



Northern Ireland
Policing Board



POLICING BOARD ASSESSMENT OF THE PSNI PERFORMANCE

AGAINST THE POLICING PLAN

2017-18

NORTHERN IRELAND POLICING BOARD PERFORMANCE SUMMARY OF PSNI PERFORMANCE 2017/18

The Policing Board is responsible for determining, and from time to time revising, objectives for the policing of Northern Ireland. The Board and PSNI previously published a Strategic Outcomes document for policing for the four year period 2016 – 2020 which outlined five Overarching Themes and twelve Strategic Outcomes, delineating a medium term vision for improving service provision to the community. Annual policing plans, which set out the proposed arrangements for the policing of Northern Ireland, provide a focused view of how PSNI are delivering on that agreed vision.

The 2016-17 Policing Plan focused on PSNI performance against twenty-six high level performance measures and 13 lower level quantitative and qualitative targets. Following the 2016 *Continuous Improvement Arrangements in Policing* report in which the Comptroller & Auditor General recommended reducing the number of performance indicators and measures in order to focus on the most important aspects of policing performance, the number of Strategic Outcomes featured in the 2017-2018 Policing Plan was reduced from twelve to nine. The nine outcomes were underpinned by twenty-five performance measures and eleven lower level targets.

Previous Strategic Outcome wording	New Strategic Outcome wording
2.1 Reducing harm caused by crime and anti-social behaviour with a focus on protecting the most vulnerable.	2.1 Harm caused by crime and anti-social behaviour is reduced with a focus on protecting the most vulnerable, including repeat victims.
2.2 Protecting and supporting repeat victims.	
4.1 Delivering significant improvement in the quality of files and disclosure to the Public Prosecution Service [PPS].	4.1 Achieve an effective partnership with the Public Prosecution Service and the wider Criminal Justice agencies to deliver more positive outcomes for victims.
4.2 Achieving an effective partnership with the PPS and other key partners in the Criminal Justice System in order to deliver an effective professional service which strives for positive outcomes for victims.	
5.1 Providing an efficient, effective police service focused on protecting frontline services and continually improving and responding to need.	5.1 An efficient and effective police service.
5.2 Demonstrating the best use of resources for the PSNI.	

Section 28(5A) of the Police (NI) Act 2000 requires the Board must provide a summary of its assessment of the Chief Constable's performance in the previous financial year. The information below outlines the measures underpinning the strategic outcomes and themes, some narrative information from PSNI, and a summary of the Board's assessment of PSNI's performance.

Overarching Theme 1: Communication and Engagement

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

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

PSNI PERFORMANCE:

According to the outcome of the Policing Board's module of the Northern Ireland Omnibus Survey on *Public Perceptions of the Police, PCSPs and the Northern Ireland Policing Board* published in September 2017, 90% 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 marginal increase from the April 2016 finding of 88%. The percentage of respondents overall who had total confidence saw a statistically significant increase from 12% in April 2016 to 16% in April 2017.

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											
	2014 (January)			2015 (January)			2016 (April)			2017 (April)		
	C	P	All	C	P	All	C	P	All	C	P	All
Total confidence	9	10	10	8	12	11	10	15	12	12	21	16
A lot of confidence	34	42	39	33	34	34	32	39	37	39	45	42
Some confidence	46	36	40	43	36	39	42	36	39	37	27	32
Total/A lot of/Some	89	88	89	84	82	84	84	90	88	88	93	90
Little confidence	7	10	8	11	14	12	10	8	9	9	7	8
No confidence at all	3	2	3	4	4	4	3	2	2	3	1	2
Little/No confidence	10	12	11	15	18	16	13	10	11	12	8	10
Don't know/refusal	1	0	0	1	0	0	1	0	1	0	0	0

BOARD ASSESSMENT:

How PSNI communicate and engage with the community is one key way in which PSNI can build the community's confidence in their ability to keep people safe and increase the perception that they act in an open and impartial manner.

In considering PSNI performance across the six measures under Strategic Outcome 1.1, Members noted the range of activities and training that PSNI are undertaking in order to improve confidence in all communities. As outlined above against Measure 1.1.1, while the increase of 2 percentage points between April 2016 (88%) to April 2017 (90%) in confidence in the police's ability to provide an ordinary day-to-day service and in local police is not statistically significant, it does continue the general trend of high levels of confidence in PSNI. Given the relative stability of that trend, it is perhaps 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 DEAs where it is historically lower, as well as a particular focus on young people, is considered by measures 1.1.3 and 1.1.4.

However there are a number of other findings from the Omnibus survey which will require careful consideration by PSNI, and the Board will discuss the results in more detail in order to ascertain relevant causation factors. Over two thirds (68%) of respondents indicated that they thought that the police were doing a very/fairly good job in their area, a statistically significant decrease on the April 2017 finding of 74%. The proportion of Catholic respondents who thought that the PSNI was doing a very good/fairly good job in their area has fallen from 73% to 65% and the proportion of Protestant respondents who thought this has also fallen from 76% to 71%. Almost three quarters (74%) of respondents were very satisfied or fairly satisfied that the PSNI treat members of the public fairly, a statistically significant decrease of 4% points since April 2017 (78%), but roughly in line with the 2016 survey results (73%).

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

PSNI PERFORMANCE:

Question	% responding Strongly Agree/Agree		
	2016	2017	% pt change
The police officers/staff treated me with fairness and respect	81.1	81.4	0.3
I am satisfied with how well I have been kept informed of the progress of my case	54.3	55.6	1.3
I am satisfied with my contact with PSNI	63.5	63.7	0.2
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	-0.9

The PSNI survey approximately 2,000 victims of crime per month to assess the quality of the service that has been received. The table above shows the results of this survey for 2016 and 2017. Three of the measures have increased slightly while one has decreased, however none of these changes are statistically significant. The results are confounding as the responses to the first three measures show that more people believed they were treated with fairness and respect, were happy with the information provided on the progress of their case and were satisfied with their contact with PSNI but fewer people would recommend reporting a crime to the police, based on that experience. It suggests that other factors influence the decision on whether or not to recommend contacting the police beyond their personal experience.

BOARD ASSESSMENT:

Members noted the contradiction between the satisfaction rates outlined in questions 1-3 with the response to question 4 and therefore welcome that the victim satisfaction survey will be subject to a process of internal analysis and quality assurance to ensure that the questions remain fit for purpose, particularly given the similar nature of questions 3 & 4. Members however caution that it is nonetheless important to understand the causation factors that would lead to individuals receiving a satisfactory service, yet not recommending that their friends or family report crime to PSNI in the future should they become a victim.

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 have advised that they 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 Members note that no specific recommendations have yet been communicated to the Board beyond a general intention to use the information in a more meaningful and positive way.

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

PSNI PERFORMANCE:

During 2017-18 independent research was conducted in six District Electoral Areas (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). These areas are different to the areas studied in 2016/17 therefore it is not possible to make comparisons. However this research has identified a number of opportunities for PSNI to improve confidence in policing.

BOARD ASSESSMENT:

Members were encouraged at the independent research carried as part of measures 1.1.3 and 1.1.4 out in Oldpark (Belfast City), Titanic (Belfast City), Lurgan (Armagh, Banbridge & Craigavon), the Moor (Derry City and Strabane), Torrent (Mid Ulster) and Macedon (Antrim and Newtownabbey) in terms of constructing a robust evidence base to inform what bespoke activities and initiatives would work best on those communities.

With particular reference to Measure 1.1.3, PSNI informed the Board that further independent research was being carried out in another six District Electoral Areas (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). Building confidence in those communities where it is historically lower, particularly where paramilitaries are prominent, is not something that will yield results overnight. While Members support all activities that lead to increased confidence in harder to reach communities, PSNI have not been able to clearly articulate the positive benefits thus far accrued in the previous six DEAs before this additional research was undertaken. PSNI informed the Board that all PSNI Districts were provided with specific information in respect of confidence levels in their respective areas and supported with a small amount of funding to take forward initiatives to address and enhance levels of confidence locally. While positive results may not be immediately perceptible, Members hope to see greater detail in future reports on the activities carried out, the benefits that PSNI hope will accrue, and any interim results. This work is very challenging and there is a key role for other public service, agencies and community & voluntary sector organisations. Policing and Community Safety Partnerships (PCSPs) and Policing Committees have a vital role to play and the Board anticipates that they will offer leadership and material support in helping PSNI in these areas.

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

PSNI PERFORMANCE:

Independent research in six areas [Oldpark (Belfast City), Titanic (Belfast City), Lurgan (Armagh, Banbridge & Craigavon), the Moor (Derry City and Strabane), Torrent (Mid Ulster) and Macedon (Antrim and Newtownabbey)] which commenced in 2016-17 completed in 2017-18. The research identified some of the more

successful initiatives PSNI deliver to build confidence in young people. This will inform future engagement initiatives.

Furthermore the Youth Volunteer Academy (YVA) is now active in three districts - Mid and East Antrim, Mid Ulster and Armagh and Banbridge and Craigavon. The Youth Volunteer Academy is run in partnership between PSNI, the Education Authority and Northern Ireland Ambulance Service. Each scheme aims to recruit 15 young people deemed to be “At Risk” into a programme of activities designed to increase their confidence in policing and other public services, whilst raising awareness of anti-social and risk taking behaviours. The programme is designed to strengthen the relationship between police and young people, break down barriers and promote positive role models.

The YVA programme has been evaluated as being effective in engaging “hard to reach” young people, introducing them to positive policing, teaching them new skills, enhancing their confidence and increasing their self-esteem. A further three schemes are currently being identified for commencement in the autumn of 2018 with the intention to have three schemes operational across PSNI at any one time.

BOARD ASSESSMENT:

One of the key activities PSNI have highlighted with regard to Measure 1.1.4, which requires PSNI to increase confidence among young people in Oldpark, Titanic, Lurgan, the Moor, Torrent and Macedon 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 Northern Ireland Ambulance Service funded through the Uniformed Youth Social Action Fund. An external evaluation of this concept was carried out by Community Evaluation NI (CENI) in October 2016. 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 scheme was initially based on the National Volunteer Police Cadets programme (NVPC) model, its purpose and focus shifted away from recruitment to 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. While this pilot will undoubtedly inform PSNI practice going forward, the use of the YVA poses a number of issues which the Board will 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.

However Members again expressed their frustration at a lack of information from PSNI with regard to the key points of learning from a previous Perceptive Insights survey of young people's confidence in the police. Among its findings, the report noted that males (44%), those aged 16 to 18 (40%) and those from a Catholic background (43%) were less likely to view the police in a positive light when compared with females (54%), 10 to 12 year olds (57%) and Protestant respondents (57%). Respondents living in the most deprived areas (34%) were less likely to report having a positive opinion of the police in their area than those in the least deprived areas (56%). Similarly, respondents living in urban areas (46%) were less likely to report that they have a positive opinion of the police than those from a rural area (54%). The survey also reflected young peoples' experience of policing in terms of familiarity with police officers, exposure to police in their local area, school and social media, direct contact with the police, and satisfaction in the event of contact with a police officer. Members' expectation was that research would provide a robust and credible evidence base to inform engagement activities. PSNI's only update in relation to their targeted engagement with young people is that it was being taken forward through Districts and PCSPs and would be delivered by the end of March 2018. No further specific information have been provided to the Board about the nature of these initiatives which makes it problematic when assessing the effectiveness of PSNI's engagement with young people.

Measure 1.1.5: Reduce allegations against the PSNI

PSNI PERFORMANCE:

	2016/17	2017/18	% Change
2017- No. of complaints	2755	2504	-9.1%
No. of allegations	4741	4159	-12.3%
Oppressive Behaviour	1041	850	-18.3%
Failure in Duty	2248	2071	-7.9%
Incivility	281	235	-16.4%

18 is by far the lowest year for allegations since the Police Ombudsman's Office was formed. There has been a sustained year on year reduction over the past 5 years. The main allegation categories have all reduced significantly.

BOARD ASSESSMENT:

In terms of reducing the number of allegations made by members of the public to the Police Ombudsman about PSNI officers as outlined in Measure 1.1.5, Members were very encouraged to see that that the number of allegations had decreased by 12.3% between 2016/17 (4741 incidents) and 2017/18 (4149 incidents). Following consideration of PSNI performance in 2016/17, Members noted that allegations of failure in duty had increased by 4%. Given that such allegations include the conduct of police investigations/incident response, failures in contact, failure in record management, conduct in a custody suite, failure to act impartially or failure in duty of care, there is a potential for vulnerable victims of crime to be failed by the police, lowering confidence and discouraging them from reporting to the PSNI in the future. The Board asked PSNI to address this increase as part of the Complaints Reduction Strategy and noted that such allegations had reduced by 7.9% in 2017/18 when compared with the previous year. In order to learn lessons and understand better what initiatives are most successful in reducing allegations as part of PSNI's

Complaints Reduction Strategy, it is important that PSNI determine whether the reduction is as a result of specific interventions, or whether wider societal issues such as fewer public order incidents were a key factor. Members will explore this issue in more detail with PSNI in 2018/19.

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

PSNI PERFORMANCE:

As of 31 March 2018 31.6% of Police Officers and 19.5% of Police Staff were Roman Catholic. The percentage of Roman Catholic Police Officers has increased slightly from 30.5% on 31 May 2017. There has been a slight reduction in the percentage of Roman Catholic Police Staff compared to 31 May 2017 (19.8%).

As of 31 March 2018 29% of Police Officers and 58.6% of Police Staff were female. There has been a slight reduction in the percentage of female Police Staff compared to 31 May 2017 (61.5%). The percentage of female officers remains unchanged.

Roman Catholic Police Officers are under-represented in all Departments, except District Policing. However there has been improvement across all Departments in the numbers of Roman Catholic Officers in 2017-18.

Female officers are under-represented in Operational Support Department. In order to improve gender representativeness, female only information days were held in relation to vacancies within units with under-representation. At the information days, all of which were well attended, attendees were able to meet with the training teams to find out more about the different roles and areas that the vacancies were in, and they also had the chance to ask questions in relation to training, working practices and conditions.

PSNI have a number of associations dedicated to supporting under-represented groups such as the Women's Police Association, Ethnic Minority Police Association and PSNI LGBT+ Network.

In 2017-18 22.7% of Police Officer and 18.9% of Police Staff appointments were Roman Catholic. In 2017-18 29.0% of Police Officer and 40.9% of Police Staff appointments were female.

The latest Police Officer recruitment campaign has seen the highest proportion of applicants from a Roman Catholic community background (31.8%) and female applicants (39.3%) since recruitment into PSNI began in 2013.

Officers from local Neighbourhood Policing Teams and the LGBT Network held a series of recruitment information events. These events provided an open forum to engage with the public affected by LGBT issues. The events were positively received and well attended.

BOARD ASSESSMENT:

One of the key current drivers of community confidence in the PSNI is in relation to the representativeness of the organisation, with Measure 1.1.6 requiring them to improve under-representation in respect of gender and community background. Police forces in England & Wales face the same challenges in a different context, in terms of having a representative workforce of the communities they serve so this is by no means a situation unique to PSNI. Members are also cognisant that even placed within the framework of a four-year Policing Plan, it will take longer to address historical imbalances and the Board remains committed to working with PSNI and key partners to deliver a more representative police service that better reflects our community. Nonetheless it is important that PSNI demonstrate a positive direction of travel when it comes to the representativeness of the organisation.

Statistical information regarding representativeness is included above in the PSNI performance narrative. There have been a series of small incremental increases since September 2016 in regards to the proportion of Roman Catholic police officers across the organisation. Now totalling 31.6%, this is the highest percentage in the PSNI to date. There has also been a further small increase in the number of female police officers since the 2017 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%, E&W – 29.8%).¹ It is also worth noting the increase in the level of male police staff over the period, with a significant uplift in the area of District Policing (+15.8% to 42.7%) partly as a result of the insourcing of Custody Detention Officers from previous Managed Service contract provisions. While much focus is placed on officer recruitment, it remains noteworthy that as at March 2018, only 19.5% of Police Staff were Roman Catholic, a slight reduction from March 2017 (19.8%). This is a concern for the Board and Members expect PSNI to take active steps to improve the representativeness of Police Staff.

This measure also focuses on under-representation in terms of gender and community background in the PSNI staffing structure, particularly in those branches where it is an abiding issue. The Board previously welcomed the implementation of a Positive Action Plan as a means of increasing the representativeness of key departments across the organisation, particularly those where there has been a historical imbalance. It is disappointing therefore that PSNI have not updated this Action Plan for 2017/18 and have provided only limited updates against a small number of the twenty-two actions contained therein.

Police Officers by Community Background

	Roman Catholic Sept 16	Roman Catholic May 17	Roman Catholic Jul 17	Roman Catholic Mar 18	% Points Change (Jul 17 – Mar 18)
Other Departments	22.1%	23.3%	25.1%	22.7%	-2.4
Crime Ops	26.6%	28.1%	28.3%	28.7%	+0.4
District Policing	35.6%	34.9%	34.5%	34.3%	-0.2
Op Support	26.8%	28.5%	28.7%	30.2%	+1.5
Total Service	31.2%	31.5%	31.5%	31.6%	+0.1

Police Officers by Gender

	Female Sept 16	Female May 17	Female Jul 17	Female Mar 18	% Points Change
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¹ 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, pp. 28-29.

					(Jul 17 – Mar 18)
Other Departments	35.2%	36.2%	37.0%	32.8%	-4.2
Crime Ops	36.4%	37.5%	38.0%	38.0%	0.0
District Policing	28.2%	28.2%	28.2%	28.8%	+0.6
Op Support	11.1%	11.5%	11.1%	12.0%	+0.9
Total Service	28.4%	28.7%	28.8%	29.0%	+0.2

Across the various departments, Crime Operations and Operations Support have witnessed percentage points increases of 0.4 and 1.5 respectively showing a positive direction of travel. In contrast other Departments² saw a 2.4 percentage points decrease in the same period, with the total proportion 22.7%- well below the service average. Similarly the % of female officers in other Departments fell by 4.2% since July 2017. This is something which requires more detailed consideration with PSNI in order to understand exactly where and why these marked differentials have emerged. While PSNI have demonstrated some of the steps being taken to improve representativeness across the entire organisation such as the implementation of the Gender Charter Mark and Stonewall Equality Index through a Positive Action Group, thus far they have failed to clearly articulate the steps being taken to tackle under-representation across those departments where diversity has been a historical issue. Members will therefore seek further clarification from PSNI as to the steps they are taking to improve representativeness and to evaluate the impact any initiatives are having.

It is also important that future recruitment campaigns learn lessons from previous experiences if a more representative organisation is to be achieved. As a result of a report carried out by Deloitte entitled 'Understanding barriers affecting police officer recruitment', PSNI made changes to the recruitment process to address some of the issues and recommendations identified, specifically the length of time of the recruitment process and the format of the exam. The recruitment campaign launched in October 2017 had two key target audiences; 18 – 24 year old females and 18 – 24 year old Roman Catholics, with the advertising agency using targeted methods to increase awareness. The number of applications received was the highest under the

² Other Departments includes a range of other Departments outside of Crime Operations, District Policing and Operational Support, such as Legacy & Justice, Discipline & Vetting, HR, Finance, Legal, Communications and Corporate Governance.

post-Patten recruitment arrangements, and while the number of female applicants increased to 39.36% (last campaign 35.67%) the number of Roman Catholics remained unchanged at 31.8% (last campaign 31.81%). In addition the percentage of 18 – 24 year old applicants had decreased to 44.9% (last campaign 46.03%). Full analysis of the applicant pool will be provided to the Board in April 2018 following the completion of the process and a merit list being established. Members will consider the full pattern that emerges through that campaign, particularly the representativeness of the final merit list.

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

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**

PSNI PERFORMANCE:

In the last financial year a number of activities have been undertaken to improve police-community decision making, including:

- Problem Solving and Community Empowerment Knowledge Centres developed and launched on the internal intranet.
- Open University Modules developed to enhance skills, knowledge and confidence around collaborative problem solving. These modules are now a pre-requisite for all new police officers and police staff joining PSNI.
- Policing with the Community training has been completed for over 1,700 personnel across Districts, OSD and Crime Operations.
- 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.
- The Youth Volunteer Academy (YVA) project is a positive example of Policing with the Community behaviours in action, particularly collaborative decision making for the benefit of our local young people and the local communities we serve.
- Community Empowerment is about involving local people directly in making decisions on the priorities and services in their communities. Work has been conducted to develop and enhance skills and capability to engage with

communities, identify and utilise community assets and develop meaningful collaboration.

The Project has also delivered a number of initiatives to help embed the Policing with the Community ethos and behaviours including:

- Threat, Harm, Risk, Investigation, Vulnerability and Engagement (THRIVE) model for decision making has been introduced in Contact Management Centres (CMC). Contact Management are very often the first point of contact that a person has with our 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.
- Top Callers Process which identifies repeat callers for further research to understand the issue and potential vulnerability which is used to develop local problem solving.
- 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.
- September 2017 was 'Policing with the Community Month' which included a full schedule of daily emails and internal intranet articles to raise awareness of

the ethos and behaviours generally and specifically how these are being applied across the organisation.

BOARD ASSESSMENT:

Policing with the Community (PwC) is a key element in promoting cultural change within PSNI and collaborative decision making in and with local communities. It consists of three key areas underpinned by a range of associated activities: People & Culture³, Information & Analysis⁴, and Making a Difference⁵.

In 2016/17 Members welcomed the progress made in terms of community engagement with the introduction of a specific Service Policy in respect of PwC and the requirement for PwC behaviours to be evidenced through individual IPRs, as well as specific initiatives aimed at embedding the PwC ethos. However Members found that in 2017/18 the focus of information provided to the Board tended to be on the People & Culture workstream of the PwC project which is largely engaged with internal process, knowledge and capability building and training. This is undoubtedly an important process that PSNI need to undergo to ensure that the concept itself is embedded across the organisation and that officers and staff have the skills and expertise necessary to work more closely and more effectively in communities. However by focusing on this strand across their reports it may create a perception that PSNI aren't carrying out more outward facing work, particularly in those areas where confidence in policing is historically lower.

An evaluation carried out by Community Evaluation Northern Ireland (CENI) of the Proof of Concept for PwC, which was developed as an Operational Policing Model in Antrim & Newtownabbey District Council Area⁶ from December 2016 prior to

³ 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.

⁴ 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.

⁵ Defined as 'keeping people safe through collaborative working, with key elements which include Calls for Service; Support Hubs; Community Empowerment; and, Collaborative Problem Solving.

⁶ 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.

corporate rollout, is particularly instructive in evaluating the success or otherwise of the operational roll-out of PwC. The evaluation tested the following elements of the Proof of Concept: Calls for Service, Multi-Agency Support Hubs, Community Empowerment, Collaborative Problem Solving, Information Sharing and Strategic Narrative.

CENI highlighted that the focus within the District tended to be on awareness raising rather than capacity building, with officers and staff provided with educational and training information but limited assistance with regard to how to practically implement collaborative working practices. The evaluation found that PwC themed briefings were short, usually no more than an hour, and often set a considerable period before operational implementation meaning that learning may have been limited, with key principles forgotten owing to the extended passage of time. Respondents to the evaluation posited that the time differential and lack of appropriate forum for emerging questions to be answered effectively, the credibility of PwC was undermined.

With particular reference to Community Empowerment, CENI noted a lack of clarity about its purpose and its links with community planning undertaken in collaboration with PCSPs. The evaluation noted a 'degree of scepticism' as to how officers balance and prioritise often conflicting pressures of reactive policing and building up rapport and relationships in local communities. An officer in the District was quoted as stating that Community Empowerment was *'good in theory but with the cuts it's difficult for it to work effectively ... if the resources aren't there, it won't work'*. Resourcing pressures, particularly to Local and Neighbourhood Policing Teams, was seen as a limiting factor in this workstream. This presents particular challenges when officers face conflicting pressures of reactive policing and building up rapport and relationships in local communities and the Board will require PSNI to more effectively articulate how it will prioritise building positive relationships in and with communities.

CENI and the Senior Management Team in the District highlighted a key concern that the implementation of the Proof of Concept was rushed, with confusion around its organisation and how it was to be delivered. This was described by senior

officers as a sense of PwC being *'being done to and not with'*. Fundamentally there was no theory of change explicitly outlined at the start of the process and there was a lack of clarity about what success would look like in the District given its intangible benefit in many work areas. A theory of change is vital in taking forward any transformational programme: it defines the nature and scope of a programme, the key outcomes and the work to be undertaken to achieve them, what difference this makes to key stakeholders and how this contributes to longer-term organisational goals. Policing Board Members expressed concern that these factors displayed a lack of precision and transparency in planning, for without a clear understanding of how baseline performance is defined or how success is delineated, it may prove far more difficult to explain to officers and staff, let alone the public and the Policing Board, what positive difference it would make in the District.

CENI's evaluation also found that, as a policing ethos in its proof of concept stage, many facets tended to be nebulous and intangible, meaning it proved challenging for officers to see it as part of everyday business. Many respondents to the evaluation were more enthused by its tangible aspects such as the Support Hubs than by other more conceptual areas such as 'problem solving' which proved difficult to define and evidence. During feedback to CENI, many officers reported that language and terminology used was an issue and had limited relevance to operational reality, tending towards 'project speak'.

Board Members found a similar picture through performance reports received from PSNI which tended to highlight the operation of the Support Hubs as a key facet of PwC. Members are unclear as to its connection to core PwC concepts such as Community Empowerment and Problem Solving given that community involvement in Support Hubs is extremely limited with the predominance of public sector bodies in fostering a collaborative approach. The successful operation of the Support Hubs is undoubtedly an important element of PSNI's collaborative work with other bodies to improve well-being outcomes for communities, with transferrable principles, ideas and skills which should be seen as everyday policing business and not just a bespoke initiative. While it can be viewed as evidence of the development of a PwC

ethos, it does not demonstrate progress in the specific context of this measure. Measure 1.2.1 requires PSNI to demonstrate locality based police-community decision making through co-design that evidences the benefit of community input to the delivery of policing, and the associated impacts and benefits for those communities. While some PwC strands may be in their early stages, the absence of information specific to this measure means that PSNI have not adequately evidenced work which may be developed and subsequently implemented in Districts.

Members accept that the process of embedding PwC is one which involves long term cultural change and can only be achieved through an iterative process and, as such, it may be difficult to measure some elements effectively using traditional quantitative tools. It is also acknowledged that, as the evaluation of the proof of concept found, it is still early in the development of PwC for the Community Empowerment element of the collaborative working model in Antrim & Newtonabbey District let alone being rolled out across all Districts. However Members agree that PSNI will have to demonstrate some degree of progress, however limited, in future reports and that greater clarity is required as to the purpose of Community Empowerment and its connections with community planning led by Councils which has been a key part of District policing for some time.

Overarching Theme 2: Protection of People and Communities

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

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

PSNI PERFORMANCE:

The concept of a multi-agency District Support Hub to provide early intervention and support for individuals and families in crisis is being developed for roll out across PSNI. Currently there are four Hubs fully operational – Derry City & Strabane, Antrim & Newtownabbey, Mid & East Antrim and Causeway Coast & Glens. Plans for the further roll out are being finalised with ongoing liaison with Districts and partner organisations. A Support Hub Readiness Guide has been produced to assist District Commanders in the implementation of the hubs in the remaining seven Districts.

	Derry City & Strabane	Antrim & Newtownabbey	Mid & East Antrim	Causeway Coast & Glens
Number of Operational Meetings held	20	13	7	2
Number of Referrals made	62	43	20	5
Number of actions completed by PSNI	250	64	76	1
Number of Actions completed by Partners	359	67	103	1
Number of persons signposted with no need to refer (diffusion of benefits)	101	24	27	7

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.

BOARD ASSESSMENT:

Overarching Theme 2 reflects the findings of Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) in its August 2016 inspection of PSNI Effectiveness. The Effectiveness inspection assessed how well the PSNI protected vulnerable people from harm and how effective it was at supporting victims. HMICFRS concluded that although PSNI has made the protection of vulnerable people a clear priority, there were a number of areas where improvement was required. The key strategic outcomes and measures outlined in Strategic Outcome 2.1 reflect these areas for improvement.

With regard to the operation of Support Hubs outlined in Measure 2.1.1, four are now fully operational- Derry City & Strabane Council, Antrim & Newtownabbey Council, Mid & East Antrim Council, and Causeway Coast & Glens Council. The purpose of the 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. Some of the partners associated with the Support Hub are PCSP, Health Trusts, Northern Ireland Housing Executive, Youth Justice Agency, Councils, the Education Authority, Probation Board Northern Ireland, Northern Ireland Fire & Rescue Service, and the Northern Ireland Ambulance Service, with each partner able to bring referrals for consideration. Members found that the information provided by PSNI to the Board with regard to the operational of Support Hubs tends to focus on the reduction on demand through calls for service rather than demonstrating positive examples of outcomes for those vulnerable people who are assisted by the Support Hub. Anecdotal evidence from PCSP managers suggests a number of positive examples of multi-agency collaboration, though PSNI have argued that they cannot provide specific examples to the Board due to the potential for identification of individuals. It is therefore difficult to ascertain whether vulnerability has been reduced as a result of the operation of Support Hubs. As they are only recently established it may take some time before the full benefits for vulnerable people can be ascertained and the Board will continue to ask for evidence for wellbeing outcomes for vulnerable people rather than a focus on policing outputs.

Measure 2.1.2: Improve the service to vulnerable groups in collaboration with partners in relation to:

PSNI PERFORMANCE:

- **Hate crime**

The number of reported hate incidents and offences has decreased for most categories in 2017/18 compared to 2016/17. For the first time since recording began the number of Racist hate incidents and offences is higher than Sectarian incidents and offences.

	Total Incidents Recorded			Total Offences Recorded			Outcome Rate (%)		
	2016/17	2017/18	Change	2016/17	2017/18	Change	2016/17	2017/18	% point Change
Racist	1044	1025	-19	654	609	-45	18.2%	14.9%	-3.3%
Sectarian	995	879	-116	694	576	-118	13.0%	12.0%	-1.0%
Homophobic	279	267	-12	162	163	1	21.6%	22.1%	0.5%
Faith/Religio	65	90	25	34	41	7	5.9%	7.3%	1.4%
Disability	112	101	-11	60	48	-12	11.7%	4.2%	-7.5%
Transphobic	20	38	18	12	17	5	25.0%	23.5%	-1.5%

The following table shows the levels of repeat victimisation. Overall 12.0% of victims were identified during the period as being a repeat victim. Around a fifth of all occurrences relate to repeat victims.

	No. of Occurrences ¹	No. of Victims	No. of Repeat Victims	Rate of Repeat Victimisation
Racist	1025	731	89	12.2%
Faith/Religion	90	30	4	13.3%
Homophobic	267	210	20	9.5%
Transphobic	38	21	8	38.1%
Disability	101	72	7	9.7%

¹ Occurrences may relate to an incident or an offence

The Hate Crime Advocacy Service (HCAS) remains in place and PSNI is continuing to work with DoJ to ensure that the service remains appropriate for the community and victim needs. The HCAS has engaged with PSNI as a key strategic partner in addressing hate crime in a number of ways, including briefings/training for police personnel, two-way information-sharing and joint working on awareness-raising. A

recent evaluation of the HCAS indicated a high level of user satisfaction with all respondents (33) agreeing that they received a good service and that they would direct other victims of hate crime to the Advocacy Service.

Partnership working is a routine approach to this work area and this involves statutory partners as well as those within the community and voluntary sector. Proactive engagement with partner agencies, the advocates & key groups to monitor community tensions has been ongoing across the Districts and particularly following recent terror attacks.

PSNI continue to engage with minority communities through involvement in cultural events, such as PRIDE and the Belfast Mela, and religious festivals including Eid celebrations. These events provide an opportunity to explain what can be expected from their Police Service, how to contact PSNI and general information regarding laws.

In March 2018 the Launch of #NoHateHere campaign took place in Mid & East Antrim. This initiative in partnership with the PCSP, local businesses and inter-ethnic forum is about creating Safe Places for reporting across the Ballymena area. This will be trialled and evaluated with a view to roll out across all Districts in the coming year.

- **Crimes against older people**

Older people account for 21.2% of the population and around 7% of all crime is committed against older people.

	Offences			Outcome Rates			Population Share	
	2016/17	2017/18	Change	2016/17	2017/18	Change	Number	%
All Crime (All ages)	98014	98301	+287	28.4%	28.5%	+0.1%	1862100	100.0
All Crime (60+ only)	6893	6865	-28	13.0%	12.9%	-0.1%	394600	21.2
<i>Crime 60-69yrs</i>	3931	3934	+3	15.0%	14.4%	-0.6%	186400	10.0
<i>Crime 70-79yrs</i>	1984	1977	-7	10.4%	12.0%	+1.6%	132100	7.1
<i>Crime 80yrs+</i>	978	954	-24	10.6%	8.8%	-1.8%	76100	4.1

Older people experience more acquisitive crime (theft, burglary and robbery) and

criminal damage than under 60 year olds, this pattern was also evident in 2016/17. The risk of acquisitive crime increases with age, people aged 80 years and above are at more risk than those in 70-79 years age group. While the 70-79 years age group are at greater risk than the 60-69 year old age group.

Repeat victimisation of older victims is managed at District and Area levels through the National Intelligence Model (NIM) structures. The Top Callers process and THRIVE model recently introduced as part of the Policing with the Community Project assists in identifying older repeat victims and any related vulnerabilities.

Scamwise NI partnership, although applies to the whole community, is particularly directed to older and vulnerable persons. The campaign has had four phases to date and the experience of older victims of scams has been highlighted in each.

PSNI is working with the Health and Social Care Trusts (HSCT) and Victim Support to train their staff to raise awareness amongst older persons about the risks of doorstep crimes. A number of doorstep crimes inputs have been developed and a programme is in place with number of the Health Trusts.

In July 2017, PSNI launched the Banking Protocol in partnership with the banks and building societies to help protect older people. The Banking Protocol has had a number of successes to date including the arrest and charge of individuals involved in scamming older people via rogue trading.

The Police Service of Northern Ireland in collaboration with the Utility Regulator and five energy network companies, Firmus energy distribution, Northern Ireland Electricity Networks, Northern Ireland Water, Phoenix Natural Gas Ltd and SGN Natural Gas, has relaunched the Quick Check 101 scheme. Members of the public can now speak directly to a police call handler who can confirm the identity of any callers claiming to represent the utility companies.

- **Sexual offences**

The Rape Crime Unit (RCU) developed an education, prevention and partnership strategy for 2017/18. This involved pilot partnerships working with Nexus – a third

sector charity involved in the counselling of sexual abuse victims. This work allows the PSNI to offer counselling services to victims of sexual abuse, whilst encouraging victims to remain within the criminal justice process. This will allow feedback to form part of the service that the PSNI provide to victims of sexual abuse.

For 2017/2018, the Rape Crime Unit developed an engagement plan. This includes 'drop in' reporting centres, accessible to minority communities where sexual crime is believed to be under-reported. This initiative is being taken forward with a 'drop in' facility with the LGBT community project.

The PSNI and Public Prosecution Service (PPS) have implemented Sexual Assault Advice Clinics for child abuse victims. This will help to achieve prompter outcomes for victims of sexual violence and it will mean a more responsive service to victims, with greater focus on those who need the service most.

Monthly management meetings with the Rowan Sexual Assault Referral Centre (SARC) ensure that the service provided is of the highest standard and allows the team to review cases and to look at other methods to deal with issues in line with all other SARCs throughout the UK. Joint presentations have been delivered in partnership with the Rowan to external groups.

- **Mental health**

Basic mental health training is being developed for student officers during initial training in the Police College. It is intended that this training will be rolled out to all officers. Local charity Youth Action NI recently performed a play for PSNI student officers to help them gain a better understanding of mental health issues. The student officers and the teenagers also took part in a cross-community workshop as part of the event. This was a powerful performance and workshop that placed the spotlight on mental health especially in young people.

In addition, individual mental health points of contact within PSNI have been identified for each District who regularly communicates with PSNI's mental health service lead at PSNI Headquarters. This establishes a joined up approach with district mental health initiatives.

Liaison has been significant with partners within Public Health Agency, Health and Social Care Board, Northern Ireland Ambulance Service, Northern Ireland Prison Service, various Health Trusts and charitable organisations such as Mindwise, Headway, Lifeline and the Samaritans.

In recent months PSNI have been involved in developing interagency working relationships with Adult Mental Health Services, Trust Emergency Departments and the NI Ambulance Service (NIAS) to enhance the experience of those who use Mental Health Services. This indicates the combined enthusiasm from all involved in the continued efforts to provide a high standard of care and to continually improve services for all service users.

BOARD ASSESSMENT:

Measure 2.1.2 requires PSNI to improve service to vulnerable groups in collaboration with partners, particularly in relation to hate crime; crimes against older people; sexual offences; and, mental health.

With regard to **hate crime**, further detail on statistical trends are outlined above. It is notable that the total number of incidents of reported racist, sectarian, homophobic, faith and disability all fell between 2016/17 and 2017/18. Members gave this a cautious welcome. Hate crime is a hidden and under reported crime, making it difficult to determine the true extent of this form of offending and intimidation. Further research is therefore required to ascertain whether there are fewer incidents of hate crime, or that individuals have less confidence to report to police, resulting in statistical figures which are not representative of vulnerable people in our communities. It is certainly notable that the outcome rate for racist, sectarian, disability and transphobic hate crime fell in the same time period. If vulnerable victims do not see positive outcomes after reporting hate crime incidents to police then it may have a significant negative impact on confidence in entire communities in policing and the wider crime justice system.

Measure 2.1.3 compliments this measure by asking PSNI to improve the service provided to repeat victims. With 12% of victims identified as a repeat victim, it is

important that Neighbourhood Police Teams work effectively with other organisations to provide the best level of service to vulnerable victims. Members were encouraged to see positive outcomes owing to collaborative arrangements, such as with the Hate Incident and Practical Advice Scheme as well as the Housing Executive, Belfast City Council and Lidl on the Lenadoon/Suffolk interface among many others. There are also a number of issues highlighted by Criminal Justice Inspection (Northern Ireland) (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. 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'*.⁷ Given that the under-reporting of hate crime is a serious issue Members will explore this issue in depth with PSNI, with particular regard to the critical role that individuals beyond the victim may have in ensuring that victims and the community receive the full protection of the law.

It is also worth noting that inspectors found that victims had a largely positive experience in dealing with Neighbourhood Policing Teams (NPTs) and in building trust, enhancing knowledge of reporting systems and in providing support to minority groups and their representative organisations. However, victims told inspectors that input by NPTs had diminished and officers who had established valuable relationships had moved on. Vulnerable communities and their representative groups had been trying to rebuild relationships with the new local policing teams with limited success but recognised that this was important in maintaining accessibility to reporting frameworks. The resourcing of local policing apparatus is also something that will require dedicated focus from the Board.

In relation to **crimes against older people**, in December 2016 the Commissioner for Older People for NI (COPNI) published a thematic research report entitled *Who's*

⁷ <https://www.psni.police.uk/globalassets/inside-the-psni/our-statistics/hate-motivation-statistics/documents/hate-motivations-definitions.pdf>

Calling? on the levels of cold calls and scams of older people in Northern Ireland.⁸ This research followed on from a previous report on financial abuse of older people in Northern Ireland published in September 2016.⁹ Both reports demonstrated that significant numbers of older people are the victims of scams, with technological developments making older people more vulnerable. Underreporting of the true level of scams is also likely because of the sense of ‘shame’ involved. Scamwise NI has been established as a multi-agency partnership which aims to ‘scamproof’ the public including older people, their families and carers. Partner organisations include COPNI, the Department of Justice, PSNI, the Policing Board, Trading Standards NI, Consumer Council NI and Age Sector Platform. Recently Scamwise NI have launched a media campaign regarding scams and have partnered with the Royal Mail to target postal scam mail being sent to individuals throughout NI. The Board welcomes the key role that PSNI are playing in a multi-agency response to support vulnerable older people within our community and are hopeful that initiatives such as Scamwise will demonstrate evidence of positive outcomes over a sustained period of time.

In improving service provision to victims of **sexual offences**, Members note in particular the establishment of sexual advice clinics for victims of child sexual abuse and exploitation between PSNI and the Public Prosecution Service. These are intended to enhance collaborative working relationships and practices between PPS and PSNI in order to provide speedier outcomes for victims and their family; to build a more responsive service to those who are vulnerable; and to influence a reduction in the resource requirement for investigation by police in cases that are unlikely to meet the test for prosecution. 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. While only focusing on victims of child sexual abuse and exploitation, this is certainly one welcome step in reducing avoidable delay in the criminal justice system for which PSNI and the PPS have faced significant criticism from CJINI and the Northern Ireland Audit Office.¹⁰

⁸ Commissioner for Older People in Northern Ireland, *Who’s calling? Levels of cold calls and scams of older people in Northern Ireland*, December 2016, <https://www.copni.org/media/1117/whos-calling.pdf>

⁹ Commissioner for Older People in Northern Ireland, *Financial Abuse of Older People in Northern Ireland: The Unsettling Truth*, September 2016, <https://www.copni.org/media/1118/financial-abuse-of-older-people-in-ni.pdf>

¹⁰ Criminal Justice Inspection (Northern Ireland), *Avoidable Delay*, June 2010, <http://www.cjini.org/getattachment/c0243f51-1e73-47e8-a6fa-344d5f0063c5/Avoidable-Delay.aspx>;

Members look forward to PSNI carrying out an evaluation of this pilot and providing the evaluation to the Board. In particular Members will wish to discuss whether there is any evidence 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 confidence in the police and the criminal justice system.

Members also note that that the number of recorded crimes for sexual offences (9.3%), rape (17.8%) and other sexual offences (6.3%) have all increased in 2017/18 when compared to 2016/17. However the crime outcomes for each category has also fallen, with 398 for sexual offences in 2017/18 compared with 409 in 2016/17; 57 outcomes for rape with contrasts with 70 in 2016/17; and, 341 for other sexual offences in 2017/18 compared with 339 in the previous year. This is an issue which requires further exploration with PSNI in the coming year.

Mental health poses a particular challenge for PSNI officers and staff, and at a time when the public sector finds its budgets under pressure, the police increasingly become an organisation of first resort when dealing with individuals with complex mental health needs that would be better dealt with by other bodies. The Board therefore welcome the leadership that PSNI are providing in attempting to take a more collaborative approach to support those that come into contact with police who have mental health issues. In particular a street triage pilot in Belfast with the Northern Ireland Ambulance Service, Public Health Agency and Belfast Health & Social Care Trust 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. Members look forward to an evaluation of the pilot to determine its success.

It is also important that PSNI gain a better picture of the demand placed on their

Criminal Justice Inspection (Northern Ireland), *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>; Northern Ireland Audit Office, *Speeding up justice: avoidable delay in the criminal justice system*, March 2018, <https://www.niauditoffice.gov.uk/sites/niao/files/media-files/Speeding%20up%20Justice.pdf>

services by the public and other organisations due to mental ill health. Members therefore welcome the fact that PSNI undertook in depth analysis to examine every call for service where mental health is believed to have been a factor. This will assist PSNI in developing plans on the most appropriate ways forward to address this issue, such as putting a protocol in place with Accident & Emergency staff to prevent officers from spending protracted periods of time at A&E departments when it may not be necessary.

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 PERFORMANCE:

In collaboration with Northern Ireland Policing Board (NIPB) Partnership Committee 19 Wards have been identified which suffer from proportionately high levels of ASB. During 2017/18 a lead officer was appointed in each of the Wards to report on a regular basis across three pillars.

1. Targeting: How does PSNI work with local communities to identify harm from ASB?
2. Tackling: What activity is PSNI engaged in with partners and the community to address the identified issues?
3. Tracking: How is PSNI engaging with the community to assess the impact of the activity undertaken?

The table below shows the levels of anti-social behaviour in each of the Wards for 2016/17 and 2017/18.

	Ardoyne	Ballymacarrett	Beersbridge	Clonard	Duncairn	Falls	New Lodge	Shankill Belfast	Water Works	Woodstock	Woodvale	City Walls	Ebrington	Gallagh	Shantallow	Shantallow East	Mourneview	Parklake	Shankill Lurgan
2016/17	196	330	476	325	1077	707	386	283	722	394	256	753	279	149	44	69	189	279	389
2017/18	198	330	583	336	1112	591	403	402	762	350	308	828	293	205	76	56	200	311	522
% Change	1.0	0.0	22.5	3.4	3.2	-16.4	4.4	42.0	5.5	-11.2	20.3	10.0	5.0	37.6	72.7	-18.8	5.8	11.5	34.2

The Neighbourhood teams working within the above areas have been using an Asset-based community development (ABCD) approach to address issues particularly associated with ASB. This is a methodology for the sustainable development of communities based on their strengths and potentials. It involves assessing the resources, skills, and experience available in a community; organizing the community around issues that move its members into action and then determining and taking appropriate action. This method uses the community's own assets and resources as the basis for development; it empowers the people of the community by encouraging them to utilize what they already possess.

Regular updates to the NIPB detail local initiatives within each of the wards and levels of anti-social behaviour will be monitored on an ongoing basis to understand the impact of this approach.

BOARD ASSESSMENT:

Measure 2.1.4 requires PSNI to demonstrate an effective contribution in addressing antisocial behaviour (ASB) particularly in areas of high deprivation and hot spot areas in collaboration with PCSPs and communities. 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.

Members welcomed the focus from PSNI on implementing the concept of Asset-Based Community Development (ABCD), though questioned why so little reference was made to this concept in PSNI's reporting on the PwC workstreams. ABCD as a concept is focused on social justice solutions to community issues rather than merely

a criminal justice focus, meaning that complex social issues require a community led response. 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.¹¹

As a concept at least, ABCD appears to fit well with the definition of policing with the community outlined 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’.¹²

PSNI have 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. Neighbourhoods 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, which resulted in a drop in ASB and crime in that area. In

¹¹ 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)

¹² 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.

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 tackling the harm caused by ASB, local neighbourhood officers work with community outreach workers while patrolling the Springfield Road interface after increase 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 to encourage young people in the Woodvale area to stay away from Woodvale Park and causing ASB 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.

While the scope and range of activities across all nineteen wards demonstrate commitment from PSNI to help tackle ASB in conjunction with an array of partners, the reporting received by Members does little to emphasise the practical outworkings of the ABCD approach. It should be noted that of the nineteen wards, only Falls (-16.4%), Woodstock (-11.2%) and Shantallow East (-18.8%) witnessed a reduction from 2016/17 to 2017/18. Members will expect further analysis from PSNI which determines the real impact their activities are having in communities and whether the Asset-based community development (ABCD) approach is an effective tool.

Key process questions around ACBD remain: in progressing this approach, who did PSNI engage and collaborate with in the development of the concept itself, particularly in the identification of community assets and how skills and competencies could be developed. Given that a number of the nineteen wards are in communities where there is a historical antipathy to the police, Members were concerned that PSNI may not have the connections in those communities to take this concept forward effectively. There are many behaviours under the umbrella term of Anti-Social Behaviour which 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 leadership role, with PSNI providing a more limited, though

obviously important, contribution. However it appears from the information provided by PSNI that this is a largely policing led intervention. A wider civic conversation is required about the role of the police in responding to ASB and whether, in the context of the wider draft Programme for Government, that leadership and co-ordination of the public and community & voluntary sectors should rest elsewhere.

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:

PSNI PERFORMANCE:

- **Child sexual exploitation and abuse.**

Currently fewer than forty young people are deemed at high risk of sexual exploitation, this number has been decreasing monthly over the last year. Of these young people, 16 are in residential care. PSNI are devising a consistent method of escalating a person who has been identified as potentially posing a risk to a child to one who becomes a 'person of concern'. 'Persons of Concern' are people who appear to be associating with children who repeatedly go missing or are at risk of CSE.

A CSE social worker has been integrated into each of the five PSNI Public Protection Units (PPUs) that are co-terminus with each of the Health & Social Care Trusts. This represents a fundamental change in the approach of social services and police in regards to managing CSE cases. The safeguarding of young persons suspected to be involved in CSE is quicker and multi-agency meeting can be called by either police/social services more effectively. With additional safeguards and supports in place more victims are willing to pursue complaints against perpetrators of child abuse.

CSE officers continue to maintain close working relationships with Residential Home staff and/or the young person's key social worker if they have one to ensure any relevant information is gathered processed and recorded appropriately. Critically

CSE officers maintain regular contact with young people identified as being at risk of exploitation and works hard at building a professional relationship with them, providing them with advice on personal safety.

Health & Social Care Board and PSNI have completed a composite audit review report into a number of young people who were at risk of CSE. The report has been independently reviewed for accuracy and is shortly to be presented to the Safeguarding Board for Northern Ireland (SBNI).

A 'CSE Proactivity Triangle' has been developed, piloted and shortly to be adopted that provides officers with a basic structure of how to identify individuals who pose a risk of exploitation to young people. Joint briefings sessions conducted by Public Protection Branch and Intelligence Branch has commenced across the PSNI.

PSNI continues to work with a number of partners, such as Barnardo's, SBNI and representatives of the night-time economy, to raise awareness of CSE.

Child Internet Protection Team has conducted 187 searches and 110 arrests in the 2017/18 in relation to online Child Sexual Exploitation (CSE). An additional 15 searches and 12 arrests were carried out in joint operations with the National Crime Agency (NCA). This is an increased level of activity compared to 2016/17 when a total of 113 searches and 68 arrests were carried out. A further 7 searches and 7 arrests were carried out in a joint operation with An Garda Síochána.

- **Children who go missing.**

Most recent indicative figures indicate that over half of all missing person reports refer to children. Of these reports, 70% relate to repeat missing children. Although the number of looked after children only accounts for 22.4% of all missing children, they account for 61.2% of all reports of missing children.

Over the last two years the PSNI and the Health and Social Care Board (HSCB) have undertaken significant work to help improve the identification of those who are particularly vulnerable. This has been done through the setting up of a Joint Working Group involving PSNI and HSCB Directors. Work is underway to develop a new

evidence based joint risk assessment process. This is the cornerstone of PSNI's new policy and joint working arrangements. Consultation is also ongoing with the Human Rights Commission and the Children's Commissioner on the same subject.

In September 2017 Belfast District begun piloting a Missing Person Support Team, working with the Belfast Trust Children's homes, identifying the most frequent missing persons from these residential homes and engagement work has commenced with the home, the child and the staff to improve communication and education. This has resulted in a significant decrease in the number of children reported missing from residential homes. Reduction in children reported missing from Belfast children's homes by up to 43% in one month (between November and December 2017) and an overall decrease from August to December 2017.

BOARD ASSESSMENT:

The information provided by PSNI with regard to Measure 2.1.5 reflects the ongoing work within PSNI's Public Protection Unit to protect vulnerable young people who may fall victim to child sexual abuse and exploitation (CSAE), and children who go missing. Like many measures in the Policing Plan, the most effective approach requires collaborative engagement in order to ensure positive outcomes. Members therefore welcome that a CSAE social worker is now embedded into each of the five PSNI Public Protection Units which are co-terminus with the Health and Social Care Trusts. This has enabled information between the two sectors to be shared more efficiently, leading to more positive outcomes. PSNI produce analytical work on a monthly basis which highlights a list of children and young people who are missing three or more times within a six month period. This data and information is then shared with the CSAE team and a CSAE Social Worker who interrogates the data and follows up with children who may be at risk. A CSAE worker will be allocated to these children whom they will meet bi-weekly in order to build supportive relationships.

PSNI also carried out a review of the risk assessment screening tool used for identifying victims of CSAE in conjunction with partner agencies which PSNI state 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 38. However the 2011 Barnardo's report '*Not a world away- the sexual exploitation of children and young people in Northern Ireland*' found that sexual exploitation was identified as an issue of concern in 14.7 per cent of all missing children cases. While this only related to a sample of 1,102 cases, 70.7% of whom were looked after children, with 7,185 missing children cases in 2016/17 it is suggestive that PSNI's figure significantly underestimates the scope of the challenge posed by CSAE. Dr Helen Beckett 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 Policing 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*'.¹³ Members will therefore be seeking further assurances from PSNI about their proactive and preventative work in identifying at risk children and young people and the work they are doing in communities to gain the intelligence needed to make interventions for such potential and actual vulnerable victims.

Measure 2.1.6: Reduce harm caused by Domestic Abuse.

PSNI PERFORMANCE:

The level of reported domestic abuse, both offences and incidents, has increased compared to 2016/17 and is at its highest level since 2004/05 when recording began.

	Offences			Outcome Rate		
	2016/17	2017/18	Change (%)	2016/17	2017/18	%pt Change
Violence against the person	9993	10529	536 (5.4%)	24.7	22.4	-2.4
Criminal damage	1532	1512	-20 (-1.3%)	35.8	33.1	-2.7
Public order offences	734	729	-5 (-0.7%)	59.0	59.7	0.7
Theft offences	726	722	-4 (-0.6%)	45.6	42.4	-3.2

¹³ H. Beckett, D. Holmes & J. Walker, *Child sexual exploitation: Definition and Guide for Professionals* (2017).

Sexual offences	584	675	91 (15.6%)	9.4	4.7	-4.7
Miscellaneous crimes against society	211	215	4 (1.9%)	34.6	30.7	-3.9
Theft offences - Burglary	126	141	15 (11.9%)	36.5	36.2	-0.3
Possession of weapons offences	0	20	20 (/0%)	/0	30.0	/0
Robbery	24	17	-7 (-29.2%)	41.7	58.8	17.2
Total Offences	13930	14560	630 (4.5%)	28.5	25.8	-2.6
Incidents	29166	29913	747 (2.6%)			

However, it is believed that domestic abuse still often goes under-reported so we need to both increase understanding of what forms domestic abuse can take but also encourage those experiencing abuse, or their family and friends, to report it and get help. PSNI's aim is to encourage victims of domestic abuse (and those who can positively influence victims) to recognise the signs of domestic abuse, to know that it's wrong and to stop it by speaking out.

The PSNI continues to chair Multi Agency Risk Assessment Conference (MARAC) meetings. Since its province-wide implementation in January 2010, and as of August 2017, there have been 11,670 high risk cases discussed at MARAC (with 15,099 children associated with these households).

The Independent Advisory Group (IAG) on Domestic and Sexual Abuse continues to meet quarterly, informing the police response to domestic abuse. An analytical product highlighting domestic abuse homicides and attempted homicides has been completed which was shared with the IAG members and Dr John Devaney from Queens University Belfast who is exploring potential further research/publication in this area. PSNI are exploring opportunities to engage in further research with universities, whether in identifying patterns relating to domestic abuse and/or evaluating partnership initiatives.

The PSNI received a Platinum Workplace Charter on Domestic Violence Award from Onus NI. Onus NI offers specialist training and consultancy services on the subject of domestic violence to agencies, businesses and organisations. They offer specialist support to assist organisations to develop bespoke workplace strategies to support employees affected by domestic violence.

BOARD ASSESSMENT:

Reducing the harm caused by domestic abuse is Measure 2.1.6 in the Policing Plan. Members again note the continued increase in domestic abuse crimes and incidents to its highest level since recording began in 2004/05. The number of incidents increased by 2.6% (29,166 to 29,913) in 2017/18 when compared to 2016/17, with the number of crimes witnessing an increase of 4.5% (13,930 to 14,560). This demonstrates the scale of the challenge facing PSNI on a daily basis and the prevalence of domestic abuse in our society. Members welcome a number of steps that PSNI have taken to improve the service they provide to vulnerable victims, particularly repeat victims of domestic abuse. In February 2017 PSNI published a new Domestic Abuse Service Instruction¹⁴ (SI) which sought to rectify issues highlighted within HMIC's PEEL effectiveness report published August 2016. PSNI have described the SI as a 'living document' which can be amended should issues be identified with PSNI policy and practice, such as recommendations by CJINI or the Police Ombudsman.

The introduction of guidelines to link victims (and perpetrators) to incident-only occurrences adopted in May 2016 has now become embedded, enabling repeat¹⁵ victim data to be collated. Members will seek a future briefing from PSNI in order to understand how repeat victim data is being used to create crime profiles, with particular focus on how this will better inform how PSNI and partner agencies investigate domestic abuse incidents and crime and, just as importantly, support victims and their dependents based on their specific needs and circumstances. A criminal justice outcome may not always be the best outcome for a vulnerable victim and victim support is a key issue which Members will focus on in the coming period. In particular Members will explore the application of police-led prosecutions and the use of Body Worn Video (BWV) evidence as a means of increasing the current number of crimes which lead to a charge or summons (23.8% in 2017/18) and decreasing the high number of crimes in which there are evidential problems because the victim does not support further action (43.9% in 2017/18).

¹⁴ <https://www.psnipolice.uk/globalassets/advice--information/our-publications/policies-and-service-procedures/domestic-abuse-270217.pdf>

¹⁵ Person who is subjected to more than one incident of domestic abuse which has been reported to police in the previous 12 months.

Anecdotally Members have been informed of a range of technical issues which have impacted on the effectiveness of BWV evidence such as the ability to playback the evidence during interviews, the submission of electronic evidence to the PPS, and the compatibility of different systems across the criminal justice sector. While there are issues which the Board will expect PSNI to address through their Digital Strategy, this requires a collaborative approach across the criminal justice sector and significant investment. Resource allocation should never be an excuse for vulnerable victims receiving inadequate and antiquated support from statutory agencies.

A key concern for the Board going forward is how PSNI deals with those circumstances in which a physical assault has not occurred, such as instances involving harassment, stalking or coercive and controlling behaviour. These behaviours often escalate to physical violence and even where they do not, they may have a profound impact on victims. With many perpetrators using social media as a medium for ongoing harassment or control, for many victims the experience is suffocating. It is important that PSNI provide the Board with an understanding of the potential cycle of domestic abuse and how successful intervention at an early stage may play a pivotal role in protecting potential victims.

PSNI domestic abuse statistical analysis also demonstrates that one in five domestic abuse victims is a repeat victim. The majority of repeat victims (83.1%) are linked to 2-3 domestic abuse occurrences during the period, though there are a small number of cases where the victim is linked to more than ten occurrences. A domestic abuse repeat victimisation report is produced monthly and circulated to PSNI Districts so that necessary action can be taken to protect victims. This makes training for District officers all the more important and the Board welcomes the fact that 800 Local Policing Team officers have been trained between 2016-2018 via an Enhanced Domestic Abuse course giving those officers a further insight into Domestic Abuse victims and the measures that can be taken to support victims and prevent Domestic Abuse.

The review of the MARAC undertaken by the DoJ has now been completed and is currently under consideration by PSNI and other MARAC partners. PSNI are also working closely with the DoJ on a new Domestic Abuse Offence and a Domestic

Violence Disclosure Scheme while work is continuing on Domestic Homicide Reviews and Domestic Violence Protection Notices and Orders. The Policing Board strongly supports these proposed tools to help vulnerable victims of domestic abuse. Likewise the Board supports the key role that PSNI have played in Derry & Strabane District in the enhancement of arrangements whereby specialist domestic violence court listings are clustered and scheduled on specific days each month. This allows relevant agencies involved to concentrate their efforts and resources into those days in an attempt to improve processes for victims. Members would welcome the expansion of this arrangement across Northern Ireland.

Strategic Outcome 2.2: People are safe on the roads.

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.

PSNI PERFORMANCE:

The number of people, including children and young people, killed and seriously injured in road collisions has reduced in 2017/18 compared to 2016/17.

Road Collisions	2016/17	2017/18	Change (%)
Number of People Killed	65	61	-4 (-6.25%)
Number of People Seriously Injured	837	750	-87 (-10.4%)
Number of Children Killed or Seriously Injured	85	61	-24 (-28.2%)
Number of Young People Killed or Seriously Injured	228	176	-52 (-22.8%)

Analysis of the breakdown of the causes of accidents shows that the number of collisions caused by speeding, drink driving and careless driving have all reduced in 2017/18 compared to the previous year. Additionally, the number of offences relating to drink/drug driving, speeding, use of mobile phones, failure to wear seatbelts and driving without insurance are also down.

PSNI, in collaboration with other agencies, continue to regularly deliver road safety awareness events such as Roadsafe Roadshows and Bikesafe events, across Northern Ireland.

The PSNI Road Policing Unit, Fire Service and Ambulance Service worked collaboratively at an event for secondary school pupils which used a car crash simulation which was relayed by public address by both a senior police officer and fire officer and displayed on a large screen. The crashed car scenario was recreated by the emergency services and featured two young people injured in the crash. The

actors in the simulation were two 17 year olds, one of whom was 'arrested' by police at the scene. As a poignant reminder of the consequences of dangerous driving, the event was closed by a local funeral undertaker arriving at the scene and removing a body bag.

The Close Pass campaign deals with drivers who fail to leave sufficient space when passing cyclists. It involves a plain clothed officer on a bicycle using a small camera, supported by a police motorcyclist. The idea being that where a motorist passes the cyclist in a manner that doesn't allow a safety margin, then the cyclist can radio the vehicle details and direction of travel to his motorcyclist colleague. The driver is then stopped and spoken to about his driving.

Another campaign, See the Cyclist, developed a message and camera log to target cyclists, asking them to wear contrasting or hi-vis clothing and use hi-intensity bicycle lights. The initial thrust of the joint campaign is to educate motorists and cyclists in areas where their behaviour could improve thereby encouraging greater tolerance for each other and promote the equal rights to use the roads.

BOARD ASSESSMENT:

The Board welcomes the reduction of people killed or seriously injured in road collisions, particularly children and young people. Measure 2.2.1 reflects the need for a collaborative approach and that PSNI are just one agency responsible for this area alongside a range of Executive departments and other public sector agencies, with a particular emphasis on outreach and education.

PSNI launched the first 'Kids Court' in Northern Ireland based on good practice from England & Wales at St Aloysius primary school in Lisburn. Any drivers caught exceeding the speed of 30mph limit outside schools are given the option of attending a 'Kids Court' to face a panel of children to account for their actions to explain to pupils why they were speeding rather than receive penalty points and a fine. The pupils also participated in projects to highlight the dangers of excessive speed for road and traffic conditions making them aware of their own vulnerability and responsibility when near a road. PSNI hope to expand this initiative.

PSNI have engaged in approximately thirty youth justice conferences between September 2017 and December 2017 where young offenders have been diverted to an educational programme. As part of prisoner's rehabilitation programme the Roads Education Officer has visited and spoke with prisoners serving sentences for road related crime such as Dangerous Driving Causing Death.

The quad and scrambler multi agency forum have secured funding to deliver diversionary, education programs to youths involved in this activity starting in January 2018. This program will include vehicle maintenance, marshalling, safety equipment and riding skills, and will involve Local District NPTs.

Overarching Theme 3: Reduction in offending

Strategic Outcome 3.1: Identify and intervene with priority offenders

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.

PSNI PERFORMANCE:

Reducing Offending in Partnership (ROP) manages the top 350 priority offenders throughout Northern Ireland, including young people and adults. Every six months the cohort of priority offenders is formally reviewed.

Sixty Statutory and non-statutory organisations are part of Reducing Offending in partnership. Each statutory organisation identifies organisations within the community who can assist in the delivery of the Prevent and Deter and Rehabilitate and Resettlement strands. Stakeholder engagement events have taken place to outline the aims and objectives of ROP. A ROP directory has been produced which provides Area - specific information on the services available. These include Addiction NI, Council for the Homeless NI and Helm Housing; and are being added to as ROP relationships develop.

The Prevent and Deter strand of ROP is aimed at reducing crime and ASB involving young people through early identification and effective intervention strategies. This has now been rolled out across Northern Ireland and ROP partners have identified 143 young persons for the programme. Integral to this process is ensuring Police, Youth Justice Agency, Social Services, Education, and PCSPs identify the right young people for the programme. Multi-agency monthly meetings are held involving all organisations in identified areas across Northern Ireland.

There has been a notable success throughout each area where Prevent and Deter is being delivered with case studies proving that early multi-agency intervention has ensured that young people do not enter the criminal justice system. Finding good programmes to support and motivate emerging offenders to change their life paths is

critical in this process and partners have been seeking to engage with voluntary and private sector partners in developing capacity in this field.

BOARD ASSESSMENT:

The Board welcomes the pro-active approach taken by PSNI and its partner agencies against those individuals who persist in their offending behaviour with tactics such as surveillance, rigorous bail and Anti-Social Behaviour Order (ASBO) conditions. Members also noted the wider positive impact of the ROP, with an economic evaluation of a sample of individuals who went through the programme demonstrating 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.

Strategic Outcome 3.2: Tackle serious and organised crime

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**

PSNI PERFORMANCE:

Action Against Organised Crime Groups					
	2016/17	2017/18	Change	% Change	Change (%)
OCGs Frustrated	45	36	-9	-20	-9 (-20%)
OCGs Disrupted	42	49	7	16.7	7 (16.7%)
OCGs Dismantled	27	14	-13	-48.1	-13 (-48.1%)

The PSNI Organised Crime Unit (OCU) continues to operate as a partner in the Organised Crime Task Force (OCTF), Joint Agency Task Force and the Paramilitary Crime Task Force.

The Cross Border Joint Agency Task Force continues to provide opportunities for and promote real time collaboration between An Garda Síochána (AGS) and the PSNI in their combined efforts to frustrate, disrupt and dismantle 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. As well as restricting the supply of illicit drugs this work has been critical to preventing the acts of violence and intimidation that characterise the struggle between competing OCGs.

In addition to the combined enforcement activity there has also been joint work over the reporting period on shared harm reduction initiatives such as the 'Think before you buy scheme'. Initially a regional AGS initiative the scheme was adopted by the PSNI and Northern Ireland Department of Justice (DoJ) after being identified as best practice. The Paramilitary Crime Task Force is now co-located and has delivered a number of significant policing operations during the reporting period.

	2016/17	2017/18	Change (%)
Drug seizure incidents	5546	6872	1326 (23.9%)
Incidents classified as cannabis farms	39	22	-17 (-43.6%)
Drug-related arrests	2702	3121	419 (15.5%)

The OCTF Drugs Sub Group now incorporates representatives from the Public Health Agency (PHA) and the Coroner's Office to ensure a fully co-ordinated response to the issues of drug and alcohol misuse. RAPID (Remove All Prescription and Illegal Drugs) is a joint health and community safety focussed initiative which facilitates the disposal and removal of all types of prescribed, illegal and illicit drugs at community level. In essence the scheme involves the installation of drugs bins in key community locations throughout Northern Ireland alongside a package of community education and support in relation to raising awareness of the dangers and risks associated with of drug use/misuse and drug dealing, both at individual and societal level, and the benefits of having and promoting the use of the drug disposal bin within that locality as a means of reducing such dangers and risks ultimately creating safer communities and saving lives.

- **Cyber dependent, enabled and facilitated crime**

There remains a significant under-reporting in relation to cyber offences suffered by local business and individuals. During a recent nationally coordinated investigation aimed at identifying potential local victims through details obtained from a foreign jurisdiction, 75% of the Northern Ireland companies visited were found to knowingly have been victims of Cyber Crime but had declined to report the crime.

As previously reported, data in relation to cyber offences is recorded by Action Fraud on behalf of the PSNI and is reported every six months. The latest figures covering the period from April-September 2017 indicate that 152 cyber dependent crimes were reported. Northern Ireland represented 1.4% of the national volume of cyber dependent crime. There has been a noticeable increase in locally reported 'cyber motivated' incidents which encompasses Cyber Dependant, Cyber Enabled and Internet Facilitated incidents, 2753 being reported since 1st May 2017.

During this current reporting period, the Cyber Crime Centre (CCC) have conducted

or supported 199 reported incidents, commencing 41 Crime Ops owned investigations within this time frame. PSNI continues to have success in tackling online criminality, for example one defendant received a sentence of 11 years related to the purchase of a firearm by way of the Darknet. PSNI continues to develop its technical capability and have had success in decryption of devices and access to mobile devices, previously inaccessible to Law Enforcement. CCC has recently taken delivery of the first of two mobile laboratories that place Northern Ireland at the cutting edge of live data forensics.

The response to Cyber Crime has remained focused on the roll out of the National Cyber Protect campaign at a regional level through multi-agency collaboration. This multi-agency approach has involved the development of existing relationships with local industry and business groups, Police Community Safety Partnerships (PCSPs), Government departments and National agencies and the development of a 'Protect' role within the PSNI CCC to work with the National Police Chiefs Council Cyber Protect Team.

PSNI support the Get Safe Online project to promote additional events / Cyber Crime awareness and continues to develop its footprint around the 'Prevent' strand of the campaign which assists business with Cyber Crime Prevention measures. The Get Safe Online events give members of the public an opportunity to approach subject matter experts and improve their own knowledge, or merely to interact with Police to gain reassurance in a complicated and often bewildering aspect of modern life.

- **Human exploitation and trafficking**

During the 2017/18 financial year the PSNI Modern Slavery & Human Trafficking Unit (MSHTU) has conducted 173 screening assessments. From these 36 potential victims of human trafficking were rescued in Northern Ireland and referred to the National Referral Mechanism (NRM). The 36 recovered victims were 17 males and 19 females. Fourteen relate to Sexual Exploitation and 20 from Labour exploitation and two relate to non-specific exploitation. In the financial year 2017/18 the MSHTU conducted 22 searches under warrant along with 59 further safeguarding operations. Eight arrests have been made for modern slavery/human trafficking and /or related offences. Six people have been charged with modern slavery/human trafficking and

/or related offences. Two have been sentenced and a further two are currently on remand and two are on High Court Bail. Two persons were reported to the Public Prosecution Service (PPS) for modern slavery/human trafficking and /or related offences.

PSNI ran a NRM workshop in February 2018 in Belfast for all statutory agencies' first responders to improve the quality of victim identification and the completion of the NRM form and process. MSHTU are assisted by the Department of Justice (DoJ) and their contracted Non-Government Organisations to provide the bespoke care and support needed for the victims that were rescued.

BOARD ASSESSMENT:

In terms of **tackling organised crime and drugs**, the Board is mindful of the findings from the HMICFRS Effectiveness inspection published in March 2018.¹⁶ HMICFRS rated PSNI as 'Good' at tackling serious and organised crime, though noted a number of areas for improvement. Inspectors recommended that PSNI should consider adopting a tiered approach to the formal review of Organised Crime Gangs OCGs, in which tier 1 OCGs are reviewed monthly, tiers 2 and 3 OCGs reviewed quarterly and tier 4 OCGs reviewed every six months. PSNI formally reviews all OCGs every four weeks, regardless of their assessed priority however HMIC found that this places significant demand on analysts. HMIC recommended that a tiered approach to reviews, such as that used in England and Wales, where tier 1 OCGs are reviewed monthly, tier 2 and 3 quarterly and tier 4 every six months is an effective approach and would free up the analysts to undertake other work. The Board will discuss this recommendation in more detail with PSNI in order to determine its practicability.

Furthermore HMICFRS recommended that PSNI should consider adopting the national scale (major, moderate, minor, none and negative) to measure its disruptive effect on organised criminals. Most Police services in England and Wales have adopted a different scale to measure their disruptive effect on organised criminals: major, moderate, minor, none or negative. The PSNI does not use this new scale,

¹⁶ <https://www.justiceinspectorates.gov.uk/hmicfrs/wp-content/uploads/peel-police-effectiveness-2017-psni.pdf>

rather it measures the effect of its activities on serious and organised crime by how successfully it frustrates, disrupts or dismantles OCGs. 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.

With regard to PSNI's response to **Cyber dependent, enabled and facilitated crime**, the Board notes 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.¹⁷ There are a number of recommendations which the Board will require PSNI to provide an update when the Board is reconstituted. 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 Board 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 also require PSNI to provide an update on a bespoke training needs analysis for cyber-crime.

Human exploitation, trafficking, slavery, servitude and forced or compulsory labour ('modern slavery offences') are largely hidden crimes, which poses significant issues when establishing an accurate assessment of the nature and extent of the problem in Northern Ireland. While the NRM helps to inform much of the understanding on the nature and scale of human trafficking and modern slavery across the United Kingdom, it is widely accepted that it only reveals part of the picture particularly since, in the case of adults, the individual must consent to a referral being made.

¹⁷ <http://www.cjini.org/getattachment/de5474c9-fbf4-4caf-b7fd-4c440e133b8f/picture.aspx>

The NRM annual report for 2017¹⁸ demonstrated that there were 17 potential victims referred for crime recording purposes by the PSNI in 2017. When considering the statistics with PSNI's most similar forces, Members expressed concern about a *prima facie* low number.

Police Service	NRM Referrals	Population Size (Million)
Nottinghamshire	24	1
Northumbria	29	1.5
Merseyside	47	1.5
Devon + Cornwall	22	1.5
<i>PSNI</i>	17	1.8
West Yorkshire	80	2.2
GMP	59	2.7
West Midlands	85	2.9

Furthermore the UK Annual Report on Modern Slavery which outlines the NRM Referrals by UK Country in 2015, 2016 and 2017 highlights PSNI's percentage share of NRM referrals decreasing over this time.¹⁹ The below table highlights PSNI's total number and percentage share of NRM referrals decreasing over this time

Area	2015	% of total 2015	2016	% of total 2016	2017	% of total 2017
England	2931	90%	3492	92%	4713	91%
<i>Northern Ireland</i>	53	2%	33	1%	28	0.60%
Scotland	145	4%	152	4%	208	4%
Wales	133	4%	127	3%	194	4%
Total	3262		3804		5143	

This is an issue which the Board will be exploring with PSNI in more detail in order to understand the operational and wider contextual reason behind this trend. In particular Members will require PSNI to demonstrate their proactive strategies to identify potential victims of human exploitation and trafficking, especially the training and skills in the organisation beyond specialist officers in the Human Trafficking Unit, including local & neighbourhood officers who are key in obtaining intelligence in communities.

¹⁸<http://www.nationalcrimeagency.gov.uk/publications/national-referral-mechanism-statistics/2017-nrm-statistics/884-nrm-annual-report-2017/file>

¹⁹https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/749346/2018_UK_Annual_Report_on_Modern_Slavery.pdf

Strategic Outcome 3.3: Tackle paramilitarism.

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

PSNI PERFORMANCE:

Regular meetings have been taking place and documented between senior investigating officers in both police services and partner agencies to tackle the six strands of criminal activity connected to the JATF.

Meetings in early 2017/18 centred on the new AGS Coordinating Tasking Unit (CTU) in Ballyconnell and its coordination with the PSNI CTU in Banbridge of day to day operational activity in relation to cross-border crime.

It was agreed at the Strategic Oversight Group that CSE crime would be replaced by Immigration Crime as one of the strands of the JATF.

On 31 August 2017 the Strategic Oversight Committee met at PSNI HQ where the JATF was discussed and actions agreed in relation to the structure and strategic goals. This was followed by the Operations Coordination Group meeting in Enniskillen on 15 September 2017 involving all the operational leads. On 29 September 2017 a further meeting was held in AGS CTU in Ballyconnell with the PSNI to discuss aspects of the action plan and how these goals could be achieved. A reporting structure for the Joint Agency Task Force has been put in place and is being implemented for the next twelve months. It has been jointly agreed how the analytical product will drive the strategic assessment in relation to cross border crime. The definition of Cross Border crime has also been agreed with the joint leads. This work has led to enhanced engagement and increased coordination regarding cross border organised crime operations.

BOARD ASSESSMENT:

With regard to the JATF Measure 3.3.1 of the Policing Plan focuses on the specific contribution of the PSNI across its six priority areas (ie Rural Crime; Drugs; Human

Trafficking; Financial Crime; Excise fraud; and, Organised Immigration Crime). PSNI's reports against this measure tend to focus on the activities and outputs from the JATF but have not clearly articulated the resources that PSNI have dedicated to this area of work as required by the Policing Plan's performance monitoring framework. This may be due to the fact that, unlike the Paramilitary Crime Taskforce (PCTF), there is no specific co-located JATF team or budget, with the JATF Operations Coordination Group (OOG) providing a collective focus on the agencies 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.

Key operational activity relating to the JATF has included:

- Ongoing investigations by the Drugs Leads in seven cross border Organised Crime Gangs (OCG's), and investigations by the Financial Crime Leads into eleven cross border Organised Crime Gangs. During the period between the 1 April and the 30 September 2018 there were 43 arrests and 50 searches in relation to the seven cross border drugs operations. 22 persons were charged or reported for drugs offences and £1.46 million of drugs were seized and a further £3.5 million of assets were seized or restraint. During the searches five firearms and a number of improvised explosive devices were also seized. In relation to Cross Border Financial Crime operations the Criminal Assets Bureau seized over £1 million of vehicles linked to OCG's.
- Immigration Crime Leads have been involved in four ongoing operations leading to convictions and major disruptions to this illegal activity. The Human Trafficking Leads have commenced two new cross border operations. In July 2018, two Human Trafficking and Modern Slavery suspects were convicted following pleas for three counts of controlling prostitution. The male suspect was sentenced to two years (time served) and has since been deported back to Hungary. The female suspect was sentenced to one year, which was suspended.

- 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 through which 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 was forwarded to the DPP who has directed trial on Indictment for all four charges.
- 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.

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 PERFORMANCE:

The PSNI has established a Tackling Paramilitaries Programme Board to deliver optimum progress against the Tackling Paramilitary Activity, Criminality and Organised Crime Executive Action Plan objectives which relate to them. The Programme board met for the first time on the 1 June 2017.

The Paramilitary Crime Task Force, which comprises PSNI, NCA and HMRC, emerged from the Executive Action Plan for Tackling Paramilitarism. The Task Force has developed incrementally during the financial year 2016/17 and to date this year. During 2017/18 financial year the Paramilitary Crime Task Force has conducted 193 searches; made 47 arrests of which 44 people were charged or reported to the PPS,

seized an estimated £58,000 worth of drugs, restrained £50,000 worth of cash, seized four vehicles, conducted 26 checks of licensed premises, obtained Freezing Orders worth £150,000 and seizures of illicit tobacco products has prevented the loss of £1,237,462 in revenue.

BOARD ASSESSMENT:

The Policing Board has a key role to play alongside the Executive and PSNI to implement recommendation A5 from the Tackling Paramilitary Activity, Criminality and Organised Crime Executive Action Plan which requires a collaborative approach to review the resourcing and operation of policing in communities to ensure that policing is visible and resourced in order to fully engage in those communities most vulnerable to criminal control. A project board leads on four work-streams which include working with the Open University to prepare and implement a training product on place based approaches to policing; collaborating with the Dublin Institute of Technology in designing appropriate data sets to enhance Crime Prevention Initiatives, with focus on community polarisation, social stress, crime and disorder, and community disengagement; commissioning Queen's University to carry out research and report on identifying vulnerabilities of those susceptible to paramilitarism; and, capturing local sentiment in a range of opinion polls.

Despite the Executive not being in place during 2017/18, PSNI, the Board and officials from the Department of Justice have continued to play a key role in this workstream. Work is ongoing to address two components: Research and community engagement in collaboration with PCSPs with communities most affected by the Troubles, and to facilitate community awareness events aimed at increasing mutual understanding between communities and the police and Public Service. PSNI has carried out voice surveys/focus groups where the risks of paramilitary influence are assessed as high. They are also continuing to develop bespoke interventions and training to enhance confidence and problem solving between the police and communities as part of the PwC project. This will include transformational training for front line officers, HMRC, NCA, public service workers and community and voluntary sector.

Members welcome the collaborative approach taken by the Paramilitary Crime Task Force comprising individuals from PSNI, NCA and HMRC in investigations undertaken into 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. These groups do untold damage to their communities and the Board supports the efforts of PSNI and their partners in disrupting their activities.

However Members agreed that the majority of information provided by PSNI to the Board 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. Without community intelligence and increased legitimacy in key communities, it will prove far more difficult to rid our society of paramilitaries.

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 egregious 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. In 2017/18 there were 87 casualties as a result of paramilitary style attacks, 7 fewer than the previous year. During this period there were 22 casualties as a result of paramilitary style shootings, which is 6 fewer than that recorded in the previous year. In the past decade only 2015/16 (14) and 2008/09 (20) had lower numbers, with a ten year annual average of 29. Almost two thirds (64%) of all paramilitary style shootings in 2017/18 were carried out in Belfast (14 casualties). Of the other 8, 6 were carried out in Derry City and Strabane policing district, 1 in Antrim and Newtownabbey policing district and 1 in Ards and North Down policing district. The majority (92%) of paramilitary style shootings carried out over the past 10 years have been attributed to Republican groups.

During 2017/18 there were 65 casualties as a result of paramilitary style assaults, one less than the previous year, reflective of an increasing trend and 81% increase in the number of such casualties over the past 5 years. Responsibility for the majority of paramilitary style assaults conducted in the last ten years has been attributed to Loyalists, with 77% of the 65 casualties resulting from their activities while the remaining 23% were attributed to Republicans. Belfast City policing district accounted for just over a quarter (18 casualties) of all paramilitary style assaults in 2017/18, down from just over a half of all assaults in 2016/17. In contrast, Ards and North Down also accounted for just over a quarter (18 casualties) of all assaults in the past year, up from 12% (8 casualties) of all assaults the previous year. Derry City and Strabane and Antrim and Newtownabbey also reported increases in the number the assaults from the previous year with 6 in each District, up from 1 and 2 respectively in 2016/17.

Outcomes rates for paramilitary style attacks remain low. PSNI have previously advised the Board 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.

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 & Glens), Rosslea & East Erne (Fermanagh & Omagh), Bangor West/Kilcooley (Ards & North Down), Killultagh/Dunmurry (Lisburn & Castlereagh), Larne Lough/Carrick Castle (Mid & East Antrim), Slieve Gullion (Newry, Mourne & 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 have informed the Board that work is being taken forward by through the Policing with the Community 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. However the very nature of problem solving has not been clearly articulated by PSNI to the Board, leaving Members concerned as to whether it is a truly corporeal concept with unambiguous and tangible outcomes for communities. This is something which Members will explore in more detail with PSNI in the coming year.

Overarching Theme 4: More efficient and effective delivery of Justice

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

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

PSNI PERFORMANCE:

The Working Together Project has implemented jointly agreed evidential standards service wide for common summary offences. It has also delivered a number of technical updates to assist with file preparation and review, for example, the introduction of revised case file forms and statement ordering technology. As part of a proof of concept within Belfast District, the Working Together Project has introduced jointly agreed file build specifications which streamline no prosecution file builds and a Police Decision Maker role to advise on disposal decisions and make assessments in relation to anticipated pleas.

As a result of the Working Together proof of concept early indications show that file quality has improved resulting in fewer Decision Information Requests. There is a high degree of agreement between PSNI recommendations and PPS decision which means that officers are completing the correct file build and reducing the amount of rework required. This is particularly evident for no prosecution files. File timeliness has also increased.

Phase 2 commenced on 16 January 2018. During this phase officers submit a proportionate file build dependent on anticipated plea at court. For 28 day charge files, files have been submitted earlier to PPS (81% have been submitted within 12 days) to allow service of documents to defence solicitors prior to first court appearance. At present, an insufficient number of cases have concluded to provide

enough data for evaluation; however the indicators are that there has been an increase in the number of cases pleading guilty at first appearance and a reduction in the number of court appearances. Phase 2 has been extended until the end of August 2018.

The Indictable Case Process (ICP) was initiated on 2 May 2017 with the objective of reducing delay within Crown Court cases for a set range of offences (all drugs offences, Section 18 and Section 20 assaults, attempted murder, and conveying a 'List A' Article into prison). The key to this process is engagement with PPS at each stage of the investigation to assist and focus on specific evidence gathering and appropriate charging. This process results in a more proportionate, graduated file build reducing unnecessary work and removing avoidable delay.

A working group between PSNI, PPS and others, chaired by DoJ meets regularly in order to work towards achieving efficiencies. PSNI and PPS have created improved methods of communicating, by increasing case conferences for these offences, allowing earlier feedback and review in these cases

An Operational Efficiency Group with both PSNI and PPS representatives has been established to improve operational delivery of Criminal Justice projects and deal with arising issues affecting both organisations.

BOARD ASSESSMENT:

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.²⁰ A subsequent follow-up report in 2012 found that progress towards this vision remained slow²¹. In 2015 a detailed investigation of police file

²⁰ Criminal Justice Inspection (Northern Ireland), *Avoidable Delay*, June 2010, <http://www.cjini.org/getattachment/c0243f51-1e73-47e8-a6fa-344d5f0063c5/Avoidable-Delay.aspx>

²¹ Criminal Justice Inspection (Northern Ireland), *Avoidable Delay: A progress report*, January 2012, <http://www.cjini.org/getattachment/0b926375-5443-44b6-b2f9-7a88e6f6725b/picture.aspx>

quality found that the majority of Crown Court case files tested were either unsatisfactory (contained errors or omissions meaning the PPS were unable to make a prosecutorial decision) or poor (contained significant omissions in the core evidence provided).²² Further to this, the Northern Ireland Audit Office stated in the March 2018 report *Speeding Up Justice* that another key reason for the timeliness difference between Northern Ireland and England & Wales is the length of time it takes to complete the early stages of investigations in Northern Ireland.²³

In line with Measure 4.1.1, the Board require PSNI to demonstrate the improvement of their working relationship with the PPS. The Working Together Project²⁴ was set up following CJINI's 2015 inspection on the quality and timeliness of police files (incorporating disclosure) submitted to the PPS, with the aim of improving quality, effectiveness and reducing delay. During the Board's seminar on 28 February 2018 entitled 'From Crime to Court', a consistent view expressed by stakeholders, notably from the CJINI Chief Inspector, was that progress has been slow since the publication of the 2015 report and more needs to be done. However the focus given to this issue through the Policing Plan had demonstrated a resolve from PSNI to improve the working relationship with the PPS. A collaborative approach across the criminal justice system, including the intervention from the Department of Justice and a Justice Minister is needed to ensure a truly effective and efficient system. The absence of an Executive makes this a far more difficult proposition. Justice reform in Northern Ireland is some way behind England & Wales and the Board would strongly advocate for the introduction of statutory time limits to improve the speed of justice as per the previous consultation launched by the DoJ in December 2016.

²² Criminal Justice Inspection (Northern Ireland), *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>

²³ Northern Ireland Audit Office, *Speeding up justice: avoidable delay in the criminal justice system*, March 2018, <https://www.niauditoffice.gov.uk/sites/niao/files/media-files/Speeding%20up%20Justice.pdf>

²⁴ A continuous improvement project established following CJINI 2015 report on Quality and Timeliness of files which sees PPS and PSNI working together to improve effectiveness and efficiency in their working relationships.

Measure 4.1.2: Demonstrate an effective contribution delivering more positive outcomes for victims in collaboration with wider criminal justice agencies, including evidencing progress made with legacy cases.

PSNI PERFORMANCE:

Both the Working Together and Indictable Cases Process projects aim to streamline the criminal justice process to improve the timeliness and robustness of criminal cases going to court. This will reduce the amount of time victims are waiting for cases to come to court and improve the quality of evidence presented.

On 5 February 2018 the Youth Justice Agency implemented a new resolution for young people who have been assessed by a Youth Diversionary Officer as being suitable for a Community Resolution. This resolution will apply to those offences where alcohol or drugs are an aggravating factor and the resolution will be a requirement to attend a drug and alcohol referral scheme managed by the YJA apply across Northern Ireland. This is a positive step in seeking to reduce reoffending and protect the interests and health of the young person and their family by making them more aware of the dangers and impact alcohol and drug misuse can have. On-going enquiries are being progressed to seek to establish a similar programme for adult offenders across Northern Ireland potentially delivered by the Probation Board, but will be dependent on funding.

The Legacy Investigation Branch are currently reviewing and investigating 25 homicide incidents. A number of these incidents involve the death of more than one person.

The Review Team is working on seven reviews from the Case Sequencing Model. One case relates to a Director of Public Prosecutions (DPP) Section 35/5 referral. During the reporting period there have been three additional DPP Section 35/5 referrals and one direct referral from the Attorney General (NI) requesting further investigative action in specific historic cases. Contact is ongoing with legal professionals, victims groups, government departments and the general public.

Incidents linked to 34 'On The Run' nominals are currently being assessed. The reviews of incidents linked to 18 nominals have been completed. Incidents linked to 16 nominals are under assessment.

A member of Forensic Services staff is permanently allocated to Legacy Investigations and solely works on legacy cases; they maintain weekly contact to assist with progress. Databases have been established to enable the progress of forensic submissions to be monitored. Additionally, databases to track the progress of Reviews and the On the Runs enquiry have been implemented. These databases enable progress to be monitored consistently and blockages to be identified and resolved. Identified contact points have been established within PSNI forensic services (Fingerprints, Photography, etc) and within Intelligence Branch to ensure that Legacy cases can be appropriately sequenced and progressed.

Reports have been submitted to the Public Prosecution Service in relation to the events of Bloody Sunday and the murder of Patrick Finucane.

BOARD ASSESSMENT:

One of the most complex and controversial roles the PSNI plays is in relation to legacy issues. Competing political and community narratives pose significant problems of engendering widespread confidence in PSNI's ability to take this work forward. As outlined in their response to Measure 4.1.2, some progress in this area has been made. However the Board notes adverse judicial proceedings which question the ability of PSNI to carry out Human Rights compliant investigations, or in which families allege obstacles remain in drawing many historical legacy inquests to a timely conclusion.²⁵

While Members will continue to require PSNI to provide updates on progress achieved in legacy cases, the Board is of the view that the police are not the most appropriate body to take such investigations forward and would be better concentrating their resources into contemporary policing and justice issues. Though

²⁵ See In the Matter of an Application by Edward Barnard for Judicial Review of the Decision by Chief Constable of the Police Service of Northern Ireland, [2017] NIQB 104; Barnard's (Edward) Application for Judicial Review of the Decision by Chief constable of the Police Service of Northern Ireland, [2017] NIQB 82; Hughes (Brigid) Application, [2018] NIQB 30; McQuillan's (Margaret) Application, [2017] NIQB 28.

there is no political consensus on its remit and operational powers, the Board is of the view that a Historical Investigation Unit proposed through the Stormont House Agreement is required urgently to provide families with answers and justice.

Overarching Theme 5: More Efficient and Effective Policing

Strategic Outcome 5.1: An efficient and effective police service

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.

PSNI PERFORMANCE:

A comprehensive assessment of demand has been carried out. Analysts and Service Leads were tasked to collate data in respect of demand, including reactive and proactive demand as well as taking into account hidden demand less likely to be reported. The data was analysed to determine the levels of current and future demand and to identify patterns and trends. This is supported by the Service TCG processes and the production of the strategic assessment to determine strategic priorities. Current and future demand was assessed under the following headings:

- Responding to the public
- Prevention and deterrence
- Investigations
- Protecting vulnerable people
- Monitoring dangerous and repeat offenders
- Disrupting serious and organised crime
- Responding to major events
- Northern Ireland Related Terrorism
- Legacy

This assessment and understanding of demand has been used to inform the planning processes, the work of the Corporate Development Team and the Priority Based Resourcing Programme Board matching resources to the areas of increasing demand.

BOARD ASSESSMENT:

PSNI carried out an assessment of demand for HMICFRS inspectors at the end of the 2017/18 financial year which took into account current and future demand using an HMICFRS framework which used seven national categories as well as two PSNI specific issues.²⁶ This assessment was coordinated and assessed centrally but had considerable input from PSNI analysts and service leads. The process requires refinement and there are gaps where information is difficult to identify and/or extract from NICHE for analysis. A key purpose of the analysis is to support organisational decision making, particularly with regard to the identification of organisational priorities.

In February 2017 PSNI provided a briefing to the Board's Resources Committee which advised that in taking forward the Demand Profiling continuous improvement project they adopted the College of Policing definitions of demand with some minor alterations, with some benchmarking with other police services in England & Wales. This included consideration of Reactive Demand²⁷, Protective Demand²⁸, Internal Demand²⁹, Hidden Demand³⁰ and Future Demand.³¹ However PSNI have outlined that they did not have the level of resources required to carry out his process as previously envisaged. While PSNI have provided the Board with an assessment of current and future demand as at March 2018, it does little which addresses PSNI's understanding of Protective or Internal Demand, with Hidden and Future Demand analysis limited. The demand analysis carried out by PSNI may well be best described as a functional understanding with a focus on reactive activities rather

²⁶ 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; Protecting Vulnerable People; Monitoring dangerous and repeat offenders; Disrupting organised crime; Responding to major incidents; 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. These priorities currently are Violent Extremism (Violent Dissident Republicans & Fresh Start Groups); Serious and Organised Crime (Drugs Trafficking, Extortion, Money Laundering); and Vulnerability (Child Sexual Exploitation, Person Abuse (Domestic, Elder & Child), Hate Crime).

²⁷ This is the traditional view of demand, such as calls for service from the public or Freedom of Information requests and is fairly narrow in nature.

²⁸ This is more proactive in nature where police take early action to prevent demand. This often involves working with other agencies.

²⁹ This often relates to critical internal processes which support the delivery of policing on the ground and ranges from administrative tasks such as necessary paperwork to more fundamental tasks such as paying officers and staff to ensuring there are vehicles available for front line officers to use.

³⁰ This relates to demand which currently occurs but for a variety of reasons is under-reported. Reasons for under reporting could include lack of awareness by the victim or low public confidence within specific communities. Examples of hidden demand include Cyber Crime and Human Trafficking. Hidden demand has the potential to become future demand.

³¹ This relates to demand which can be reasonably predicted to occur in the future. It may arise from specific events e.g. legislative change or technological advancements, but may also include previously hidden demand which overcomes former barriers and starts to get reported.

than proactive attempts to reduce certain types of demand as well as internal inefficiencies. This has potential consequences for the identification of organisational priorities, how resources can best be allocated, and the identification of performance indicators in future Policing and Performance Plans. This is an issue which is at the very core of the effectiveness and efficiency of policing in Northern Ireland and has profound consequences for resource allocation and has knock-on effects across every branch and department of the organisation as well as impacting on the service the community can expect. This is an issue that will be considered in more detail by the Boards Resources Committee given the impact that it has across a number of other measures in the Policing Plan, particularly 5.1.2 and 5.1.3 (considered below).

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.

PSNI PERFORMANCE:

HR prepare scenario plans on a regular basis, in close liaison with Finance, to assist in determining affordable staffing levels and the optimum staffing mix against forecasted wastage levels and to determine police and staff recruitment and promotion plans. The optimum staffing mix to remain within available budget for 2017/18 will see a reduction of police officer numbers to 6,711 and an increase in police staff to 2,400.

PSNI are engaged in a Priority Based Resourcing (PBR) project with the aim of ensuring the most efficient use of staffing and other resources to meet measured demand. A PBR Programme Board chaired by the Deputy Chief Constable meets on a monthly basis to determine achievable outcomes from the PBR process to determine the most effective staffing mix and to drive forward delivery through the Resourcing Delivery Group (RDG). The development of an affordable Human Resource Distribution Plan (HRDP) to distribute the 6,711 police officers and 2,400 police staff is one of the main goals of this process. The distribution and skills mix is being realigned to ensure the most efficient and effective distribution against demand.

BOARD ASSESSMENT:

Without a clear understanding of demand upon PSNI service it is also unclear how the police can demonstrate progress against Measure 5.1.2 which requires them to compile a sustainable plan for its future workforce that is aligned with its overall demand and budget. Having not presented sufficient information with regard to work undertaken to understand protective, hidden and internal demand, it is difficult to understand the extent to which the skills a future workforce will require.

In the 2016 Efficiency inspection HMICFRS found that PSNI's workforce model was unsustainable due to an over reliance on overtime and continuing long-term sickness, and that over the three years from December 2015, 1,438 officers would become eligible for retirement which is more than 20% of the workforce. PSNI's Resource Plan for 2017/18 stated that PSNI believes the reduction in officers from 6,760 to 6,711 will be achieved through the high levels of retirement that are expected over the next two years. This scenario presents a significant skills and experience atrophy and Members are concerned that reporting against the Policing Plan thus far has not reflected any analysis of what skills and training may be required across the organisation in preparation of the high level of retirements and how the understanding of emerging and hidden crimes types and the potential harm to victims may change how officers carry out their roles most effectively and what competences they need. Alongside the issue of demand, this is an area that requires further oversight and discussion in the coming year with the Chief Constable. While PSNI have reference the HRDP in their reporting against the Policing Plan, this has not been shared with the Board, nor have its particulars been adequately articulated.

Measure 5.1.3: Development of clear and realistic plans for achieving the likely savings required beyond 2017-18.

PSNI PERFORMANCE:

Each year the 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 Department of Justice (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 Department of Justice issued budget allocations to PSNI for 2018-19. For PSNI, the budget allocation results in a 1.5% (£9.8m) reduction. This reduction is 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 NIPB at the end of March 2018.

In preparation of the MTRP for 2018/19 and beyond, Finance commenced the Integrated Planning process in September 2017. Business Areas reviewed their resource requirements over a 2 year period and considered efficiencies including Priority Based Resourcing (PBR) proposals, future/emerging pressures and budget reduction scenarios and the likely impact on service delivery. Payroll costs were costed using scenarios from the HR Distribution Plan together with the support services contract.

Business Areas submitted their bids and Finance held challenge sessions with all departments and support branches in October 2017. Draft Integrated Planning papers and financial summaries were prepared along with high level impact statements on potential non pay budgets for 18/19. These papers were considered by Finance Delivery Group in November 2017 who considered the resource requirement and options to close the likely funding gap. Senior operational representatives from each Business Area attended the Finance Delivery Group to ensure that the allocation of resources has a strong operational focus. Papers have been submitted to ServiceFirst Board to consider the action required to allocate resources to meet strategic priorities to enable recommendations to be submitted for NIPB approval by March 2018.

Monthly Financial reports are prepared and reviewed by Service Executive Team. Copies of these financial reports are shared with the NIPB and the DoJ on a monthly

basis. The DoJ further review and analyse PSNI's financial performance against budget. In-Year expenditure and forecasting is monitored on a monthly basis and submitted to the DoJ; this will assist planning for future years.

BOARD ASSESSMENT:

The information provided by PSNI under Measure 5.1.3 demonstrates the 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. PSNI are in an unenviable position when compared to police in England & Wales for they are unable to raise funds through a local precept, borrow funds, maintain strategic reserves or carry forward underspends. While progress was therefore limited with regard to the recommendations made in the HMCIFRS 2016 Efficiency inspection to carry out a review of its savings plans, provide a detailed plan specifying an assessment and understanding of current demand and an affordable organisational model, the Board has not been provided with any detailed information on plans for increasing savings from collaboration. Even with the absence of an Executive and the uncertainty this causes, this is an area of work which could continue to be significantly advanced and will be an area worthy of further exploration in the coming year.

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.

PSNI PERFORMANCE:

The PSNI has a Wellbeing Strategy which takes account of national guidance, including the College of Policing Blue Light Wellbeing Charter. It therefore reflects national best practice in policing.

Awareness of the Wellbeing Strategy has been raised internally through a comprehensive dedicated wellbeing CallSign article. The strategy and delivery plan has also been discussed at a number of Attendance Management workshops that have been delivered to first line supervisors. Additionally, an Employee Engagement

and Wellbeing Working Group has been established. This group is representative of all Departments across PSNI, and includes representation from Staff Associations.

Wellbeing and Engagement initiatives are driven both locally and centrally. Locally there are a number of Wellbeing Groups who arrange a number of events and initiatives for their members. From a Central perspective the Attendance, Wellbeing and Diversity Team have a range of Key Responsibilities, including the development and implementation of a Wellbeing Ambassador programme (ongoing), sign up to the national Blue Light Wellbeing Charter, and the Wellbeing Toolkit.

There is a dedicated Wellbeing Hub accessible to personnel which contains a significant amount of information relating to Wellbeing as well as upcoming events and key dates. The appointment of the Wellbeing Coordinator will see further enhancement made to both communication and coordination of activities.

There is collaboration between HSCT professionals, and PSNI's Occupational Health and Wellbeing (OHW) personnel. This collaborative approach will seek to develop opportunities, ensuring that officers and staff get access to supportive interventions that both prevent periods of absence due to ill-health, and/or seeking to minimise the duration of the absence. Additionally a number of wellbeing engagements have been progressed with other Blue Light organisations, including NI Ambulance Service and NIFRS. These relationships will continue to develop and will allow for good practice to be shared.

BOARD ASSESSMENT:

PSNI have outlined a number of the steps they are taking to improve wellbeing across the organisation and the collaborative approach to improve support to officers and staff. The Board is mindful that the impact of changing and complex demand and uncertain resourcing and funding can have an adverse impact on the physical and mental wellbeing of officers serving in the PSNI. The impact of these stresses is cyclical in nature with poor health and wellbeing outcomes manifesting into heightened sickness absence, which in turn adversely impacts the officers remaining, who face increasing workplace burdens as policing demand continues while sickness absence grows. Members recognise that this is an issue which is

unlikely to change in the short term and that it may be worth exploring extending the HMICFRS Legitimacy inspection to Northern Ireland. This assesses how well leaders in police forces understood and promote welfare issues in such a fashion as to develop a culture that fosters wellbeing across the organisation. This includes how the views and feedback from officers and staff is captured and subsequently taken forward in order to support workforce wellbeing.

While performance information provided to the Board by PSNI references the Wellbeing Strategy, little information has been provided against fifteen strategic areas in a Wellbeing Delivery Plan. The Delivery Plan does not appear to have been updated for 2017/18, with many of actions for completion for 31 March 2017. Little evidence is provided with regard to progress against the actions, with little indication that they have been completed or should continue in 2017/18. While the Employee Engagement & Wellbeing Working Group may be in the process of finalising a new Action Plan, the absence of an updated plan for 2017/18 suggests organisational drift and lack of strategic focus. This must be urgently addressed for 2018/19.

PSNI have advised that a staff wellbeing survey undertaken in conjunction with Durham University was completed in June 2017, with the results still being analysed. The Board will be provided with the full findings in due course. The Chief Constable provided some initial findings from the survey in his report to the Board in December 2017, which were as follows:

Measure	2016	2017
Vision Clarity	4.06	4.27
Perceived Organisational Support	2.71	2.97
Procedural Justice	2.81	2.95
Public Service Motivation	4.73	5.50
Job Satisfaction	4.66	4.59
Work Intensity	4.79	4.74
Uncertainty	5.75	5.51
Emotional Energy	4.19	4.23

The initial results of the survey were presented to the Service Executive Team, PSNI's Senior Leadership and Staff Associations in November 2017, and while PSNI are aware there is still much work to do, they have found the results encouraging.

The initial results show improvements in 63% of the categories measured, with a small decline noted for job satisfaction and work intensity. The Board looks forward to engaging with the full results of the survey upon receipt.

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.

PSNI PERFORMANCE:

In 2017/18 there was an average daily abstraction rate of 5.93% for Police Officers and 5.12% for Police Staff. This equates to 94.1% of Police Officers and 94.9% of Police Staff being available for duty on an average day. This represents a decrease compared to 2016/17 when 94.7% of Police Officers and 95.6% of Police staff were available for duty on an average day.

For the 2017/18 financial year there were 13.4 Average Working Days Lost (AWDL) for Police Officers and 11.24 for Police Staff. This is higher than the target of 11.20 and 9.75 respectively.

A range of actions have commenced to achieve an increase in the number of officers and staff available for full duties. There is a greater focus on the management of sickness absence, as well as deployment of duty restrictions, both locally, within HR and within OHW.

Whilst further work is required, and will continue in the months ahead, there is an emphasis on ensuring that Line Managers understand their responsibilities, are supported in the management of sickness process and duty restrictions, and are challenged for non-compliance with procedures or standards. This allows for better informed decisions in respect both management of sickness and the extent to which restrictions can be facilitated. Workshops on Attendance and Wellbeing continue to be delivered through Emerging Leaders' sessions and an e-Learning Module on Attendance Management has been updated for completion by personnel.

Work continues through Central Attendance Management Group, and engagement with local Senior Managers to review current duty restrictions and ensure effective and robust mechanisms are in place to ensure appropriate management and deployment of this resource pool. Collaborative work continues with OHW to ensure that requests for adjustments are processed consistently, and that the requirements of duty restricted personnel are balanced against the needs of the service.

Collaborative working between HR and Occupational Health & Welfare (OHW) personnel has been enhanced with improvements made to information sharing of sickness and duty restriction data.

BOARD ASSESSMENT:

The Board considered a range of statistical information with regard to sickness absence which demonstrate the importance of having good wellbeing policies and structures in place to support the mental and physical health of officers and staff. The percentage of police officers that did not avail of any sick absence in 2017/18 was 52%, a decrease of 5% points since 2016/17. Long term sickness absence in the financial year 2017/18 accounted for 84% of sickness absence. Long-term absence over the last 3 financial years has remained in the range of 84%-85% of all sick absence. The main reasons for absence are Musculoskeletal (32%) and Psychological (30%). During 2017/18 on average female police officers availed of 59% more days' sick absence than their male counterparts. The position in 2015/16 and 2016/17 financial years was 62% and 66% respectively.

PSNI has also set a target 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 longer term trend.

The percentage of police staff that did not avail of any sick absence in 2017/18 was 48%, a decrease from 55% in 2016/17. Long term sickness absence accounted for 79% of sickness absence, a small decrease from 82% and 81% in 2015/16 and 2016/17 respectively. The main reasons for absence are Psychological (31%) and

Musculoskeletal (21%). On average female police staff availed of 43% more days' sick absence than their male counterparts, with the position in 2015/16 and 2016/17 59% and 57% respectively.

It can be argued that sickness levels are a reflection of the impact on police officers and staff of some of the other factors outlined in Theme 5 of the Policing Plan- changing and increasing complex demand at a time of austerity and pressure in policing results, with a public expectation that service provision should be maintained. Tackling sickness will not be effective without also dealing with its root causes and providing support to officers and staff at a time of high stress and uncertainty.



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