</b>	Ulster University
<b>VAT</b>	Value Added Tax
<b>YCF</b>	Youth Champions Forum
<b>YDO</b>	Youth Diversion Order
<b>YVA</b>	Youth Volunteer Academy

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Annual Report and Accounts  
For the Period 1 April 2018 – 31 March 2019

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## ONLINE FORMAT

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