



Report 16 - June 2006

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The proposed revisions for the policing services in Northern Ireland are the most complex and dramatic changes ever attempted in modern history.

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*Oversight Commissioner
Al Hutchinson*

This is the 16th policing oversight report on the progress of policing reforms in Northern Ireland, and the first for 2006. I am required by law to publish policing oversight reports, three times per year. Oversight reports measure compliance with and progress on the 175 recommendations for policing reforms made by the Independent Commission on Policing for Northern Ireland following the Belfast or Good Friday Agreement of 1998. This is more commonly known as the Patten Commission, which released its comprehensive and far-reaching report on policing in 1999.

As I noted in my Oversight Report No. 13, released in June of 2005, of the 175 recommendations made by the Patten Commission, the oversight team deemed 114 recommendations to be fully implemented, subject only to general compliance monitoring. Previous oversight reports can be found on our website at: www.oversightcommissioner.org

The 61 recommendations which remained unfulfilled are therefore the focus of this report. In the year since June of 2005, oversight visits and evaluations by the oversight team have allowed us to conclude that a further 10 recommendations are fully implemented, an encouraging sign of continued progress. Two thematic reports, on human rights and accountability and on training, were released in September and December of 2005 respectively, and also highlight the good progress made.

Looking ahead, in September of 2006 I will release a report which will review and outline what has occurred with respect to progress on the delegation of authority within the Police Service. This was seen as a key concept by the Independent Commission, and is a high risk factor for the Police Service restructuring to reflect the Review of Public Administration (RPA), and the resulting changes to council boundaries. The September report will be followed by an oversight report in December of 2006 which will specifically identify the implementation gaps that still exist and which will need to be addressed in order for any remaining recommendation to be considered as implemented prior to our final oversight report in May of 2007. Our concluding report will recount the progress or lack of progress on each of the Independent Commission's 175 recommendations, with a view to identifying both successes and failures and, where appropriate, observed and perceived causes of success and failure.

I do not expect that all of the remaining recommendations will be fully implemented by May of 2007. However, the permanent institutions of governance and accountability that were created, in particular the Policing Board and the Ombudsman, have demonstrated their ability to satisfactorily fulfil their mandates. Similarly, police leaders and officers on the front line have since 2001 also clearly demonstrated their abilities and capacity for change, as well as their general acceptance of the governance and accountability systems now in place.



I noted in June of 2005 that the primary institutions of policing, the Police Service, the Policing Board and the Ombudsman, had largely accomplished or were well on the way to implementing the Independent Commission's recommendations on policing reforms. These agencies, and more importantly the people that run them every day, have done what was asked of them; as I have also noted in past reports, the remaining obstacles to further progress are largely political and societal in nature, and in the collective sense at least, politics has failed policing, not the reverse.

The collective will of people of Northern Ireland as expressed in their support for the Good Friday Agreement continues to be frustrated by ongoing sectarian violence, paramilitary activities, organised criminality and increasingly, violent assaults on the young, the elderly, racial minorities and other vulnerable groups. There is also a growing recognition, in all communities, that the only means of dealing with these issues effectively is a capable and accepted police service and criminal justice system working in partnership with the community. As I have noted before, the lack of meaningful participation in the existing policing structures by all communities can only continue the cycle of violence and instability, a goal no individual or group should espouse. What our oversight reports demonstrate is that, despite the lack of full consent and participation, the Independent Commission's vision of a new beginning to policing is both well under way and irreversible.

H. Alan Hutchinson
Oversight Commissioner



» abbreviations

» commissioner's overview

ACPO	Association of Chief Police Officers
AEP	Attenuating Energy Projectile
ALR	Armoured Landrover
BCU	Basic Command Units
CASE	Citizen and Safety Education
CCTV	Closed Circuit Television
CS	O-Chlorobenzylidene Malononitrile
DCU	District Command Unit
DIP	Discriminating Irritant Projectile
DPP	District Policing Partnership
FTR	Full Time Reserve
GB	Great Britain
HMIC	Her Majesty's Inspectorate of Constabulary
ICS	Information and Communications Services
ICT	Information, Communication, Technology
IIB	Internal Investigation Branch
ILP	Intelligence-Led Policing
IT	Information Technology
IS	Information Systems
KPI	Key Performance Indicators
LAC	Learning Advisory Council
MI5	Security Service
NICS	Northern Ireland Civil Service
NIM	National Intelligence Model
NIO	Northern Ireland Office
PBR	Plastic Baton Round
PCSO	Policing Community Support Officer
PITO	Police Information Technology Organisation
POPT	Police Officer Part Time
PRD	Primary Reference Document
PRRT	Police Retraining and Rehabilitation Trust
PSNI	Police Service of Northern Ireland
PTR	Part Time Reserve
RPA	Review of Public Administration
SEA	Station Enquiry Assistant
SLA	Service Level Agreement
TED	Training, Education and Development
TNA	Training Needs Analysis
UK	United Kingdom
VSSU	Voluntary Severance Support Unit



The Independent Commission published its 175 recommendations in September of 1999. The Government indicated broad acceptance and followed with the release of a final Implementation Plan in August of 2001. Our 772 performance indicators were published in September of 2001, which effectively signalled the beginning of the evaluation period. As I indicated in my report of June 2005, of the Independent Commission's 175 recommendations, 114 were either concluded or sufficiently progressed so as to be considered concluded. However, these 114 concluded recommendations would still be subject to yearly monitoring to ensure that no 'slippage' occurred. Consequently, this report focuses on the 61 that remained a year ago, and will show that a further 10 recommendations are now concluded.

As in previous reports, the Overview section has two parts: Progress and Accomplishments and Areas of Concern. These are intended to provide a quick review of some of the more notable achievements, and also failings, in the ongoing effort to implement the Independent Commission's 175 recommendations. The status of each of the 61 recommendations that remained in June of last year are covered in greater detail in the main section of this report, where the reader can review each of the remaining recommendations by chapter; recommendation summary and, where appropriate, any issues or concerns that remain to be addressed. I have also appended easy-to-read tables that allow for a visual display of the progress or lack of progress made on all 175 recommendations.

Progress and Accomplishments

The Independent Commission's vision was the achievement of a human rights-based philosophy of policing, inspiring everything a police service does and it was a core aspect of their report. With the exception of some issues relating to human rights training, all remaining human rights recommendations have now been concluded. Although the full impacts of the human rights regime of the Police Service of Northern Ireland (PSNI) are not yet fully evident, it is clear that a firm foundation for change is in place. We have particular confidence in the monitoring system set up by the Policing Board. This represents solid evidence of the Board's crucial monitoring and governance role and the system allows the Board to monitor police activities for both positive change and failures in human rights behaviour. The Policing Board has the power to remedy failure by holding the Chief Constable to account, however this is not to say that the Chief Constable should wait for an assessment from Policing Board before identifying and remedying any human rights failures that he becomes aware of.

The Independent Commission noted the importance of an effective policing accountability structure, and made a series of recommendations that touched on democratic, legal, financial and internal accountability. As we noted in June of 2005, substantial progress in the area of accountability has been achieved with the establishment of the Policing Board, District Policing Partnerships, Police Ombudsman, Criminal Justice Inspectorate, legislation for covert policing, as well as various internal police transparency, financial and internal accountability policies. Since last year the Government published a discussion document that includes the elements and modalities of policing that are available for devolution to a Northern Ireland Assembly if and when this would be re-established. The recommendation relating to the carriage of the operational responsibility of the Chief Constable has now also been concluded. This is based upon the experiences of almost five years of interaction, engagement and challenge between the Policing Board and the Chief Constable, as well as the legal mechanisms available to make the Chief Constable accountable and answerable to the Board.

District Policing Partnerships (DPPs) were an important part of the Independent Commission's vision, intended to provide a means for direct community involvement in policing, while also playing a role in the setting policing objectives and underscoring the answerability of the local police commanders to their respective communities. The Policing Board has undertaken a number of initiatives to continually improve the effectiveness of the DPPs. These include detailed training being made available to members throughout the year, and streamlining the processes for requesting and receiving funds for DPP initiatives. In addition, the Policing Board has hosted meetings, receptions and seminars for DPP members, as well as creating the "DPP News" for the information of members, which is published on a quarterly basis. We have regularly monitored and assessed the reports, minutes and schedules which indicate the frequency and quality of the Policing Board's contacts with DPPs, and are satisfied that the Policing Board and the DPPs are functioning as intended.

The Independent Commission also saw transparency as an important form of public accountability. In other words, the public need to know and understand what their police service is doing and why. Transparency is not an isolated issue however, and there were a number of recommendations that touched on transparency and openness both directly and indirectly. The Police Service has achieved a great deal of progress in this area. It completed its Transparency Policy in 2003, developed a Communications Strategy for 2003-2007, a media guide which authorises any police officer to speak to the media once approved by the Media and Public Relations Office, as well as a two-person Freedom of Information Team which reviews all publications and requests for information in line with the Freedom of Information Act which came into force in January of 2005. The Police Service website currently provides an extensive list of information that is openly available to the public, while its Human Rights Programme of Action commits it, within certain parameters, to placing all new instructions on the internet. According to the Policing Board's human rights advisors, the PSNI is in advance of other UK police services in terms of its transparency. Although, for a variety of reasons, there are clearly individuals or organisations that would not regard the Police Service as open and transparent, the reality from our perspective is that this Police Service has accomplished a great deal in a relatively short time, and made significant progress with respect to organisational openness and transparency.

Policing with the community was another of the Independent Commission's guiding principles. The Police Service readily adopted this as a core function, and completed the structural modifications necessary to accomplish this critical transformation in policing style. As a result, the Police Service has been recognised both in the United Kingdom and internationally for some successful programmes in crime prevention and community problem solving. Our report in December of 2004 noted certain challenges, particularly in terms of policing with the community being viewed as a specialised duty rather than as a general responsibility affecting the entire organisation, however the Police Service responded in a positive manner by engaging in the refinement of the system, and by piloting a more integrated approach to policing with the community in Craigavon DCU in an effort to offset some of the problems inherent in a "split force" model. The Police Service has also engaged an external monitor to evaluate this revised "sector" policing model, which has now emerged as more viable alternative, and is closer to the policing model envisioned by the Independent Commission.



The Police Service introduced a £3M fund to promote innovation in policing with the community over a three year period. 61 projects were submitted for consideration, with just short of £1M being allocated during the project's first year. The Police Service continued to proceed with other crime prevention projects, such as the award-winning Foyle Crime in the Schools programme, which has resulted in a 21.5% reduction in property damage in its first six months, and has now been extended to other schools in Foyle District. The Get Home Safe programme in Belfast South, noted in earlier oversight reports, is now complemented by a Safe Bus system, an innovation being shared with other localities. Several DCUs are encouraging the growth of Neighbourhood Watch Programmes in their areas. A growing number of qualitative measures related to the effectiveness of policing are now available through annual surveys conducted among others by the Policing Board, and some DCU Commanders conducted local quality assurance surveys and checks. Police links with DPPs, Community Police Liaison Committees and other forums have also been strengthened, both through the consistent efforts of the Policing Board and the natural evolution of police relations with the community. A Best Value Review of Patrolling, which should provide useful proposals for the further improvement of neighbourhood policing, was also recently completed by the Police Service.

The Independent Commission recommended a series of measures with respect to Information Technology (IT) that were intended to put the Police Service at the forefront of law enforcement technology in three to five years. While this will not happen, there has been substantial progress since 2001, such that the IT structures and systems are positioned to deliver increasing gains towards the Independent Commission's vision. The Police Information Technology Organisation (PITO) now provides critical oversight of progress towards achieving IT objectives, and the Policing Board is able to monitor progress and risk closely. We also have confidence in PITO's ongoing assessments, and will henceforth defer to PITO in this area, particularly as our own oversight mandate draws to a close. It will be important for the Government to honour its commitment to fund the IT strategy, however we have full confidence that this recommendation will be achieved in a reasonable time frame.

The Independent Commission noted that the training, education and development of police officers and civilian staff would be critical to the success of the Police Service, and made a number of recommendations focussing on training. Progress continues, and the implementation of a comprehensive training strategy is now considered to be implemented. Again, we are satisfied that the Policing Board's current monitoring regime, combined with ongoing outside monitoring and assistance through the Learning Advisory Council (LAC), will ensure that the overall training strategy is an evolving and effective process. The latest appointment of a civilian Director of Training should also ensure increased stability with respect to the future strategic direction of training.

There continues to be progress in the areas of international and north/south law enforcement cooperation. The Independent Commission noted the need, even more evident today, for increased cooperation between international law enforcement agencies, particularly as organised crime and global terrorism grow more sophisticated and violent. Protocols for the exchange of police officers have been established, although to date they have not achieved the results that might have been expected at this point. However, training exchanges do occur on a short term basis. With respect to operational cooperation, again in particular between the PSNI and the

Garda Siochana, this is now a regular occurrence and has generated a series of successful operations against organised criminality, especially in the border areas.

Areas of Concern

As anticipated, the focus on the 61 remaining recommendations not completed by June of 2005 illustrates the intractable nature of some of these recommendations and in other cases the systemic inertia that is a barrier to progress. As with my June of 2005 report, I will in this section focus on those higher-level strategic issues that I believe to be important for sustaining the intent of the Independent Commission's recommendations over the longer term. More detail on the remaining issues, for each recommendation not completed, can be located in the subject chapter discussions that follow.

As noted in Progress and Accomplishments above, with the exception of some training issues all of the recommendations on human rights are now concluded. We have always monitored these recommendations closely due to the critical aspect of human rights in the Independent Commission's vision for a new beginning for policing in Northern Ireland. Although there are limited concerns, we are conscious of the fact that it will take some time to verify that the Police Service's human rights programme is having the intended effect, particularly as this relates to the policing ethos and behavioural outcomes of individual police officers in their interactions with the public. This is also a matter of achieving the right balance between police officers who are aware of the role of human rights in their duties, and the right of all of the people of Northern Ireland to efficient and effective policing. As previously noted, the foundation for effective human rights policing is in place, and we have particular confidence in the human rights monitoring mechanism established by the Policing Board. We also have confidence in the Police Ombudsman's public complaints system, and its influence on police behaviour. Ongoing monitoring of police activities by the courts and by the media also represent important mechanisms in ensuring that desired policing behaviour is achieved.

Accountability was also a critical concept for the Independent Commission, and a great deal has been achieved in this regard. In 1999 the Commission recommended that the devolution of policing and other powers, with the exception of responsibility for national security, take place as soon as possible. Unfortunately this has not occurred, and as we have observed previously, collectively politics in Northern Ireland has failed policing in this regard. However, while politics will proceed at its own pace, it remains important for the local accountability structures and continued progress on policing that the political process ultimately succeeds. It is therefore encouraging that the Government published a discussion paper that anticipates the devolution of policing powers to the Northern Ireland Assembly, and we can only hope that political circumstances change to the point that this critical issue can be properly debated in the Assembly as intended.

As we have previously noted, the Policing Board and the DPPs, both now in their second generation of appointments, are critical elements of accountability. Both groups work remarkably well, and continue to attract leading citizens to represent their communities and their own perspectives, sometimes in the face of threats against their persons. Several concerns remain



however, the first being that the Board and the DPPs are still unable to benefit from full political representation, while in some cases those in place have chosen to abdicate their seats. A consequence is that full representation is denied to parts of the population, and a crucial voice remains absent from these important accountability processes.

Secondly, there still remains a risk of role confusion flowing from the many community and other interest groups now involved in policing. While on one hand it is positive that so many people are interested enough to become directly involved, and they should be commended for their energy and engagement, in the end it could well be counter-productive to better policing. Between the DPPs, Community Safety Partnerships, Community Police Liaison Committees and a host of others, the total number of involved groups is reported to be 600. While we acknowledge that this issue is associated with political progress in general, for the longer term benefit of policing, there should be some debate around this issue in conjunction with affected stakeholders.

The third accountability concern, which we had reported last year, relates to the future functioning of the DPPs in the context of the ongoing Review of Public Administration (RPA). The Independent Commission recommended that DPPs be established for each district council and coterminous DCUs, so that there was an effective interface between local police officers the community and its representatives. The Independent Commission recognised that 29 DCUs was a rather unwieldy number, and this would likely change over time; this time is now upon us, and the current decision on the RPA is that the number of district councils will be seven. Consequently the Police Service is at an early stage of deciding the corresponding number of DCUs, which in all probability will be reduced to eight. While this decision can be supported on the grounds of efficiency, it may have unintended consequences with respect to the dilution of accountability, community involvement and representation. The magnitude and consequences of the RPA restructuring on policing will approach the scale brought about by the Independent Commission recommendations. This is a high risk area for the Police Service and Policing Board with widespread impact on a number of areas. These include management and personnel issues, structural issues that deal with hierarchy and delegation of authority, IT systems and training among others. It has come to the attention of the oversight team over the past year that certain of the Police Service's initiatives have stalled or progress been held in abeyance due to the uncertainty the major changes represented by the RPA change. While this is understandable, it is important that the RPA is not used as a convenient excuse for a lack of action on things ranging from progress on civilianisation to reinvigorating the tutor constable programme.

Policing with the Community continues to remain a core manner of service delivery as recommended by the Independent Commission. It is very much a success in those communities that accept the contemporary policing model. As we noted in our Report No. 12, released in December of 2004, the structure for delivering policing with the community was problematic in that it employed a "split force" model whereby community policing was seen as a specialty. In fact, as we have also pointed out above, it is something which should be practised by every police officer, since every officer's actions have an impact on the community. The Police Service was aware of the limitation of the "split force" model, and has since been testing new ways in which to deliver against its policing with the community commitments and targets. It will be important to maintain this momentum, and also to begin to anticipate any impact that the ongoing RPA will have on this area.

The issues around the improvement of the police estate have not significantly progressed over the past year. The Independent Commission recognised that if the new police service was to be an integral part of the community, then it had to be accessible with police working in stations that were less intimidating. It made a number of recommendations around the appearance of police stations, police vehicles, civilian receptionists and other matters. This was covered in detail in my report last year and the mediocre results, some six years after the Independent Commission made its recommendations, reflect the organisational inertia that surrounds some of these issues. It is a tragedy for the citizens of Northern Ireland they cannot have reasonably free access to the police, are still confronted by unsightly and fortified police buildings that are an unnecessary reminder of the past, and that police officers have to work in often substandard conditions. This current state of impasse will only be compounded as the Police Service awaits key decisions on restructuring from the ongoing work of the RPA. There is validity for some delay in making rational decisions on DCU headquarters and building requirements, however if past actions are any indicator of future performance we would not expect significant results in the near term. This issue will clearly require the governance of the Policing Board for what remains a lost opportunity of resources, funding and visible progress throughout Northern Ireland.

The civilianisation effort is another lost opportunity which could have released more police officers on patrol, made the Police Service civilian component more representative of society and increased the specialist civilian pool. This initiative has also not progressed significantly in the past year, and we would not expect the situation to change in the foreseeable future, although it must be acknowledged that in the absence of a civilian severance scheme, the Police Service's room for innovation was limited. This was complicated by government-wide efficiency measures which actually reduced the overall number of civilian positions, and in turn made the re-posting of civil service employees out of the Police Service even more difficult. The current lack of progress is once again being linked to the ongoing restructuring work of the RPA, which presumably will reduce the number of civilian posts available across the PSNI. Nevertheless, the intentions of the Independent Commission remain valid and it is a concern that more progress has not been accomplished. This will continue to require the concerted oversight of the Policing Board if this issue is to be progressed in any meaningful way. The dual goals of replacing police officers with civilians, and making the Police Service more representative in general, remain as valid today as they were in 1999.

The concept of delegation of authority was recognised by the Independent Commission as key to reducing the centralised and hierarchical structure that had developed in response to the policing issues of the time. Although the current headquarters structure did not change substantially except through attrition, 29 DCUs were established along with two regional command structures, and the appropriate delegated authorities were eventually allocated. The Chief Constable is a keen supporter of delegating decision making authority and responsibility to the lowest level possible, and we have observed the healthy tension between the centre and the districts that one would expect. Our overall assessment is that a reasonable balance between the corporate centre and service delivery in the field has been maintained. Our concern is that what has been established and achieved now risks being dismantled, and that the centralised monolithic structure encountered by the Independent Commission will be recreated, to the ultimate detriment of local



communities. We will further examine this topic in a thematic report on the delegation of authority, scheduled for release in late September of 2005.

The announcement in February of 2005 that the Security Service (MI5) would assume primacy for national security matters has generated some considerable interest, even controversy. However, in one sense this is very much a practical matter that, while raising certain concerns, would benefit from some common understanding. The Independent Commission recognised that state intelligence gathering and policing actions were part of any society, and noted clearly in its report that primacy over national security intelligence matters should not be devolved to a local authority, in this instance to the Northern Ireland Assembly. The Commission also recognised that the Police Service must remain equipped to detect and deal with any threat, and must therefore retain an effective intelligence capacity. Its recommendations, particularly 98 through 102, attempted to spell out a way in which the Police Service could remain effective and accountable while addressing what in the past had been perceived as a "force within a force". As we continue to observe, policing accountability is functioning well through rigorous accountability structures and agencies that are now in place, such as the Ombudsman, the Policing Board and the District Policing Partnerships, as well as other means such as intense media scrutiny.

The Government had two options in deciding who should have responsibility for national security. First, it could leave the situation as it was, with the Police Service retaining all of its former responsibilities, including national security; this would have left the PSNI as an anomaly in the UK. The alternative, which is what the Government according to its prerogative ultimately chose, was to align Northern Ireland with the rest of the UK and revert primacy for national security to the appropriate organisation, in this case the Security Service. The Police Service will retain its legal mandate to gather criminal intelligence, conduct criminal investigations, and bring criminal charges before the courts. The Police Service will also continue these activities for acts or individuals identified by the Security Service, sometimes using intelligence information compiled and provided by the Security Service. Aside from any other consequences, this choice represents a democratic decision by elected legislators.

That said, it is clear that this decision by Government has profound potential implications for the Police Service in terms of the means and manner in which it goes about its duties. This is particularly the case for the robust and rigorous accountability and governance regime which now exists, and which we believe to be both highly effective and unique in policing. It is imperative that any change to the security responsibilities in Northern Ireland does not inadvertently affect the general accountability of the Police Service, nor the individual accountability of PSNI staff, working with or even seconded to the Security Service. Accountability for the Security Service and its personnel working in Northern Ireland falls outside the remit of local authorities, and resides with legal authorities, an Intelligence Services Commissioner and ultimately the Parliamentary Intelligence and Security Committee.

Given the ambiguity between terrorist and criminal acts in the context of Northern Ireland, it is important that the Government's decision to transfer responsibility for national security to the Security Service does not inadvertently affect the Police Service's ability to combat organised crime effectively and bring charges before the courts. This would be particularly unfortunate at a time when the Police Service is clearly beginning to come into its own in terms of its ability to

fight organised and violent criminality in Northern Ireland. Formative work on protocols is proceeding and should result in clearer understandings of the respective roles of the Police Service, the Security Service and the local accountability structure. The oversight team will continue to monitor this development closely over the next year to ensure that the protocols and commitments expressed by the relevant organisations continue to support the overall vision for effective policing laid out by the Independent Commission.

In its 1999 forecast of future policing needs, the Independent Commission recommended a regular police service of 7,500 sworn officers and 2,500 Part Time Reserve (PTR) members who would also have full police powers. The PTR was intended to be able to back up regular police officers and would be structured such that there was local and representative community recruitment. It was anticipated that the Full Time Reserve (FTR) would be phased out in the interim and concurrent with PTR recruitment. For a variety of reasons this expected sequencing has not occurred. The approximate target number of 7,500 regular police officers has since been reached, with a decision to retain approximately 680 FTR members until 2008, at which point a decision will be made by the Chief Constable, with the advice of the Policing Board, on whether or not to proceed with the phase out of the remaining FTR members.

In the meantime UK police forces have variously adopted a Police Community Support Officer (PCSO) concept. This is essentially a visible civilianised police presence on the streets, without however having full police powers. The Police Service and the Policing Board studied the scheme and decided to adopt a similar programme for Northern Ireland. The PTR strength would be kept at 1,000. Anecdotal reports on the UK's PCSO programme are mixed, and it is too early to objectively assess their full impact. Nonetheless, the anticipated 300 PCSOs for Northern Ireland should add value if they are representative of different communities and increase visibility.

The area of concern relates to the sequencing of these matters, and the question of a visibility of police officers on the street that will meet the public's expectations. While 300 PCSOs will increase visibility, they will lack general police powers. The Independent Commission's recommendations envisioned 7,500 regular officers and 2,500 PTR members with both being recruited on a representative basis. The new proposal has 1,000 Police Officer Part-Time (POPT) members, however since the majority of these positions are currently filled there is little opportunity for the Police Service to address the representativeness of the POPT. This is a difficult issue, since the police-to-population ratio in Northern Ireland is already high in comparison with other UK jurisdictions. While the Chief Constable is clearly in the best position to assess current and future resourcing needs, the Policing Board will also have to maintain its close oversight of this issue to ensure that police effectiveness is not placed in jeopardy.

The final major concern relates to the new Police College and the lack of progress in this area is an ongoing disappointment. The Independent Commission recognised in 1999 that there was a desperate need to replace what the first Oversight Commissioner called the "third world" conditions that existed at Garnerville Police College. The current situation is that the Government has committed £90M to the project, however the projected requirement will be closer to £130M, leaving a shortfall of £40M. A site has been acquired near Cookstown, however approval to progress cannot be given due to the impasse over funding. If the project was started



today it would still be 2010 before it could be completed, in other words some 11 years after the Independent Commission released its report. In August of 2001 the Government committed to proceeding with this project and the collective failure to achieve results some five years after the project was initiated is a matter of deep regret. This systemic inertia means that an entire generation of current and future police officers, as well as members of the community and others, are denied the practical benefits of a comprehensive new training centre and symbol of a changed police service. If this much needed facility and symbol is to become a reality it will require the redoubled efforts of all parties concerned, at the highest levels possible.

▶▶ human rights



Recommendation 1: Human Rights Based Approach to Policing

Patten Recommendation:

1. There should be a comprehensive programme of action to focus policing in Northern Ireland on a human rights-based approach.

Lead Responsibility: Chief Constable/Policing Board

Recommendation Status

Compliance with this recommendation has been achieved.

History

Although the development and publication of a human rights action plan was the Independent Commission's first recommendation, such a plan was not published until September of 2004, a full four years after the publication of its report. There were several reasons for this, notably the painstaking attention to other human rights recommendations, such as the new Police Oath and the Code of Ethics, and delay in publication of the approved plan until it had been reviewed by the Policing Board's human rights advisors. The 2004 action plan was a retrospective account of the progress that the Police Service had made across the broad front of human rights recommendations. These activities were substantial, as was reported in subsequent oversight reports. However, the plan was criticised by the Policing Board in its first annual Human Rights Monitoring Report released in March of 2005, for not being a forward-looking programme, in essence for not being a real "programme" of action as such. In addition, the Policing Board made sixty specific recommendations for improving police human rights performance.

The Police Service accepted the recommendations, and in December of 2005 published its "Human Rights Programme of Action 2005 - 2006", now a forward-looking programme that addressed the majority of the Policing Board's recommendations. The Programme of Action presents the Police Service's intended response, current activity, and projected completion date.

Internal assessments are the responsibility of the Police Service's Human Right Champion, who is now the ACC for Criminal Justice. An eleven-member human rights team was created in January of 2004 specifically for this purpose. This team, along with the PSNI's human rights lawyer and the staff of the Human Rights Champion, has the potential to become a crucial component in the development of human rights expertise within the Police Service, activities which will remain part of our monitoring responsibilities.

It is worth noting that the Policing Board's human rights advisors agree with the oversight team's findings that all of the Independent Commission's human rights recommendations are now completed, with the exception of Recommendation 4 on human rights training below.

Recommendation 4: Training in Human Rights

Patten Recommendation:

4. All police officers, and police civilians, should be trained (and updated as required) in the fundamental principles and standards of human rights and the practical implications for policing. The human rights dimensions should be integrated into every module of police training.

Lead Responsibility: Chief Constable/Policing Board

Recommendation Status

Full compliance with this recommendation has not yet been achieved.

History

Progress toward meeting the eleven performance indicators specified in our Report No. 2, published in September of 2001, has been uneven. There are many reasons for this, including the relatively high turnover in the number of Directors of Training, with four people occupying the position since 2000. The Police Service's human rights training has been studied by several other organisations, including the Policing Board's human rights advisors, the Police Ombudsman and the Northern Ireland Human Rights Commission, in addition to a number of non-governmental human rights organisations such as the Committee for the Administration of Justice, British-Irish Rights Watch and Amnesty International among others.

In order to address the remaining performance indicators, as well as the outstanding training recommendations made by the Policing Board's human rights advisors in March of 2005, the Director of Training has engaged an outside firm of consulting human rights experts in order to develop a corrective plan. This firm has been provided total access to training documents, facilities, and activities. An employee of the firm, working on a part-time basis, has been provided with an office at the Police College, with access to internal staff communications. The corrective plan for remedial action was released in April of 2006.

Remaining Issues

The Police Service should be given credit for the appointment of a recognised, outside consulting firm of human rights experts. However by transferring responsibility for remediation to an outside organisation the Police Service has lost a full year before responding to the recommendations made in the Policing Board's human rights monitoring report released in March of 2005, although some work toward assessing the knowledge of human rights by police officers has been done by the Policing Board.

All but four of our performance indicators may now be considered as completed. The four remaining indicators are the selection and training of trainers in human rights, the systematic evaluation of training delivery, openness to input from outsiders in the formulation and delivery of human rights training, and the evaluation of the impact of human rights training on police behaviour and culture.



▶▶ accountability

The sufficiency of training of trainers in human rights, which only consists of one half-day in a five week training course, is an issue requiring attention. As well, there is a need to develop in-house human rights expertise within the Police College in order to update curricula, train further trainers and generally respond to requests for expertise from other trainers, both at Garnerville and in the DCUs.

Ultimately, the significant effort expended to date by the Police Service to inculcate a human rights-based approach into both new recruits and experienced police personnel will be greatly diminished unless and until it is properly evaluated. While complaints filed with and investigated by the Police Ombudsman also serve to indicate and identify patterns of behaviour among police officers, the issue of whether more can be done, possibly in collaboration with human rights NGOs, needs to be considered. This goal is far too important not to demonstrate the same degree of progress that other areas of the Independent Commission's recommendations have seen.



Recommendation 20: Devolution of Responsibility for Policing

Patten Recommendation

20. Responsibility for policing should be devolved to the Northern Ireland Executive as soon as possible, except for matters of national security.

Lead Responsibility: NIO/Northern Ireland Executive

Recommendation Status

Compliance with this recommendation has not been achieved.

History

Since the Independent Commission released its report the Northern Ireland Assembly was in operation between 2 December 1999 and 11 February 2000, between 27 May 2000 and 10 August 2001, and again between 11 August 2001 and 14 October 2002. As a result, responsibility for policing continues to rest with the Policing Board and the Government, as represented by the Secretary of State.

Remaining Issues

In anticipation of devolution the Government published a discussion paper about the devolution of policing and justice, in conjunction with the introduction of the Northern Ireland (Miscellaneous Provisions) Bill, in February of 2006. The introduction of this Bill, as well as more recent attempts by Government and local political parties to re-establish the Northern Ireland Assembly, reflects some progress. However, these recommendations cannot be fully evaluated until such time as the devolution of responsibility for policing has actually taken place. As before, the full implementation of Recommendation 20 remains linked to ongoing political developments.

Recommendation 21: The Powers of the Board

Patten Recommendation:

21. The powers of the Policing Board proposed in this report, in relation to both government (as now represented by the Secretary of State) and the Chief Constable, should in no way be diminished when the government role in the tripartite arrangement passes to the Northern Ireland Executive.

Lead Responsibility: NIO/Northern Ireland Executive

Recommendation Status

Compliance with this recommendation has not been achieved.

History

As described in Recommendation 20.

Remaining Issues

Like Recommendation 20, the full implementation of this recommendation remains linked to ongoing political developments.

Recommendation 24: Operational Responsibility

Patten Recommendation:

24. The Chief Constable should be deemed to have operational responsibility for the exercise of his or her functions and the activities of the police officers and civilian staff under his or her direction and control.

Lead Responsibility: NIO

Recommendation Status

Compliance with this recommendation has been achieved.

History

One of the significant contributions of the Independent Commission was a reformulation of the concept of the Chief Constable's "operational independence", to one of "operational responsibility". This emphasised the Chief Constable's right and duty to take operational decisions while ensuring that neither the Government nor the Policing Board should have the right to direct the Chief Constable on how to conduct a police operation.

However it also did not intend that the Chief Constable's conduct of an operational matter was exempt from inquiry or review after the fact. In other words, the Chief Constable is "answerable" and can be held to account.

The Northern Ireland Office discharged its responsibility for change with the enactment of Section 33 of the Police (Northern Ireland) Act 2000. Other important mechanisms are represented by sections 59 and 60 of the Act, which enable the Policing Board to call for reports from the Chief Constable, or hold inquiries if deemed necessary. These powers are significant, and have the potential to permit the Board a degree of access and scrutiny not available to the former Police Authority. To date the Policing Board has not found it necessary to employ these powers.

Originally it was felt that the development of a framework document or written policy which demonstrated a mutual understanding between the Policing Board and the Chief Constable was required. Discussions with both the Chairman of the Policing Board and the Chief Constable have indicated that they understand the boundaries and limits of operational responsibility. The Chief Constable has clearly demonstrated over several years that he is answerable to the Policing Board, which in turn has demonstrated that it has held the Chief Constable to account. There exists a healthy tension around their respective roles, and we are satisfied that this recommendation can be concluded, and that the legislative framework for ensuring that the Chief Constable can be held to account by the Board is in place.



Recommendation 32: Expenditures by District Police Partnerships

Patten Recommendation:

32. District Councils should have the power to contribute an amount initially up to the equivalent of a rate of 3p in the pound towards the improved policing of the district, which could enable the DPP to purchase additional services from the police and other statutory agencies, or from the private sector.

Lead Responsibility: NIO/Executive Committee

Recommendation Status

Compliance with this recommendation has not been achieved.

History

This recommendation was rejected by government and not enacted into law.

Recommendation 33: Consultative Forums at Local Level

Patten Recommendation:

33. It should be the aim of every police beat manager to have a consultative forum in his or her patrol area.

Lead Responsibility: Policing Board/DPPs/Chief Constable

Recommendation Status

Compliance with this recommendation has been achieved.

History

In November of 2003 the Police Service established a procedure for keeping track of the number of consultative forums along with the number of Neighbourhood Policing Teams and Community Beat Officers. At that time, the Police Service listed 600 consultative forums. This figure included Community Police Liaison Committees and other neighbourhood crime prevention groups, such as residents associations and neighbourhood watch groups, however these are performing in the manner intended by the Independent Commission for consultative forums.

Although this recommendation is now considered implemented, we have noted throughout our oversight reports that the large number of consultative groups, although clearly reflecting strong community support and involvement, also carries certain risks. For example, we have commented in the past that a profusion of such groups, many with overlapping mandates and objectives, risks a certain degree of role confusion and possibly an over-commitment on the part of individuals who participate in more than one group. These issues may in fact be exacerbated in the period leading up to a final decision on the shape and size of future council areas and DCUs, resulting from the ongoing Review of Public Administration (see also Recommendation 44).

Recommendation 34: Contacts between Policing Board and DPPs

Patten Recommendation:

34. The Policing Board should maintain regular contact with the DPPs, through periodic meetings of chairpersons, annual conferences, seminars, training courses and by including them in the circulation of information.

Lead Responsibility: Policing Board/DPPs

Recommendation Status

Compliance with this recommendation has been achieved.

History

During the first two years of the District Policing Partnerships (DPPs), in 2003 and 2004, many DPP members questioned the support they were receiving from the Policing Board. A survey of DPP members, managers, district council executives, and DCU Commanders, conducted by the Policing Board in 2004, showed that only 39% of respondents thought the degree of support they received was adequate. Since then the Policing Board has undertaken a number of initiatives to address this problem.

These include detailed training being made available to members throughout the year and streamlining the processes for requesting and receiving funds for DPP initiatives. In addition, the Policing Board has hosted meetings, receptions and seminars for DPP members, as well as creating the "DPP News" which is published on a quarterly basis. As a result, a second survey of the same group of respondents, carried out in the autumn of 2005, showed that 70% now viewed the support received from the Policing Board as very good. The oversight team has regularly monitored and assessed the reports, minutes and schedules which indicate the regularity and quality of the Policing Board's contacts with DPPs, and has determined that this recommendation has now been implemented in full.

Recommendation 37: Openness of the Police Service

Patten Recommendation:

37. The police service should take steps to improve its transparency. The presumption should be that everything should be available for public scrutiny unless it is in the public interest - not the police interest - to hold it back.

Lead Responsibility: Chief Constable/Policing Board

Recommendation Status

Full compliance with this recommendation has not yet been achieved.

History

The Police Service's Transparency Policy with respect to the publication of information was approved by the Chief Constable on 11 April 2003 following consultation with the Policing Board. This was followed in September of 2003 by the publication of the Police Service's Communications Strategy 2003-2007. This specified the sorts of public relations activities the



▶▶ policing with the community

police would undertake. Later that year the Police Service published a Media Guide which authorised any officer to speak to the media once approved by the Media and Public Relations Office. The guide gives advice on managing good media relations, as well as providing explanations of police policy for a long list of topics.

The Police Service reports that it has a two-person Freedom of Information Team which reviews all publications to ensure compliance with the UK Freedom of Information Act. In addition, the Human Rights Programme of Action 2005-2006 commits the Police Service to placing all new instructions on the internet, unless not publishing is justified in terms of the sensitive nature of the content or other strong public interest reasons. The Police Service's website currently provides an extensive list of information that is openly available to the public.

Remaining Issues

According to the Policing Board's human rights advisors, the Police Service is in advance of the rest of UK police agencies in terms of its transparency. The human rights advisors intend to review the Police Service's Freedom of Information policy later this year to ensure that it is in compliance with the 1998 Human Rights Act.

As we have noted in earlier oversight reports, the Independent Commission understood that transparency is not a discrete or isolated issue, but constitutes an integral part of a more accountable, community and human rights-based approach to policing. There is no doubt that a tremendous degree of progress has been achieved since our oversight evaluations began, however, given the critical importance of assuring an ethos of openness and transparency the implementation of this recommendation will continue to be monitored throughout the remainder of the oversight mandate.



Recommendation 44: Community Policing as a Core Function

Patten Recommendation:

44. Policing with the community should be the core function of the police service and the core function of every police station.

Lead Responsibility: Chief Constable/Policing Borad

Recommendation Status

Full compliance with this recommendation has not yet been achieved.

History

The Police Service has completed the structural modifications required to accomplish this critical transformation in policing style. Command staff and uniformed officers are now engaged in refining this system of service delivery. DCU Commanders are experimenting with a variety of modifications to the original “split force” model, which saw patrol resources divided into community beat and response units, in an effort to offset some of the inherent problems with this approach. The Police Service has engaged an external monitor to evaluate the “sector” policing model, tested with excellent results in Craigavon DCU, which has now emerged as more viable alternative to the split force model. These varying methods of service delivery are closer to the district command structure intended by the Independent Commission.

The Police Service introduced a £3M fund to promote innovation in policing with the community over a three year period. 61 projects were submitted for consideration, with just short of £1M being allocated during the project’s first year. The Police Service continued to proceed with other crime prevention projects, such as the award-winning Foyle Crime in the Schools programme, which has resulted in a 21.5% reduction in property damage in its first six months, and has now been extended to other schools in the Foyle District. The Get Home Safe programme in Belfast South, noted in earlier oversight reports, is now complemented by a Safe Bus system, an innovation being shared with other localities. Several DCUs are encouraging the growth of Neighbourhood Watch Programmes in their areas.

Community Safety Branch has updated its materials for the Citizen and Safety Education programme, which it presents to a large number of schools. There is also a growing emphasis on the reduction of hate crimes, and police officers are learning to engage more effectively with the increasingly diverse language and cultural communities residing in Northern Ireland. Recent publications on diversity commissioned by the Policing Board and Police Ombudsman were much in evidence as reference material. It will be important that police training courses reinforce the issue of diversity in the community, and it is encouraging that diversity training is taking place in collaboration with the Garda Síochána (see also Recommendation 161).

The Police Service’s intention of establishing a performance culture within DCUs has been largely accomplished although early in the process, standards and targets were arguably focussed more on quantitative rather than qualitative indicators. However, a growing number of qualitative measures related to the effectiveness of policing are now available through annual surveys conducted among others by the Policing Board, and some DCU Commanders conducted local quality assurance surveys and checks. Police links with DPPs, Community Police Liaison Committees and other

forums have also been strengthened, both through the consistent efforts of the Policing Board and the natural evolution of police relations with the community.

Since the release of our Report No. 13 in June of 2005, many police resources have been diverted to deal with serious sectarian violence marked by riots, public disorder, attacks on police, homicides and assaults. Efforts to consolidate the development of community policing were interrupted by the re-assignment of neighbourhood beat teams to public order duties, resulting in disruptions to emerging local police-community relations and damage to partnership commitments and the estrangement of police officers from certain sectors of the wider community. In some DCUs disaffected DPP members withdrew from active participation as a form of protest. While the incidence of violence was generally confined to Belfast and neighbouring areas, the impact was experienced to a lesser degree in other DCUs as well. Finally, certain recent incidents suggest that security concerns must continue to be taken into consideration as the Police Service increasingly adapts to a more community-oriented style of service delivery.

It speaks well of the resilience of the Police Service, and of its members, that it has emerged from these challenges with its commitment to the principles and values of policing with the community firmly intact. By the spring of 2006 both command staff and front line police officers were diligently engaged in reconstructing damaged relations, even in the more difficult neighbourhoods, shoring up partnerships and re-launching foot patrols in areas which had temporarily been considered too dangerous. DCU Commanders have returned to the task of re-calibrating both their patrol and resource allocation systems. While it is reasonable to expect that in the final analysis there will be allowances for some differences in models of deployment to accommodate local conditions, there is a general trend toward structures featuring less specialisation, an emphasis on the advantages of scale and the removal of any barriers to communication that have been identified.

Police Service policy governing the wearing of badges was amended in November of 2005 to require all uniformed officers and civilian Station Enquiry Assistants to wear name badges. Exceptions may be approved by supervisors on security grounds. Local Policing Plans for 2006-2007 include priorities responding to community concerns, with specific reference to reassurance strategies, anti-social behaviour and youth crime. Community forums remain numerous and effective, some with impressive records of achievement. There is also an increasing reliance on funding obtained from Community Safety Partnerships.

Remaining Issues

In 2004 the Police Service adopted the methods and techniques of Intelligence-led Policing (ILP) as the primary method for preventing offences and for managing crime and disorder hot spots, targeting serious offenders and investigating linkages between incidents and persons. This is a recently developed and highly effective process for ensuring performance improvement, enabled by increasingly sophisticated information management tools.

There is, however, cause for concern that since the data gathering and analysis is primarily reliant on incident-based information assembled internally, community concerns relating to minor



disorder may be assigned a lower priority, which in turn may have a detrimental effect on the public's confidence in the police. Police commanders are aware of this problem, and the DPP and community consultation meetings provide helpful reminders that collaborative neighbourhood problem solving must be combined with ILP in the process of information gathering, problem assessment and resource allocation. A Best Value study of Patrolling was in the final processes of reporting and should provide useful recommendations.

The challenge of fusing the methods and techniques of ILP and community policing brings into question the means for measuring success. ILP and crime suppression rely primarily on indicators of efficiency based on quantitative measures, such as crime rates, clearance rates, traffic statistics, drug seizures, arrests and other activity reports. More difficult to define and assess, however, are indicators for overall effectiveness, in other words qualitative indicators, such as those derived from focus group reports or citizen satisfaction surveys such as those carried out by the Policing Board and DPPs.

Thus, the Policing Board's Community Attitudes Survey for 2005 presented data measuring perceptions of the police; helpfulness of local police; fairness of police; and the degree to which the police are doing a good job. Another excellent example is the Survey of Youth in Belfast North - Young People's Attitudes and Experiences of Policing, Violence and Community Safety in North Belfast, conducted by the Institute for Conflict Research and released in June of 2005. DCU Commanders in close contact with their DPPs and other community forums have the added advantage of being able to analyse a continuous flow of anecdotal information relating to the performance of their officers.

There are, however, limited means of organising and compiling this information into a form that is comparable across organisational lines, or providing uniform indicators which allow for effective evaluation. For this reason, the Policing Board is working on identifying and assessing key performance indicators (KPIs) which would help to assess quality of service. Research currently conducted within the Police Service, as well as elsewhere in the UK, will be helpful in developing more efficient - and hopefully less time consuming - means for measuring values such as public satisfaction, measures for reassurance and police visibility.

Ultimately, and regardless of the diligence and professionalism demonstrated by police officers at all ranks, often under very difficult conditions, public expectations of police performance remain immense in comparison to other policing jurisdictions familiar to the oversight team. It will challenge the imagination and skill of all members of the Police Service if these insistent but often disparate demands of society are to be met. The ongoing Review of Public Administration will also have a significant impact on these issues, and until such time as the review is completed many of them will not be addressed.

The Police Service has reported that it will not continue its induction course for young recruits in its current format. This course provided recruits with a unique opportunity to discuss among other things the issues that led to many of the changes that policing in Northern Ireland has undergone, not least the history and role of sectarianism in this society. The material covered in the induction course will now be addressed through general training in diversity. As noted above, diversity training is crucial, particularly given the increasingly diverse nature of Northern Ireland society. However, diversity issues and sectarianism are not the same things even if they are

expressions of intolerance, and it is difficult to see how diversity training will address the more sensitive and contentious issue of sectarianism. Interestingly, the Police Service's own cultural audit, conducted among police staff in 2005, highlighted that only 25% of respondents felt that contentious issues were openly explored and debated within the Police Service. The decision to drop the current induction course also comes at a time when this unique organisational approach to dealing with a difficult and contentious topic is being recognised for its strengths by other policing services as something they wish to emulate.

Recommendation 45: Dedicated Neighbourhood Policing Teams

Patten Recommendation:

45. Every neighbourhood (or rural area) should have a dedicated policing team with lead responsibility for policing its area.

Lead Responsibility: Chief Constable/District Commanders

Recommendation Status

Full compliance with this recommendation has not yet been achieved.

History

Neighbourhood Policing Teams were established in DCUs early in the change process. In the original implementation plan the teams were designed to function as specialised units and not as the principal service delivery method for both response units and community beat units as originally conceived by the Independent Commission. The re-assignment of neighbourhood police officers to other duties has been a continuing concern throughout our period of oversight.

Several DCUs have modified their deployment systems to improve the performance of their neighbourhood policing teams. Innovations range from an externally evaluated sector policing model in Craigavon DCU, to dispersal of response units back to sector locations in North Belfast, and a greater emphasis on communication between units. Neighbourhood officers are included in monthly goal setting meetings and all front line units are using a common electronic briefing system. In each DCU assessed, Commanders were working towards ensuring stability and continuity and in improving patrol visibility in order to provide reassurance to the public. The Best Value Review of Patrolling should yield constructive proposals to improve the performance of neighbourhood policing.

Remaining Issues

The contrasting shift systems applying to response and neighbourhood units under the split force model, noted in Recommendation 44 above, has been a barrier to the selection and retention of officers for neighbourhood patrol assignments. The problem is eliminated in the sector model, together with some of the effects of re-assignments, however this style of organisation requires a more tightly-managed approach by first-line supervisors, who may require proper coaching or training in decision making and time management.



Recommendation 49: Role of Neighbourhood Policing Teams

Patten Recommendation:

49. Neighbourhood policing teams should be empowered to determine their own local priorities and set their own objectives, within the overall Annual Policing Plan and in consultation with community representatives.

Lead Responsibility: Chief Constable/District Commanders

Recommendation Status

Full compliance with this recommendation has not yet been achieved.

History

Neighbourhood policing teams were deployed in each DCU early in the change process and throughout the period of oversight, leaders at all levels of the command structure have worked diligently to ensure their success. There are many examples of outstanding initiatives by front line police officers, and the PSNI has been favoured with numerous awards for crime prevention and problem solving at the national and international level.

Remaining Issues

Despite this early evidence of success, good intentions to empower neighbourhood teams and work in close collaboration with community groups and partners were hindered by barriers inherent in organisation and systems design. Unchallenged, the directive nature of priority setting using Intelligence-led Policing functions to the detriment of collaborative community problem solving diminishes the empowerment of front line officers and officers' own sense of ownership of problems and territory. The increasing demands of paperwork remains as a continuing complaint, although IT solutions will hopefully help address this issue. Enabling leadership at all levels is vital to improving and sustaining performance, and there is a need for more attention to locally managed reward systems for front line officers; these issues will require continual study and adjustment. At the core of many of these issues is the degree to which individual DCU, even individual police officers, can be effectively empowered to determine their own solutions to pressing challenges, an issue which we will address in greater detail in an upcoming oversight report on the delegation of authority within the Police Service, scheduled for publication in late September of 2006.



Recommendation 53: Appearance of Police Stations (Existing)

Patten Recommendation:

53. Existing police stations should - subject to the security situation in their areas and to health and safety considerations - be progressively made less forbidding in appearance, more accessible to public callers and more congenial for those working in them. The public reception areas inside police stations should be made more welcoming, and civilian receptionists could replace police officers.

Lead Responsibility: NIO/Policing Board/Chief Constable

Recommendation Status

Full compliance with this recommendation has not yet been achieved.

History

In 1999 the Independent Commission observed police stations that were both fortified and fortress-like. Although necessary under the circumstances, they were rightly described as forbidding in appearance. They also physically separated police officers from the public they serve. The Independent Commission therefore recommended that, subject to the security situation, existing police stations be made progressively less forbidding while also being made more accessible to the public. It also recommended that many if not most police officers working in public reception areas could be replaced by civilians.

Aside from making police stations more congenial places in which to work and interact with the public, they would more accurately reflect a policing style based on community partnership, with the police becoming a more integral part of the community. Besides, as the Independent Commission also noted, good design could often provide similar levels of security less obtrusively, and without the need to present a fortress-like appearance.

In November of 2003 the Chief Constable directed that a full review of the police estate take place in order to formulate a revised Estate Strategy. In April of 2004 the Police Service established an Estates Committee to address all of the relevant issues. DCU Commanders also submitted their recommendations concerning their future needs, and how these would affect the overall police estate. In May of 2005 the Police Service announced that the Policing Board had endorsed the revised Estate Strategy which had been prepared by the Estate Services Business Unit.

The revised strategy includes extensive plans for ongoing police station maintenance and improvements, use of mobile policing units or the sharing of community facilities to create “store front” police stations, a major works programme, a recommended station closure list, as well as written guidance and a template for DCU Commanders to follow when recommending a station for closure. The revised strategy also states that DCU Commanders have the authority to remove out-of-date security walls from a police station, as well as other improvements to appearance without first seeking approval from headquarters.

The Policing Board has acted on a number of closures recommended by the Police Service, including several along the border with the Republic of Ireland. Improvements have been made to the exterior of police buildings, however progress on improving the exterior appearance of the police stations located in many smaller communities has been limited. By April of 2006 the Government had approved £12M to implement the estate strategy, although to date the Police Service had spent only £2M to make ordinary police stations less forbidding.

Over the past five years the oversight team has visited the majority of police stations, in some instances repeatedly in order to verify ongoing modifications or other work. As noted above, even those stations in relatively quiet rural areas continue to have forbidding exteriors, in addition to having deteriorating interiors in which police officers are required to work. The oversight team has also noted several instances where a local DCU Commander requested minor de-fortification work. This is in line with the provisions of the revised Estate Strategy, which permit Commanders to determine future improvements to the exterior or interior of a police station, particularly as these impact on softening the appearance of a police station based upon amended security scenarios. Unfortunately the requested modification could not be progressed as quickly as had been hoped, which at first glance appears to contradict the idea that Commanders would make the final determinations as to how modifications would proceed.

Finally, of the 137 ordinary police stations, only 58 stations, or 42% of the total, are open to the public during normal police business hours, this being either 08:00 to midnight or a full 24 hours. 51 stations, or 37%, are considered to have limited opening hours, while the remaining 28 stations, or 21%, are effectively closed and not open to the public. In April of 2006 the Police Service announced that the National Audit Office was also going to conduct a study of the implementation of the estate strategy. This audit will provide further direction to the Policing Board and Police Service.

The oversight team has determined that by April of 2006 progress had been made on renovating 21 enquiry offices, which were made more welcoming to the public. An additional 21 enquiry offices are currently scheduled for renovation over the next several months. Although this represents good progress, nine of the stations designated for new or renovated enquiry offices are generally not open during normal business hours, bringing into question the value of proceeding with these particular renovations at this time. It would appear the Policing Board, in its role of ensuring an efficient use of police resources, should examine this issue closely, particularly in the context of the ongoing Review of Public Administration and a reduced number of DCUs.

With respect to the replacement of police officers in public reception areas with civilian staff as recommended by the Independent Commission, the Police Service’s own estimates indicate that the full implementation of this recommendation could potentially release up to 260 police officers to perform patrol or investigative duties. In late 2002 the Police Service selected Grafton Recruitment to begin advertising and recruiting for civilian receptionist positions, or Station Enquiry Assistants (SEAs). This process would be augmented with the use of internal trawls. In June of 2003 Grafton completed a recruitment campaign that resulted in a merit pool of 236 qualified applicants for SEA positions, with 20% of applications being received from Catholics. 58 candidates were selected from this merit pool on a 50:50 basis. An internal trawl of qualified applicants resulted in the selection of 43 civilian staff for SEA positions.



In September of 2003 the Police Service distributed a policy document providing direction to DCU Commanders as to how SEAs should be managed, and how an equal number of police officers would be transferred to operational duties. DCU Commanders interviewed are generally supportive of the SEA programme, and have expressed confidence in the ability of civilian SEAs to perform their required duties satisfactorily. These Commanders also supported the expansion of the programme, noting that the most pressing issue would revolve around the adequate training of SEAs. However, there appears to be some confusion around the issue of whether and under what circumstances civilian SEAs would replace their police colleagues. For example, several Commanders interviewed were under the impression that SEAs would only be assigned to replace the second police officer assigned to the enquiry office, in other words that a civilian would always be working with a police officer. Others believed that civilian SEAs would replace all police officers, both regular and Full Time Reserve, assigned to enquiry offices.

The Police Service prepared a second business case and obtained approval from the Northern Ireland Office and the Treasury to fill an additional 96 positions, with Grafton Recruitment managing the recruitment and selection processes. In April of 2005 the Police Service reported that 76 SEAs were now in place, and provided a chart indicating where the SEAs would be assigned. The Police Service also advised that it would use periodic business improvement reviews to inspect the use of SEAs to ensure they had replaced rather than supplemented police officers previously assigned to reception duties. A recent evaluation visit provided several practical examples of the efficacy of this programme. In one instance an experienced civilian SEA was assigned to provide training to a probationary police officer fresh from the Police College. The vast majority of police stations visited, including the 11 stations visited during April of 2006, had either regular officers or Full Time Reserve members performing enquiry duties.

In April of 2006 the Police Service advised that: 1) the recruitment of SEAs would stop at the current 88 positions, with 30 of the 88 positions to be recruited by Grafton Recruitment; and 2) that staffing the remaining SEA positions would not take place. This position has been endorsed by the Policing Board. The emphasis will be on retaining the current 88 SEAs, as the Police Service believes its civilian staffing needs revolve around more technical staff rather than SEAs. Therefore, funds initially intended for the employment of additional SEAs have since been used to employ additional civilian technical staff. In summary, the SEA programme has been halted at 88 positions. We also note that the Human Resources Planning Strategy 2005-2008, endorsed by the Policing Board in May of 2005, did not include a strategy or reference for implementing the recommendation to replace police officers with civilian SEAs. One consequence of the failure to implement this recommendation is that police officers who should be out on patrol are working in administrative positions.

Remaining Issues

As a result of the ongoing Review of Public Administration in Northern Ireland, the Police Service has held recent discussions concerning the number of future DCUs, or Basic Command Units (BCUs), that would be necessary to efficiently manage the organisation. The 29 current DCUs could be reduced to as few as 8. This will have enormous impacts on the future distribution of human and financial resources, the location of BCU headquarters, the location of specialised policing units. Another impact is on the police estate, where decisions around renovations of

remaining enquiry offices, exteriors and interiors of police stations, station closures, and the location of custody suites will be required.

Until such time as the final number of DCUs or BCUs is determined, it seems unlikely that progress in many of the areas listed above can be made. Progress will require the close monitoring by both police management and the Policing Board. The oversight team will also continue to monitor progress, particularly as this concerns the staffing of reception areas with civilian personnel to replace sworn officers. Unfortunately, the lack of progress on this particular aspect of civilianisation is reflected in other areas as well.

Recommendation 54: Devolved Authority of District Commanders

Patten Recommendation:

54. District police commanders should have discretion to decide in consultation with their local community how best to balance their resources between static posts and mobile patrols.

Lead Responsibility: Chief Constable/District Commanders

Recommendation Status

Full compliance with this recommendation has not yet been achieved.

History

The Independent Commission recommended that DCU Commanders be granted the discretion to decide, in consultation with their local community, how best to balance their policing resources. Of the DCU Commanders interviewed by the summer of 2002, none had received specific authority to implement the discretion noted in this recommendation; nor had the District Policing Partnerships (DPPs) been established by the Policing Board.

DPPs were established in late 2002 and provided Commanders with the means to consult and analyse problems with the local community. This included a mechanism for deciding on a balance between static posts and mobile patrols. A definition of static and mobile patrols was provided by the Police Service in September of 2003, and distributed to DCU Commanders in order to provide guidance in effectively exercising their authority in cooperation with the community, and thereby progressing the implementation of this recommendation (see also Recommendations 44 and 76).

Remaining Issues

By April of 2006 evidence that DCU Commanders accept and exercise their devolved authorities by inviting consultation with their respective District Policing Partnerships, and the extent to which these are accepted or declined by DPPs, had not been provided by the Police Service. In addition, evidence that district policing plans take into account the information gathered in consultations with the local community, descriptions of the methods for determining the balance of static and mobile patrols for each DCU, and timetables for implementing any plans had also not been provided.

Therefore, an effective evaluation by the oversight team of the deployment strategies and



modifications outlined in DCU plans was not possible. The oversight team will continue to monitor progress on implementation to ensure that police-community consultations have the intended effects, that the deployment of police resources reflects community input, and that we continue to receive evidence of progress from the Police Service as agreed. The issue of empowerment generally, and the delegation of authority within the Police Service specifically, will be addressed in greater detail in an upcoming oversight report, scheduled for release in late September of 2006.

Recommendation 55: Police Vehicles (Patrol Vehicles)

Patten Recommendation:

55. Police cars should continue to be substituted as patrol vehicles in place of armoured Landrovers, and the use of armoured Landrovers should be limited to threatening situations.

Lead Responsibility: Chief Constable/Policing Board

Recommendation Status

Compliance with this recommendation has been achieved.

History

Since the beginning of the oversight process the Police Service has made considerable progress replacing the large fleet of Armoured Landrovers (ALRs) with regular police cars for the purpose of performing patrol duties and responding to calls for service. It has significantly increased the use of liveried saloon vehicles or police cars while on patrol, and there is a greater emphasis on the care and maintenance of the vehicles.

In early 2002 the Police Service provided the oversight team with an inventory of police vehicles by make, model, type, and district/department assignments. This document included budget summaries for a multi-year period. By December of that year the Police Service began to decrease the number of ALRs available to DCUs for routine patrols, thereby requiring DCUs to make greater use of regular liveried patrol vehicles. The gradual replacement of ALRs with regular vehicles has continued since then, and by early 2005 the number of ALRs assigned to DCUs for regular patrol duties had fallen by over 30%. A reduction in the number of ALRs assigned to the Tactical Support Groups also took place.

In November of 2004 the Chief Constable announced plans to double the number of liveried patrol vehicles over a 24-month period. The Police Service subsequently provided a three-year plan for the purchase of 100 additional police cars, at a cost of £4.9M, to replace an equal number of ALRs. The Police Service has a current fleet of approximately 2,800 vehicles, of which 447 are ALRs. Since the release of the last oversight report detailing progress on this recommendation the oversight team has been provided with documentation on the number of ordinary police vehicles purchased and placed on patrol in each DCU. In addition, the Police Service has provided evidence of the number of these vehicles that are armoured. Visits to all 29 DCUs, as well as to a large number of smaller police stations have confirmed that there is no shortage of regular police cars for daily patrolling assignments, and the intent of this recommendation is deemed to have been achieved.

Recommendation 62: Holding Centres

Patten Recommendation:

62. The three holding centres at Castlereagh, Gough barracks and Strand Road should be closed forthwith and all suspects should in future be detained in custody suites based in police stations.

Lead Responsibility: NIO/Chief Constable

Recommendation Status

Full compliance with this recommendation has not yet been achieved.

History

In December of 2001 the Police Service reported that the three holding centres, including Gough Barracks, had been closed and that all prisoners arrested under the Terrorism Act would be held at Lisburn DCU. A Scoping Study on terrorist detention space needs was also received and reviewed. The construction of the custody suite at Lisburn DCU served as an interim facility until a permanent joint custody suite could be constructed at Antrim DCU in April of 2003. An inspection of the Gough facility in April of 2002 by the oversight team found the facility closed and without signs of recent use. However, in 2003 the Independent Commissioner for Detained Terrorist Suspects reported that Gough Barracks had been used on three separate occasions during that year to temporarily hold terrorist suspects, due to a lack of designated space at other sites.

The new Serious Crime Suite at Antrim DCU for housing terrorist suspects became operational in April of 2003, followed by the closure of the temporary suite at Lisburn. The permanent Serious Crime Suite at Antrim DCU incorporates the special conditions and safeguards required for detaining terrorist suspects. In the event that the Antrim custody suite would be closed or its capacity exceeded, the Police Service renovated the detention facility at Grosvenor Road police station in November of 2004. The renovation of the Grosvenor Road facility also placed Gough Barracks back in the permanently closed category, and as of April 2006 all three holding centres identified by the Independent Commission are closed.

At present there are 22 custody suites in Northern Ireland. In March of 2004 the Estate Services Business Unit received approval for a £27M building plan identified as "4+13", which saw the creation of four serious crime suites at Foyle, Craigavon/Brownlow, Antrim and Musgrave Street police stations with Antrim and Musgrave Street being designed to also retain high-risk prisoners. These four would be augmented by 13 smaller designated custody suites at other police stations throughout Northern Ireland.

By January of 2006 the plan had been modified, and the number of smaller suites reduced to 12 (or 4+12). It is noted that the most recent 4+12 plan does not include the utilisation of the Grosvenor Road custody suite, recently renovated as a back-up facility for terrorist suspects, meaning that the Grosvenor Road facility will be mothballed once the 4+12 plan is adopted. It is also noted that the plan does not incorporate the new custody suite recently built at Magherafelt



DCU. In April of 2006 the Police Service advised that a further review of the 4+12 plan would be conducted to determine the need for any alignment or fine tuning of the plan. The current and proposed locations for custody suites, including the Grosvenor Road facility, would provide 205 cell/beds.

The future need for detention space for terrorist prisoners is illustrated in two recent reports by the Independent Commissioner for Detained Terrorist Suspects, which covered the period from 1 January 2004 to 30 September 2005. During this period the Police Service detained 418 terrorist suspects, or an average of less than one terrorist suspect per day. The report also noted that 210, or 50%, of terrorist suspects were detained for less than 24 hours.

Remaining Issues

The Independent Commission recommended that all three holding centres be closed. This has been accomplished. It also recommended that suspects held under terrorist legislation should be detained in custody suites based in police stations. However, evidence of authorisations for the design, building and refurbishment of police stations to accommodate custody suites consistent with the scoping study was not provided. Given pending decisions on the final number of future DCUs, as well as the likely expiration of the Terrorism Act, at least two factors exist which would seem to impact on the number and location of custody suites. Therefore, the oversight team will continue to monitor this recommendation.

Recommendation 63: Video Recording in PACE Custody Suites

Patten Recommendation:

63. Video recording should be introduced into the PACE custody suites.

Lead Responsibility: NIO/Chief Constable

Recommendation Status

Full compliance with this recommendation has not yet been achieved.

History

The Police Service has taken a number of steps to implement this recommendation. In 2002 a pilot scheme at Musgrave Street DCU tested the equipment and procedures necessary to introduce closed-circuit television (CCTV) in custody suites. Based upon the results of the Musgrave Street pilot scheme, a set of operating instructions was adopted. These instructions are in use in all five current custody suites; the requirement for a Code of Practice for video recording was determined to be unnecessary.

Audio and video recording equipment were also installed in the temporary custody suite at Lisburn DCU, for the purposes of interviewing terrorist suspects. When the custody suite at Antrim DCU became operational in 2003, video and audio recording equipment were included in its construction. By April of 2006 the Government had provided additional funding for the installation of CCTV at the Coleraine, Enniskillen and Grosvenor Road custody suites, for a total of five installations.

The related General Order, 47/2003, Custody CCTV Standing Orders, is an excellent and comprehensive policy document on the use of CCTV, and sets out all of the documentation required to manage the system effectively. The General Order states that the CCTV system has as its main purpose the creation of a safe environment for police officers, prisoners and all individuals in the custody area, the provision of evidence to substantiate or rebut any allegations made in relation to offences either within or outside custody suites, and for the improvement of performance and quality of service.

Following the endorsement of the Estate Strategy by the Policing Board, the Police Service forwarded a revised business case to the Northern Ireland Office (NIO) on 6 January 2006, seeking £11.3M over five years to fund the installation of CCTV for the remaining custody suites. In March of 2006 the business case was approved in principle by the NIO, however neither the Estate Strategy nor the business case include an analysis of the prisoner population and other workload data in support of the £11.3M expenditure (see also Recommendation 62).

Remaining Issues

The principal concern revolves around the question of whether the NIO will fully fund the £11.3M requested to install CCTV in the remaining custody suites over a five year period, as per the rationale provided by the Police Service. In addition, the final determination as to the number and location of custody suites will have a significant impact. This in itself is dependent on the ongoing Review of Public Administration, and a decision by the Police Service as to the final number of DCUs or BCUs.

Recommendation 64: Inspection of Custody and Interrogation Suites

Patten Recommendation:

64. Responsibility for inspecting all custody and interrogation suites should rest with the Policing Board, and Lay Visitors should be empowered not only to inspect the conditions of detention (as at present), but also to observe interviews on camera subject to the consent of the detainee (as is the case for cell visits).

Lead Responsibility: NIO/Policing Board/ Chief Constable

Recommendation Status

Compliance with this recommendation has been achieved.

History

In 2003 the Secretary of the State made the necessary designations to authorise lay visitors and the inspection scheme. In the same year the Policing Board extended the responsibility for inspecting all custody and interrogation suites to the existing Custody Visiting Scheme. At that time the Policing Board had a set of guidelines under consideration for volunteers visiting detained terrorist suspects. The Policing Board agreed that only those custody visitors who were willing to assume an expanded role and observe terrorist suspect interviews on camera, would be required to do so.



▶▶ public order policing

In October of 2005 a Government Order effectively extended the remit of the lay visitors to require reports on the conduct of interviews with detainees. The Order enables the Board to empower lay visitors to observe interviews on camera, subject to the consent of the detainee, and in line with this recommendation. Twenty lay visitors have been trained on observing interviews of terrorists on camera, and all 20 have agreed to perform this role. Previously, the Independent Commissioner for Detained Terrorist Suspects performed this responsibility.

The Independent Commission also recommended that the responsibility for inspecting all custody and interrogations suites should rest with the Policing Board, and lay visitors should be empowered not only to inspect the conditions of detention, as at present, but also to observe interviews on camera subject to the consent of the detainee, as in the case of cell visits. The Policing Board has fully implemented this recommendation, which includes extending the role of the lay visitors to observe interviews with detainees on camera.

The Policing Board requires and receives monthly reports from the custody visitors which summarise their activities and ensures that the objectives pertaining to detainees' complaints, as well as recommendations for physical improvements, are met. The Board reported that between 2004 and 2005 lay visitors made nearly 1,000 random visits to custody suites. Field visits by the oversight team confirmed that custody visitors perform unannounced inspections at various police custody facilities on a routine basis.



Recommendation 70: Public Order Equipment (Broader Range of Equipment)

Patten Recommendation:

70. The police should be equipped with a broader range of public order equipment than the RUC currently possess, so that a commander has a number of options at his/her disposal which might reduce reliance on, or defer resort to, the PBR.

Lead Responsibility: NIO/Policing Board/Chief Constable

Recommendation Status

Full compliance with this recommendation has not yet been achieved.

History

The Police Service has used impact rounds since 1973. The original rubber rounds were inaccurate and were replaced in 1975 with the plastic baton round (PBR). There have been several modifications over the years, progressing to the Attenuating Energy Projectile (AEP) used today. Tragically, these projectiles have caused some deaths and injuries in past years during extensive use. This issue led the Independent Commission to make recommendations on research to find a suitable alternative to the PBR, as well as making recommendations dealing with the causes of disorder and the variety of means to deal with disorder.

Based on multi-year research conducted by the Northern Ireland Office (NIO) and Steering Group, the Police Service submitted a business case in January of 2002 for the purchase of vehicle-mounted water cannon for use in public order situations. Following an interim medical evaluation the Policing Board approved and the NIO funded the purchase of six vehicle-mounted water cannon, with delivery completed in the summer of 2004.

The decision to purchase vehicle-mounted water cannon provided police commanders with an alternative to the use of PBRs in public order situations, if circumstances permitted. The Police Service issued the necessary operational policy and guidance, General Order 29/2004, Police, Procedures, Guidelines - RCV 9000 Water Cannon Vehicles, for the deployment and use of the water cannon in serious public order situations. These policies and procedures represent a high standard of effective policy statements or protocols on the use of force by police personnel. The contents of the General Order are similar to the requirements for the deployment of the Attenuated Energy Projectile (AEP) during public order situations.

As demonstrated during the Ardoyne and Whiterock parades in 2005, the vehicle-mounted water cannons provided police commanders with an alternative to the use of impact rounds, or with having to employ potentially lethal force, in public order situations, and were very effective at keeping demonstrators separated and away from police lines. In early 2003, a decision was made by the Police Service to issue hand-held CS spray to individual police officers, as personal protection equipment to be carried during regular police activities. The Police Service issued General Order 28/2004, CS Incapacitant Spray, outlining the operational guidelines in the use of CS spray. In addition, there is a mandatory training component before an officer is issued with CS spray.

In March of 2005 the Policing Board announced a decision to replace the L21A1 baton round with the Attenuating Energy Projectile (AEP) impact round effective 21 June 2005 and subject to certain

conditions. At the same time the AEP was adopted operationally by other UK police forces, as well as by the armed forces. The AEP was first deployed during the 12 July 2005 Ardoyne parade, and again on 10 September during the Whiterock parade. Unfortunately, both parades were marked by violent public disorder and the Police Service employed AEP impact rounds as well as the vehicle-mounted water cannon. In 2006 no AEP rounds had been discharged as of April.

In response to one of our performance indicators, the NIO has advised that quality control measures are in place during the AEP manufacturing process, with all components being produced under quality control specifications. A similar system had been in place for the manufacturing of the now disused L21A1 round. The Police Service also provided evidence of a mandatory training component for each type of less potentially lethal equipment employed by the Police Service. The NIO's research into alternatives to the PBR has identified two devices which will receive further evaluation and testing: the Discriminating Irritant Projectile (DIP) and the Taser, however no final decisions on either piece of equipment had been made by April of 2006.

The Policing Board's Annual Human Rights Monitoring Report, released in March of 2005, examined among other things the Police Service's use of force. This included firearms, AEPs, vehicle-mounted water cannon and CS spray. Although the Board's human rights advisors offered several recommendations for improvements and further action by the Chief Constable, the report concluded that the Police Service was generally in compliance with the Human Rights Act (1998). This included police actions, planning and tactics related to the use of AEPs and the water cannon during the Ardoyne and Whiterock disturbances (see also Recommendation 1).

Remaining Issues

This recommendation will be considered fully implemented when the NIO issues its final research project report, currently in draft form. This research report will include the findings and recommendations concerning the DIP as well as the use of the Taser as a less-than-lethal device. The oversight team will also review any post-action reports prepared by the NIO and the Police Service regarding the effectiveness of the AEP impact round and the vehicle-mounted water cannons deployed during any public order disturbances.



▶▶ management and personnel



Recommendation 76: Devolved Authority of District Commanders

Patten Recommendation:

76. District commanders should have fully devolved authority over the deployment of personnel (officer and civilian) within their command, devolved budgets (including salary budgets), authority to purchase a range of goods and services, and to finance local policing initiatives. They should reach service level agreements with all headquarter support departments.

Lead Responsibility: Chief Constable/District Commanders

Recommendation Status

Full compliance with this recommendation has not yet been achieved.

History

The Independent Commission recommended an approach in which policing with the community became the core function of the Police Service, and where decision making would be devolved, or delegated, as far as possible to those responsible for delivering services directly to the community. The existing management style was categorised as hierarchical and bureaucratic. Structural changes completed early during the change process removed management layers and installed a slimmed-down command structure for rural and urban regions. Police Service policy on the devolved decision making describes the principles of empowering DCU Commanders that would allow devolution to work in practice. Devolved financial management is in the process of being refined, and devolved decision making on the operational deployment of police personnel and local policing matters is now standard practice within the Police Service. Overseeing the effectiveness of the system of devolved decision making rests with the Deputy Chief Constable, and is accomplished in part through a twice yearly performance review of DCU Commanders. Decisions taken on the recommendations of the Review of Public Administration (RPA) will have a crucial impact on devolution within the Police Service, which will need to be restructured in order to remain coterminous with new council areas.

The Independent Commission recommended that Service Level Agreements be established between headquarters departments and all DCUs. The existing system which governs the delegation of financial authorities is perhaps the best example of progress in this area, with 87% of budgetary responsibility now devolved to DCU Commanders. Local Commanders favour a greater use of local suppliers, yet Government restrictions that require comparative estimates, minimum insurance coverages, demands for market-tested solutions along with a Police Service requirement for security reviews, all tend to marginalise smaller local firms. There is a £1,000 limit without constraints on local purchasing. Procurement cards are issued for smaller items, and petty cash amounts for ad hoc purchases have been increased. Supplier invoices are managed electronically and some items such as uniforms are ordered directly from suppliers. Procurement "information days" are available for DCU Business Managers. The Finance Department is currently refining an activity-based costing system that would assist DCU Commanders in their decision making, adding to the array of efficiency indicators. The extension of local financial management is also the subject of detailed objective setting in the Policing Plan 2006-2009. All of the objectives outlined are consistent with the intent of this recommendation.

There are now Service Level Agreements between all DCUs and Training Branch, although the specific role of District Trainers has not as yet been satisfactorily resolved (see also Recommendation 132). A Service Level Agreement between Information Services and user departments, as well as with DCUs, is expected at a later point in the IS project. The decision to consolidate the investigation of serious crime to Crime Operations Department has removed that responsibility from DCU Commanders, and has transferred the locus of control back to units under the direction of headquarters.

Human Resources Department recently launched an extensive addition to the Police Service intranet, providing detailed policy information in a user-friendly format on all facets of management affecting both police and civilian staff. The devolved authority of DCU Commanders over human resource matters is spelled out in detail. Key contact information is provided, with an invitation to submit direct questions. Potentially, this feature could do much to stimulate problem solving and ensure that headquarters is sensitive to issues at all levels of the Police Service.

Remaining Issues

Establishing a proper balance of responsibility and authority on the movement of police officers between DCUs, Regions and headquarters departments is one of the more difficult objectives to achieve. As DCU Commanders became accustomed to accepting responsibility for results in their area, they also became increasingly critical of the lack of consultation and control of transfers that remove key officers from their commands, particularly at inopportune times; on the other hand headquarters must retain the authority for protecting the overall best interests of the Police Service in managing its human resources. Headquarters recently negotiated a new devolved decision making agreement with Urban Region, designed to allow the Region considerable latitude to re-deploy officers and direct the transfer process. This agreement has the potential for extension into other areas, particularly once the consolidation of existing DCUs begins to take place under the RPA.

There is a high degree of risk that under the RPA restructuring the important principles espoused by the Independent Commission, particularly with respect to community involvement and the delegation of authority, will fall victim to the drive for efficiency. The appropriate devolution of authority has become a central theme of national policing policy, and a recent draft Home Office paper entitled "Making Delegation Work" provides useful guidance on this complex issue because of the risk. The Independent Commission made several recommendations regarding the empowerment of police managers at all levels, and devolved decision making remains a cornerstone of the Commission's vision. How this critical issue has been managed will be evaluated and addressed in greater detail in an upcoming oversight report, scheduled for release in late September of 2006.



Recommendation 77: Police Appraisal System

Patten Recommendation:

77. It should be a high priority of management to ensure that the appraisal system is fully effective. This system should be used as part of the promotion and selection process. An officer's capacity for change should be assessed and should also be taken into account in the promotion and selection process.

Lead Responsibility: Chief Constable

Recommendation Status

Full compliance with this recommendation has not yet been achieved.

History

A revised Police Appraisal System was introduced by General Order No. 8/2003, Annual Performance Review, dated 9 April 2003. Although the design was not in strict compliance with the Independent Commission's recommendation that an appraisal system be a direct factor in the promotion and inspection process, the system as designed conformed with generally accepted appraisal practices at the time, which held that appraisals should be designed primarily as a developmental tool. Appraisals would then be linked with promotion and selection at the recommendation stage of a promotion or job competition.

The Policing Board's Annual Human Rights Monitoring Report, released in March of 2005, noted this divergence in the appraisal process, and stated that the existing system was not an effective appraisal process with which to monitor the human rights performance of police officers, that human rights performance was not given due consideration in promotional competitions, and that as a result good human rights performance could not be rewarded in any tangible manner. Although the Police Service appraisal form includes a discrete element on human rights, the Board's report did not view this as adequate and recommended corrective action.

Remaining Issues

The Baseline Report on the Police Service of Northern Ireland for 2005, by Her Majesty's Inspectorate of Constabulary (HMIC), listed several areas for improvement in the management of human resources, commenting that staff did not appear to understand how the appraisal report contributed to service performance, and that there was a lack of trust and confidence in the appraisal process. HMIC elaborated on this view in a more detailed report on the PSNI's promotional process release late in 2005. This report proposed that changes to the promotion process should take direct account of the annual performance review, and should ensure that a suitability rating is linked to actual evidence endorsed in the appraisal report.

The majority of stakeholders reiterated views expressed earlier, specifically that the appraisal process suffered from a lack of credibility within the Police Service and that it had no clearly defined purpose. It was HMIC's view that a link should be made between appraisal standards and both the National Intelligence Model and service planning, and that it should become an effective tool to determine performance in a given role. In other words that "any promotion process should be linked to the appraisal process and the results of a work-based assessment". Stakeholders then recommended a full review of the operation of the appraisal system.

A process of revising the appraisal system was begun in April of 2006, with communication and a launch projected for February of 2007. A full programme of research, benchmarking against other systems, consultation and analysis is laid out in a project's specification document. Among other potential benefits, revising the appraisal form itself would present an opportunity to include all of the concerns expressed above, including the Board's views that any revised system would benefit from a more accurate reflection of police officers' human rights performance.

Recommendation 79: Trend Information on Complaints (Automated Trend System)

Patten Recommendation:

79. An automated trend identification system for complaints should be introduced.

Lead Responsibility: Ombudsman/Chief Constable/Policing Board

Recommendation Status

Full compliance with this recommendation has not yet been achieved.

History

The basic requirements for the trending and tracking of public complaints against police officers were fulfilled through an internal information system and increasing cooperation between the Police Service and the Ombudsman. Information on complaints against individual officers is reported monthly and disseminated electronically to DCU Commanders, and general complaint statistics which include complaint outcomes are available to the public through the Ombudsman's website. A Police Service directive provides guidance to DCU Commanders if an early intervention with an officer is deemed necessary.

A business case for the creation of a comprehensive computer-based case management system was approved, however the Police Service has since identified a more efficient way of addressing this requirement within the parameters of an existing software platform. The installation of this system is scheduled for September of 2006, and will enhance the capability of Internal Investigations Branch (IIB) to monitor complaints against police officers, which in turn will permit the development of a more comprehensive early warning system.

Remaining Issues

DCU Commanders are ultimately held accountable for the complaint patterns within their respective DCUs. One of the concerns noted during interviews was that complaints assigned to a specific DCU might be generated by officers not assigned to that DCU. This is often the case during incidents of public disorder, when officers from across the Police Service are tasked to work in a specific area for as long as they are required. Although complaints generated as a result may arise from the actions of officers who are not from that DCU, the local Commander would still be expected to account for what could in effect be skewed complaints patterns there. Another issue raised during DCU interviews concerns the perceived lack of detail regarding the circumstances leading to a complaint. This does not allow Commanders to identify the remedial action which an officer might potentially benefit from, and which might thereby forestall further complaints. This is particularly the case with police officers who generate more than three



complaints per year, and who therefore require a mandatory review.

The Ombudsman has initiated a consultation process based upon specific requests as an interim solution. These issues were also the subject of ongoing consultations between the Ombudsman, IIB, and DCU Commanders. The Ombudsman is currently in the process of upgrading her own internal case management system, which provides an opportunity to review this and other issues regarding complaints-related information captured. The Ombudsman has also requested that the legislation which governs the complaint notification process be amended, with a view to simplification and efficiency. As this has the potential to affect the trending and tracking of all complaints made against the Police Service, the oversight team will continue to monitor this recommendation.

Recommendation 83: Tenure Policy on Police Postings

Patten Recommendation:

83. There should be a tenure policy, so that officers do not have inordinately long postings in any specialist area of the police.

Lead Responsibility: Chief Constable/Policing Board

Recommendation Status

Compliance with this recommendation has been achieved.

History

The Independent Commission noted during its review that some police officers had spent 10, 15 or even 20 years in one specialisation. It recommended that a tenure policy be developed, both to avoid the development of cliques within the Police Service and to ensure that officers did not lose contact with the core function of community policing. A comprehensive draft tenure policy applying to all police posts was endorsed in October of 2003 by the Policing Board and Her Majesty's Inspectorate of Constabulary (HMIC), however this was not disseminated by General Order within the Police Service.

In the period following the release of the Independent Commission's report, the tenure issue was addressed in a number of ways, including the voluntary severance programme, the aggressive recruitment of new police officers, significant internal personnel movements related to massive organisational change, and the introduction of new job functions across the Police Service. As a result, police managers recognised the need to re-establish specialised capabilities in the areas most affected by change and attrition in order to avoid marked deficiencies in skills and experience in certain areas.

The Policing Board's Human Resources Committee considered representations by the Police Service in February of 2006 and accepted a resolution whereby the Police Service would continue to apply tenure principles, but not as strictly or comprehensively as previously imagined. However, tenure controls will continue to apply in specific areas including criminal intelligence and training, on a managed basis. For example, intelligence positions are classified as either "specialist" or "core specialist". Specialist positions will have a fixed tenure period of five years. Where a chief officer or head of department believes that, in the interests of the Police Service and best value, a current or new specialist post requires a longer period of tenure, it can be extended by a period of no more than two years. This must be done by request and only with the agreement of the Director

of Human Resources, making the longest period an incumbent can spend in a specialised post seven years.

Core specialist posts will have a flexible tenure policy applied. This means that at the end of the fixed tenure period of five years, the senior manager may request that the tenure period be extended by a further period of one year, up to a maximum of two years. Again, the chief officer or head of department is required to document the reasons for any extension and requires the approval of the Director of Human Resources.

Positions at the Police College are classified as specialist posts, and therefore have a fixed tenure period of five years. Similar classifications are in place in criminal intelligence. In other areas tenures will be reviewed and assessed for continuance in post by the application of organisational factors including the desires of the incumbent and the employer's duty of care among others. Tenure issues relating to assignment in neighbourhood policing teams have been respected since the creation of District Command Units, and will not be affected by these decisions. Tenure in post for all officers will also be reviewed as part of their annual performance appraisals.

The original findings and recommendations of the Independent Commission remain consistent with good human resource practices, as supported by international policing authorities such as the International Association of Chiefs of Police and HMIC; these accepted practices and principles recognise the need to accommodate certain local circumstances. Although the solution determined appropriate to the Police Service is sound and practical, it might be considered desirable to re-visit this decision in five to seven years, when the Police Service's demographic profile should have stabilised significantly. The Policing Board, in its monitoring role, will need to note this.

Recommendation 90: Efficiency Initiatives

Patten Recommendation:

90. There should be a rigorous programme of civilianisation of jobs which do not require police powers, training or experience, exceptions being made only when it can be demonstrated that there is a good reason for a police officer to occupy the position.

Lead Responsibility: Policing Board/Chief Constable

Recommendation Status

Compliance with this recommendation has not been achieved.

History

The Police Service has made limited progress on this recommendation. Following the adoption of an aggressive approach to implementing this recommendation, the Policing Board endorsed the Human Resources Planning Strategy in December 2004, which encompassed civilianisation targets. In the interval prior to the endorsement of the Police Service's Human Resources Planning Strategy the number of police posts that have been civilianised since 2001/2002 stood at 358.

Subsequent funding was made available for the appointment of 88 civilian Station Enquiry Assistants (SEAs) and 39 Holmes Indexers to replace operational police officers. In September of



2004 the Government approved the Police Service's business case for the funding of an additional 300 civilian posts over three years, commencing in 2005/2006. The strategy allowed for the civilianising of up to 166 police positions between August of 2005 and March of 2006. Among those posts listed are SEAs, Firearms Trainers, Explosives Inspectors, Exhibits Officers, Crime Prevention Officers, Gaolers and Firearms Enquiry Officers. One or more of the employee categories described may lend themselves to outsourcing. The Policing Plan for 2006-2009 deals extensively with Police Service objectives for pursuing efficiency through increased civilianisation.

Remaining Issues

In June of 2005 we reported that, for a variety of reasons, the Police Service had not made the degree of progress envisioned by the Independent Commission. Unfortunately this remains the case, although some of the determining factors are beyond the control of the Police Service. For example, it has little or no influence over the speed at which the large body of civil servants which remain as a legacy of its past structure can be reduced. We also reported that increased attention and focus on this issues by the Policing Board would yield results, which also remains the case. For example, the process through which the Policing Board obtains an independent validation of the Police Service's human resources strategy has proven extremely creditable and useful, and permits the Board to exert its governance responsibilities with greater effectiveness. Another impending factor is the restructuring which will result from the ongoing Review of Public Administration. In some cases a certain degree of caution may seem prudent, given that the reduction of DCUs may result in civilian redundancies.

Recommendation 92: Comprehensive Estate Audit

Patten Recommendation:

92. The police should commission a comprehensive audit of the whole police estate, to include outside experts, and develop a strategy for achieving an effective and efficient estate to meet the objectives for policing as outlined in this report.

Lead Responsibility: Policing Board/Chief Constable

Recommendation Status

Compliance with this recommendation has been achieved.

History

Since 2000 the oversight team has visited the majority of police stations and other police facilities which comprise the police estate. While the actual process of right-sizing the police estate has not progressed as quickly as hoped, the Police Service provided the oversight team with a draft of the proposed multi-year Estate Strategy in December of 2004. The Strategy was endorsed by the Policing Board in May of 2005, and included a comprehensive audit of the police estate. This recommendation is therefore considered implemented and results will be monitored under recommendation 53.

In September of 2005 the Police Service reported that the revised Estate Strategy is based on substantial capital investment of between £100M and £150M, upgrade maintenance programmes, a rationalisation of under-utilised police stations and increased utilisation of alternative policing

facilities. In April of 2006 the Police Service reported that the National Audit Office would commence its own study of the implementation of the Estate Strategy, which will provide further assistance to the Police Service and the Policing Board in managing the police estate (see also Recommendation 53).



▶▶ information technology



Recommendation 93: Development of Police IT Strategy

Patten Recommendation:

93. There should be an urgent, independent, and in-depth strategic review of the use of information technology (IT) in policing. It should benchmark the Northern Ireland police against police services in the rest of the world and devise a properly resourced strategy that places them at the forefront of law enforcement technology within 3 to 5 years. It should be validated by independent assessment. The strategy should deliver fully integrated technology systems that are readily accessible to all staff, and should take advantage of the best analytical and communications systems currently available. Users of the technology should play a key part in devising the strategy, and in assessing its implementation.

Lead Responsibility: NIO/Chief Constable/Policing Board

Recommendation Status

Full compliance with this recommendation has not yet been achieved.

History

The Service developed an information systems strategy in 2001 but by early 2004 it was evident that it was unlikely to achieve a fully integrated system by the original target date. A revised plan was endorsed by the Policing Board in December 2004 and the Police Information Technology Organisation (PITO) assumed the role of independent Validator.

PITO conducted a third review in November of 2005 and another in April of 2006. There is clear evidence of performance improvement on project work, programme governance and service delivery. Although much remains to be done before the Service achieves the highly ambitious IT goals of the Independent Commission, progress consistent with the revised Strategic Plan is well and truly underway.

Some projects launched or in pilot stage are generating high interest from operational users: VIPER (Video Identification Parades); VISOR (A National Registry of Violent Sexual Offenders); and LIVESCAN (On-line fingerprint identification) being foremost. The E-Finance system pilot is operational to all users, completed under budget and on time. The Call Management project ran into difficulty when a major supplier was unable to meet their obligations for performance, occasioning a search for options for a change of supplier and a re-launch. Other than that setback, both the Police Service and PITO are satisfied with the performance of short term contractors. Non-aligned systems have vexed PSNI's past attempts to work towards integration. The Police Service now has a strategy to replace non-conforming legacy systems and with controls in place this problem should not reoccur.

PITO employs a robust and comprehensive Benefits Management methodology conforming to the exacting requirements of the Office of Government Commerce (OGC) Best Practice Guidelines. A benefit is defined as an outcome of business change that is deemed positive by the stakeholders. The elements of the process are designed to enable continuous business improvement with the process flowing from The Vision through Objectives, Benefits, Benefit Measures and identification of a Technical Enabler. Application of this proven methodology further enhances the suitability of PITO as independent evaluator for the PSNI project.

Remaining Issues

PSNI re-structured Information Management (IS) to bring Communications Branch under the umbrella of IS, now known as Information and Communications Services (ICS), a move applauded by PITO. PITO cautions attention to succession planning for key IS post in the months to follow. The Validator is monitoring user involvement through interviews and focus groups at all levels and across spectrums. It is agreed by both PITO and the Police Service that IS should anticipate negotiating service level agreements with major users. Creation of a Help Desk is on the project list.

Funding issues flagged earlier between the Police and NIO are settled, and provided the Police Service submits business cases meeting the requirements of standard government guidelines and responds with funding from within the PSNI budget for tasks that do not fall precisely within the defined limits of the police reform agenda, monies will be made available. The Police Service has resolved to conduct an IS strategy refresh, a timely initiative with the current strategy document now four years into implementation. The revision will afford an opportunity for a seamless merge into an environment that does not include Patten non-severance funding.

The Office of the Oversight Commissioner is collaborating with PITO to reduce the overburden of monitoring agencies in this sector; an arrangement that significantly strengthens oversight capacity. The next PITO review will take place at the end of June and early July, 2006. With confidence in PITO and in the interests of efficiency, future oversight reviews will rely on the findings of triannual reports of that agency.



▶▶ structure of the police service



Recommendation 97: Reorganisation of Police Headquarters

Patten Recommendation:

97. There should be a slimmer structure at police headquarters - one that reflects the shift of focus towards community policing and the delegation of responsibility to district commanders, and permits a more rigorous and strategic approach to management. There should be no more than one Deputy Chief Constable. The number of Assistant Chief Officers should be reduced to six from the present twelve. The position of 'Deputy Assistant Chief Constable' should be deleted forthwith. The rank of Chief Superintendent should be phased out.

Lead Responsibility: NIO/Chief Constable

Recommendation Status

Full compliance with this recommendation has not yet been achieved.

History

The Independent Commission made this recommendation with the intention of shifting police resources away from administrative functions to policing with the community, as well as to reinforce the delegation of authority within the Police Service. Precise numbers or percentage targets were not determined however, and the only specific aspect was a recommended reduction of senior ranks. This specific objective was met, and the Police Service then turned its attention to efficiency measures designed to reposition regular officer posts from headquarters to District Command Units.

In May of 2003 the oversight team reported a baseline establishment of 1,666 police officers assigned to police headquarters. By September of 2005 the total establishment had risen to 1,916, although the actual number of personnel was 1,696, however this figure included 213 officers who had been transferred from DCUs to Crime Operations. The emergence of Criminal Justice as a major headquarters department also contributed to this increase. Prior to the expansion of Crime Operations, 613 officers had left headquarters by attrition or through severance, with only 66 officers actually being repositioned directly to DCUs. The dynamics of organisational change appear to have rendered the original intent to measure success from a baseline impossible, although in the instance of the 213 serious crime investigators moved from DCUs to Criminal Operations they remain rightly categorised as front line officers.

Remaining Issues

Responsibility for achieving a slimmer headquarters is now dependent on overall progress on the Human Resources Planning Strategy. The impact of the ongoing Review of Public Administration (RPA) will likely present further opportunities for slimming headquarters, as well as for further devolved decision making. The Police Service has also committed itself to applying the recommendations contained in the Home Office's "Modernising the Police" publication. For example, one proposal involves measuring the percentage of regular officers allocated to front line policing, with a definition of "front line" being used that is consistent across the UK.

The Police Service has now adopted this measure and established a front line policing target of 60% for the current year. By April of 2006 the actual achievement was over 65%, subject to a review by HMIC. The Policing Plan for 2006-2009 includes a goal to increase this figure to 72% by 2007/2008. Efficiency measures applied to administrative functions, particularly those identified

through the work of the Anti-Bureaucracy User Group, could result in further reductions. In addition, all of the Police Service's major functional units are charged with contributing to Gershon efficiency targets of 7.5% reductions over three years. The impact of these various efforts will without doubt maintain a focus on the further reduction of administrative positions filled by police officers at police headquarters.

Recommendation 99: Special Branch (Reduction of Officers)

Patten Recommendation:

99. There should be a substantial reduction in the number of officers engaged in security work in the new, amalgamated command.

Lead Responsibility: NIO/Chief Constable

Recommendation Status

Full compliance with this recommendation has not yet been achieved.

History

As noted in our Report No. 13, released in June of 2005, good progress has been achieved in this area, and most of the related recommendations have been implemented. There has been a reduction in the number of police officers engaged in security work in the amalgamated Crime Operations Department. Since 1999 the combined established number of officers engaged in security work, which includes both C-3 (Intelligence) and C-4 (Crime Support), has decreased by approximately 25%. At the same time C-3 has assumed responsibility for intelligence activities relating to serious and organised crime as part of its remit within Crime Operations Department. However, even with this additional responsibility, and the anticipated transfer of national security responsibility to the Security Service in 2007, the Police Service does not anticipate the need to increase the present C-3 establishment of police officers engaged in security work.

At the present time, the specific police resource issues which will result from the transfer of national security responsibility to the Security Service are not known. A joint Security Service/PSNI briefing was provided to the Oversight Commissioner in April of 2006. This briefing indicated that a lot of formative work with respect to the roles and responsibilities of each organisation had been completed. This includes the development of protocols and memoranda of understanding regarding the division of work. What is clear is that, regardless of the transfer of responsibilities for national security to another organisation, the Police Service will need to retain its ability to police with the community as well as its growing capability to deal with organised criminality in Northern Ireland. The Police Service will also have to adhere to the rigorous accountability structures and agencies that are now in place, such as the Ombudsman, the Policing Board and the District Policing Partnerships. Despite the good intentions and commitments that the Security Service and the PSNI have shown with respect to determining the division of responsibilities, the nature of this kind of work means that the actual impact may only become evident some time from now.



Remaining Issues

The Independent Commission recognised that state intelligence gathering and policing actions were part of any society, and noted clearly in its report that primacy over intelligence matters should not be devolved to a local authority, in this instance to the Northern Ireland Assembly. The Commission also recognised that the Police Service must remain equipped to detect and deal with any threat, and must therefore retain an effective intelligence capacity. Its recommendations, particularly 98 through 102, attempted to spell out a way in which the Police Service could remain effective and accountable.

In anticipation of devolution of policing powers to a local assembly, the Government had two options to deal with National Security. First, it could leave the situation as it was, with the Police Service retaining all of its former responsibilities, including national security. However, this would then leave the PSNI as an anomaly in the UK. The alternative, which is what the Government, according to its prerogative, ultimately chose was to align Northern Ireland with the rest of the UK and revert primacy for national security to the appropriate organisation, in this case the Security Service. While the Security Service would then be based in Northern Ireland, and would be free to conduct its own operations here, the Police Service would retain its legal mandate to gather criminal intelligence, conduct criminal investigations, and bring criminal charges before the courts. The Police Service would also continue these activities for acts or individuals identified by the Security Service, sometimes using intelligence information compiled and provided by the Security Service. Aside from any other consequences, this choice represents a democratic decision by elected legislators, and should be respected as such. The Security Service operates under a separate accountability regime, including Parliamentary oversight, which is outside the ambit of Northern Ireland.

That said, it is clear that this decision by Government has profound potential implications for the Police Service and the means and manner in which it goes about its duties. The recommendation made by the Independent Commission saw the development of a policing service that was “capable of maintaining law and order including responding effectively to crime and to any terrorist threat”. Moreover, the policing service should be “effective and efficient, fair and representative, and accountable”. As we have shown in successive reports, the Police Service and the other agencies, which include the Policing Board and the Ombudsman, have unambiguously demonstrated progress on achieving the Independent Commission’s vision. This is particularly the case for the robust and rigorous accountability and governance regime which now exists, and which we believe to be both highly effective and unique in policing. It is imperative that any change to the security responsibilities in Northern Ireland does not inadvertently affect the general accountability of the Police Service, nor the individual accountability of PSNI staff, whether these are engaged in regular patrolling, or whether they are working with or even seconded to the Security Service.

One of the distinctive features of policing in Northern Ireland is that historically at least, the same organisations and often the same individuals, might be engaged in both terrorist and criminal activities, and that the distinction between the two was certainly ambiguous and often artificial. The Independent Commission recognised that the former RUC Special Branch played a crucial role in countering security threats and preventing or intercepting terrorist attacks. However, it also recognised that the very ambiguity noted above made relations between the Special Branch

and criminal investigators difficult, as the former, for their own reasons, were often reluctant to share information or informants with the latter.

One result of this growing disassociation was that the Special Branch was increasingly viewed as a “force within a force”, not least by other police officers who often knew very little about its activities or priorities. This was also one of the main reasons for the Independent Commission’s recommendations that Special Branch be amalgamated with criminal operations. In addition, this reinforced the fact that the primary function of police officers was to investigate crime and to bring charges. As previous oversight reports have shown, this amalgamation was successful. The results are clearly evident in the number of charges against organised and violent criminals that the Police Service has brought since the release of the Independent Commission’s report. It would be unfortunate therefore, given the ambiguity between terrorist and criminal acts addressed above, if the Government’s decision to transfer responsibility for national security to the Security Service inadvertently affected the Police Service’s ability to vigorously investigate crime and bring charges before the courts, as per its legal mandate. This would be particularly unfortunate at a time when the Police Service is clearly beginning to come into its own in terms of its ability to fight organised and violent criminality in Northern Ireland.

It is critical that the Government’s decision to transfer responsibility for national security to the Security Service does not affect the ability of the Police Service to combat organised crime effectively, and does not unwittingly diminish the robust accountability mechanisms which now exist. The oversight team will continue to monitor this development closely over the next year, to ensure that the protocols and commitments expressed by the relevant organisations continue to support the overall vision for effective policing laid out by the Independent Commission.

Recommendation 100: Informing District Commanders about Security Operations

Patten Recommendation:

100. Security officers should be required to keep their district commanders well briefed on security activities in their districts, and district commanders should be fully consulted before security operations are undertaken in their district.

Lead Responsibility: Chief Constable

Recommendation Status

Full compliance with this recommendation has not yet been achieved.

History

The Implementation Plan adopted by the Police Service in November of 2003 includes specific policy statements requiring C-3 (Intelligence) briefings to the Regional ACCs and to DCU Commanders. The Plan directs intelligence officers to keep DCU Commanders well briefed on security activities in their DCU, and that DCU Commanders be fully consulted before security operations are undertaken in their respective districts. Service Level Agreements that describe and regulate the relationship between the C-3, C-4 (Crime Support) and the DCUs were also adopted.



Prior to 2006 some of the DCU Commanders interviewed by the oversight team reported that intelligence sharing was more formalised than in the past, and that there has been an increase in both the quantity and quality of intelligence information shared with them. However, this view is not universal, and there were other Commanders who felt that they were not being briefed on security activities in their DCU, and were not fully consulted before security or covert operations were undertaken. For example, Major Investigation Teams were operating in some DCUs without the knowledge of the local Commander. Although there were improvements in briefings on criminal activity, this was not necessarily the case when it came to security activities.

In order to determine if the performance of the new Crime Operations Department has met its objectives, the Police Service was to conduct an internal audit. This was assigned to the two regional assistant chief constables and would include an evaluation of the new criminal operations structure, particularly as this related to the evolving relations between DCU Commanders and Crime Operations Department. A performance audit is considered essential to ensure that the intent of this recommendation is successfully met, and that Commanders are being satisfactorily briefed on security activities and operations in their respective districts.

In January of 2006 Crime Operations Department verified that its policy on briefings had been amended, and that in future DCU Commanders would receive briefings on active threats and on general and volume crime only, rather than on security operations as recommended by the Independent Commission. The rationale was that, since national security investigations and terrorists activities were now the sole investigative responsibility of Crime Operations Department, routine briefings on these matters to DCU Commanders were no longer necessary. This decision to change the briefing policy is both inconsistent with the intent of this recommendation and is not considered a good policing practice, particularly where there is an impact on the community.

In April 2006, following a change in command in Crime Operations Department, the Police Service reported that the original policy and procedures for briefing DCU Commanders would be resumed. The policy change was confirmed by C-3 staff and senior operations staff. Aside from other benefits, the successful implementation of this recommendation will assist local Commanders to determine and evaluate the possible impact a planned security operation would have on the community in his or her command area.

Remaining Issues

As of April 2006 the Police Service had not provided a copy of the performance audit of Crime Operations Department prepared by the two regional assistant chief constables. Considering the many changes that have been made to the systems initially put in place, this recommendation has been re-assessed downward pending revised practice. A significance monitoring focus will also remain on the anticipated transfer in 2007 of the responsibility for national security from Crime Operations Department to the Security Service.

Recommendation 102: Police Postings in Security Work

Patten Recommendation:

102. Officers should not spend such long periods in security work as has been common in the past.

Lead Responsibility: NIO/Chief Constable

Recommendation Status

Compliance with this recommendation has been achieved.

History

The Independent Commission noted during its review that some police officers had spent 10, 15 or even 20 years in one specialisation. It recommended that a tenure policy be developed, both to avoid the development of cliques within the Police Service and to ensure that officers did not lose contact with the core function of community policing. A comprehensive draft tenure policy applying to all police posts was endorsed by the Policing Board in October of 2003.

This policy categorises Crime Support and Intelligence positions as "Specialist" posts and "Core Specialist" posts respectively. Core Specialist posts will have flexible tenure policy applied. At the end of the fixed five-year tenure period, a chief officer or head of department may extend the period of tenure by a maximum of two years. Specialist posts will have a fixed five-year tenure period. When a chief officer or department head believes that the post requires a longer period of fixed tenure, this may be agreed with the Director of Human Resources. The maximum fixed tenure in any post will be seven years.

The Policing Board's Human Resources Committee considered representations by the Police Service in February of 2006, and agreed that the Police Service would continue to apply tenure principles, but not as strictly or comprehensively as previously imagined. However, tenure controls will continue to apply in specific areas including criminal intelligence and training, on a managed basis (see also Recommendation 83). The recommendation is affected in practice by the Government's decision to have the Security Service assume responsibility for national security in Northern Ireland (see also Recommendation 99).

Recommendation 103: Phasing Out of Full Time Reserve

Patten Recommendation:

103. The future police service should not include a Full Time Reserve.

Lead Responsibility: NIO/Chief Constable

Recommendation Status

Full compliance with this recommendation has not yet been achieved.

History

The Independent Commission felt that the Full Time Reserve (FTR) was a direct result of the security situation of the last 30 years, with FTR members being engaged on a contract basis to support their regular police colleagues in security-related policing duties. In considering how the Police Service should be structured and resourced, the Independent Commission recommended that in the event of a sustained improvement in the security situation, the FTR should be phased out by 2002/2003, or when the Police Service has reached the goal of 7,500 regular police officers. This target of 7500 regular police officers was reached in 2004.

The NIO and the Police Service, with the endorsement of the Policing Board, adopted a short-range plan for implementing this recommendation. This plan is outlined in the Human Resource



Planning Strategy 2005-2008, which states that 680 FTR members will be retained until April of 2008, based on the current and projected security situation. A process to manage the phase out between 2004 and April of 2008 was subsequently developed. The remaining FTR members will be phased out over an 18-month period beginning in April of 2005. The Planning Strategy further states that reducing the FTR to 680 members will be completed by October of 2006. In the autumn of 2007 this decision will then be re-evaluated. The following chart illustrates the planned reduction of the FTR over several years:

December 2001	February 2006	August 2006	Feb 2007	August 2007	August 2008
2,256	1,036	889	720	680	?

The Chief Constable advised the Policing Board that the decision to retain the FTR was based on the prevailing, though improving, security situation as well as on the success of the police recruiting programme. Of the 680 FTR members retained, 430 will be performing static security assignments at police stations, 109 will remain with Tactical Support Groups and the remaining 141 will provide support to police officers performing regular patrol duties. Any remaining FTR members will continue to be assigned to neighbourhood policing teams and to routine patrol duties until their separations are completed. This use of FTR members was verified by the oversight team during April of 2006. Following an agreement between the NIO and the Police Federation, a £100M retraining and severance package has been implemented for the remaining FTR members who were not eligible for early retirement.

The Police Service now reports that the Police Retraining and Rehabilitation Trust (PRRT) offers employment counselling, skills analysis and training to assist the FTR members with future employment. The PRRT has corresponded with each police agency on the mainland seeking employment opportunities for FTR members. However, with the exception of the Civil Nuclear Constabulary the response has not been particularly favourable (see also Recommendation 109). As has been noted before, FTR members who qualify can access a good severance package and retraining programme.

Remaining Issues

Although the Police Service has received approval from the Policing Board to retain FTR members until April of 2008, when it is estimated that 680 members will remain, the full phasing out of the FTR as recommended by the Independent Commission has not taken place. Although the security situation has changed to the point that the army has significantly reduced the number of troops based in Northern Ireland, has demolished a number of observation posts, and has removed army personnel from routine patrolling with the Police Service, the Police Service, with the consent of the Policing Board and the NIO, has delayed definitive action on phasing out the FTR until after April of 2008. There is no clear statement as to what will happen to the remaining FTR members following the 2008 target date. The Police Service's Human Resources Department reports that a decision will be made in the autumn of 2007 as to whether the remaining FTR members will be retained or not.

As noted in our Report No. 13, released in June of 2005, the Police Service continues to assign reservists to regular patrol and neighbourhood policing duties. The operational gap at the DCU level that will occur before the end of 2006, and again in 2008 when the FTR programme is reduced or fully phased out, has not been resolved or addressed. As of April of 2006 no specific progress on implementing this recommendation could be reported by the Police Service.

Recommendation 104: Enlargement of the Part Time Reserve

Patten Recommendation:

104. There should be an enlarged Part Time Reserve of up to 2,500 officers, the additional recruits to come from those areas in which there are currently very few reservists or none at all.

Lead Responsibility: NIO/Chief Constable

Recommendation Status

Full compliance with this recommendation has not yet been achieved.

History

The Government's August 2001 Implementation Plan confirmed the objective of recruiting Part Time Reserve (PTR) officers from previously under-represented areas. In 2003 the Police Service obtained consent from the Policing Board to deploy 2,500 PTR officers to all of the 29 DCUs and awarded a contract to the Consensia Partnership to begin recruiting candidates in four pilot DCUs. Consensia received approximately 2,400 applications in total, with 19% coming from Catholic or Nationalist areas. At the conclusion of the recruiting efforts it was determined that the four pilot projects did not satisfy the intent of this recommendation, particularly with respect to the need to recruit from under-represented areas. That is because three of the four DCUs selected were predominantly non-Catholic areas. Therefore the results were not representative, as only 12 Catholics were among the 125 new PTR members initially selected for employment.

In April of 2004 the Police Service advised that future recruitment efforts would adhere to the Independent Commission's principle of targeting areas from which there were few or no PTR members. However, new part time officers would be re-designated as Police Officers Part Time (POPT), with a revised role profile and job description and with a mandatory but flexible training programme. Existing PTR members who were accepted into the new programme would be required to complete a 40-hour conversion course plus their firearm qualification and safety and first aid training. The training course was designed to bring all PTR members up to the same standard, as well as to increase their skills and effectiveness. Later, the Police Service reached an agreement with the Policing Board to delay further recruitment, as the second plan would fail to achieve the goal to have the new POPTs coming from areas that are currently under-represented.

Due to attrition and other factors, by April of 2006 there were about 700 POPTs who migrated from the previous programme and an additional 150 who were selected from the four initial DCU pilots. This resulted in a total of 850 PTR members, which is far below the 2,500 part time members recommended by the Independent Commission.



In January of 2006 the Police Service submitted a third plan outlined in an options paper to the Policing Board. This proposal described the objective of engaging Police Community Support Officers (PCSOs) in lieu of expanding the number of POPTs to 2,500. The Police Service recommended that the Policing Board adopt an option establishing a combination of 1,000 POPT and 350 PCSOs. The funds saved by not recruiting the full complement of 2,500 POPTs would then be used for the new PCSO programme. The duties of POPTs would be modified based on a re-evaluation of their role and a need to reduce their training requirements. The duties of the PCSO would be considerably different from those of the POPTs, as they would be community-based and employed full time in an unarmed essentially civilian capacity. At the same time it is clearly noted that the introduction of PCSOs was not one of the Independent Commission recommendations. Based on the anticipated duties of PCSOs, it is clear that these do not represent a valid replacement for the PTRs or POPTs recommended by the Independent Commission.

On 2 February 2006 the Policing Board approved the recruitment of Police Community Support Officers in principle with certain stipulations. Provisional support was granted as long as there would be no variation between the selection process and those for regular police officers. The Policing Board also required that safeguards be established to prevent the programme from becoming a route into the Police Service for individuals with links to any paramilitary organisation. Following a scoping study by the Police Service, the Policing Board approved several new recruitment areas for POPTs: Newry and Mourne, South Belfast, Moyle, Ballymoney and Foyle. The study would include a job description for the new position and how it would be integrated into the greater Police Service. The announcement by the Board noted a “desire to meet and implement the requirements of the Independent Commission in a way which meets the needs of policing today, while taking account of developments in England and Wales”.

Recent interviews with several DCU Commanders and supervisors suggest a preference for expanding the PTR or POPT programmes, at 144 hours per person per year, rather than creating PCSOs who would be employed 40 hours per week. Regardless of the benefits and disadvantages of each category, the key issue for any approach must be whether the persons engaged are representative of the community where they serve.

Based on the approval of the Policing Board, the Human Resources Department has developed plans to recruit 150 PCSOs. Grafton Recruitment has been selected to manage the recruitment requirements, with Consensia handling the examination and assessment steps of the process. However, by April of 2006 no legislation for establishing the position of PCSO in Northern Ireland was developed, nor was a business case on the funding of such a programme submitted to the NIO.

As stated in previous reports, it is disappointing that more significant results have not been achieved since this recommendation was accepted in 2001. While this can in part be attributed to a lack of full support for the Police Service, and the resulting threat to potential recruits that remains, this does not absolve either the Police Service or the Policing Board from their agreed responsibility to pursue the aims of this recommendation. The desire to establish a PCSO programme should not be seen as a reason for delaying the implementation of the existing commitments to augmenting either the PTR or POPT programmes; the anticipated duties of each are really quite different.

Remaining Issues

The Police Service has issued statements in the past regarding a lack of personnel resources with which to handle day-to-day policing requirements at the DCU level. Contributing factors would be the reduction in the number of available FTR members, the loss of experienced police officers transferred to the new Crime Operations Department, the influx of a high number of inexperienced recruits assigned to the DCUs, and continuing high demands for police officers to perform public order duties. However, opportunities that existed for aggressively increasing the availability of police patrol resources by hiring the 2,500 part time officers recommended by the Independent Commission were simply not taken advantage of in a timely and efficient manner.

The reasons provided for not doing so are numerous, however it would appear that there was little or no agreement between the principal parties to get the programme underway following prolonged discussions and one failed attempt. After discontinuing the first Police Officer (Part Time) recruitment and training programme, the Police Service submitted an options paper to the Policing Board in January of 2006. Among other things, the paper recommended the adoption of a combination of 1000 POPT and 350 PCSOs. One month later the Policing Board approved the proposal to establish the new position of PCSO in principle. Another remaining issue is the need for new legislation which will be required before the PCSO programme can be formally created and before the recruitment of a single PCSO can begin.



▶▶ size of the police service



Recommendation 108: Retraining Programme for Police Officers

Patten Recommendation:

108. The Training and Employment Agency should develop measures for police officers (and civilians) seeking other employment, in consultation with police management and the staff associations. The Police Retraining and Rehabilitation Trust should have a role in this programme, and should have enhanced staffing and funding to enable it to deal with a substantially larger workload.

Lead Responsibility: NIO/Chief Constable/ Training and Employment Agency/PRRT

Recommendation Status

Full compliance with this recommendation has not yet been achieved.

History

A comprehensive outplacement programme to provide retraining for police officers and Full Time Reserve members seeking other employment has been successfully implemented. The Police Service's Voluntary Severance Support Unit administered the programme, and the Police Retraining and Rehabilitation Trust (PRRT) assisted by providing training and other forms of support. Further outplacement support for police officers leaving under the severance scheme was provided by Penna, which included career and job-seeking advice as well as some training. The Police Service reported that the PRRT's restricted scope of possible career choices means that it does not get all of the placements from Penna.

Remaining Issues

The Independent Commission also recommended that similar programmes and support mechanisms be developed for civilian employees. Although there has been ongoing discussion on realigning the Police Service's civilian workforce component, by April of 2006 the oversight team had not been provided with evidence of this programme for civilians, nor whether such a programme was envisioned. This is unfortunate considering the widely understood and agreed requirement for rationalising the civilian workforce, and stands in stark contrast to the excellent support provided to non-civilian staff leaving the Police Service (see also Recommendation 111).

Recommendation 109: Opportunities in GB Police Forces for Reservists

Patten Recommendation:

109. Police recruiting agencies in Great Britain should take full account of the policing experience of former RUC reservists in considering applications for employment in police services in Great Britain.

Lead Responsibility: NIO/Chief Constable/ Home Office

Recommendation Status

Full compliance with this recommendation has not yet been achieved.

History

The Chief Constable's decision to retain the Full Time Reserve until April of 2008 has impacted the full implementation of this recommendation. Specifically, 25% of FTR members surveyed expressed an interest in joining another police service. Enquiries were made about career opportunities in Great Britain, with responses from 37 different police services including the Civil Nuclear Constabulary. This agency received 16 applications from FTR members, with competitions held in September of 2005 and January of 2006.

The NIO also contacted the Association of Chief Police Officers to solicit interest among associated police agencies. The Police Retraining and Rehabilitation Trust (PRRT) has initiated a programme to advise all FTR members of career fairs and to give details of potential opportunities to members, plus contacting police forces in Great Britain about their availability for recruitment. The Police Service's Human Resources Department reported that the work carried out by the PRRT and the Police Service has demonstrated a commitment to seek employment opportunities for the FTRs who are leaving the Service.

Remaining Issues

Evidence of a programme, detailed plan and time lines, and an evaluation of results, remain to be provided. These will permit the oversight team to verify the full implementation of this recommendation. Even though a decision to retain 680 FTR members until 2008 has been made, a large number of current FTR members will be separated from the Police Service prior to the autumn of 2006. These members should have the opportunity to seek employment with other forces before their current employment contracts expire.

Recommendation 110: Opportunities with the UN for Reservists

Patten Recommendation:

110. The British government should offer former reservists the opportunity to participate in British policing contingents in United Nations peacekeeping operations.

Lead Responsibility: Home Office/NIO/FCO/Chief Constable

Recommendation Status

Full compliance with this recommendation has not yet been achieved.

History

In December of 2003 the NIO advised the oversight team that former FTR members were able to apply for positions in British policing contingents involved in UN peacekeeping operations. However, in late 2005 the Foreign and Commonwealth Office notified the NIO and the Police Service that there were no vacancies regarding UN operations. Private contract companies are now performing the work related to UN security operations. Several FTR members have accepted employment with these private companies, and work for the UN and other governments in places such as Iraq.

In January of 2006 the Police Service's Human Resources Department reported that this recommendation could not be achieved given the fact that the majority of security contracts were



going to private companies who were able to offer excellent salaries. Given these circumstances, the Human Resources Department suggested that this recommendation be removed from the oversight team's monitoring requirements.

Remaining Issues

The oversight team has not received notification from either the Government or the Police Service with respect to this recommendation being removed or amended. This recommendation was accepted by the Government and the Police Service in the spirit intended: facilitating the severance of a group of police officers who had devoted their professional lives to the service of the people of Northern Ireland. It is disappointing that the Police Service wants to abandon its efforts in this regard without further attempts at resolution. This recommendation will be monitored until the end of the oversight mandate.

▶▶ composition of the police service



Recommendation 111: Transfer of Police Civilian Staff

Patten Recommendation:

111. The Northern Ireland Civil Service management should facilitate transfers of civilian members of the police service to other Northern Ireland departments and should co-operate with the Policing Board and the Chief Constable in achieving a balanced and representative civilian workforce.

Lead Responsibility: NIO/Chief Constable/Policing Board

Recommendation Status

Full compliance with this recommendation has not yet been achieved.

History

The Government noted in its August 2001 Implementation Plan that while it supported the principle of fair participation in the civilian workforce, it would not be practicable to transfer and absorb civil service employees working within the Police Service workforce back into other Departments. Instead, the government elected to develop a “package of measures” that would result in a more representative and integrated workforce. Although there was no formalised plan or strategy, the Police Service moved ahead with implementing the Government’s prescribed measures, which included hiring Grafton Recruitment to administer the civilian recruitment programme (see also Recommendation 117). Additional measures required members of the Northern Ireland Civil Service (NICS) who had been seconded to the PSNI to give up their civil service status as a condition of promotion, and the appointment of civilian staff from a merit pool of qualified candidates on a 50:50 Catholic and other than Catholic basis, where there are six or more posts at the same level. By April of 2006 this activity has resulted in little change in the composition of civilian staff.

The direct recruitment of civilian staff and the giving up of NICS status as a condition of promotion increased the number of Direct Recruits from 791, or 23.3%, of the civilian workforce in 1999 to 1,747, or 53.6%, by January of 2006. The number of Catholic Direct Recruits increased from 11.6% in 1999 to 19.1% in May of 2006. With the exception of one instance, Grafton Recruitment has provided sufficient merit pools, when conducting recruitment competitions for six or more posts at the same level, of qualified candidates to meet the specified need for each competition. In the one case where the initial competition was not successful in producing a sufficient merit pool, a repeat competition was held which successfully produced the required merit pool.

Despite the success at increasing the number of Catholic Direct Recruits through the promotional process, and Grafton’s success at recruiting a sufficient merit pools of Catholic applicants to fulfil the specified needs of the Police Service, the percentage of Catholics represented in the overall civilian workforce increased a mere 3.2%, or from 12.3% in 1999 to 15.5% by January of 2006. This does not compare favourably with the composition of the larger civilian public sector workforce. For example, in its Fair Employment Monitoring Report released in December of 2005, the Equality Commission for Northern Ireland reported that over 42% of public sector employees were Catholic.

However, the failure to more fully achieve the objectives of this recommendation, or as represented in the August 2001 Implementation Plan, does not rest exclusively with the Police Service. For example, in December of 2004 the Policing Board endorsed the Police Service’s Human Resource Planning Strategy which, among other things, attempted to address the issue of Catholic civilian representation in the PSNI by developing and delivering yet another strategy designed to reduce the Police Service’s reliance on the NICS. This would be augmented by the development and delivery of a “management-led programme” to change the religious composition of the support staff. The Human Resources Planning Strategy did not establish any specific time lines however, making the tracking of any progress difficult. In addition, the Government has to date been unable to take affirmative action that would assist the Police Service in implementing this recommendation. For example, the Police Service identified a number of excess typists for which there was no longer a requirement. However, it found itself unable to transfer surplus typists to other NICS departments or assignments, and replace NICS staff with Direct Recruits.

These issues, combined with the lack of “headroom” for a more aggressive hiring of Direct Recruits, somewhat but not entirely restricts the Police Service from progressing the implementation of this recommendation. For instance, the Police Service elected to recruit 43 of the original 101 Station Enquiry Assistants (SEAs) by conducting an internal tawl. Aside from any other benefits, the internal tawl is essentially a redistribution of existing staff from one post to another, and therefore has no discernible effect on the overall community makeup of the civilian workforce. In addition, the Police Service has recently decided to limit the recruitment of SEAs at the present 88 rather than the 260 for which the NIO previously approved funding. This decision not only passes up an opportunity to recruit a greater number of Catholic Direct Recruits, into positions where they will have significant public contact, but also diminishes the opportunity to allow more police officers to fulfil their patrol functions rather than working in administrative or support role for which civilians are more suited (see also Recommendation 53).

Remaining Issues

In August of 2004 the Police Service received funding approval to establish an additional 300 civilian posts over three years. As we noted in June of 2005, this represented a further opportunity to address the imbalance in community representation among civilian staff. We also reported that the Police Service contracted Deloitte MCS Ltd. to conduct a Support Staff Pay and Grading Scoping Study, completed in April of 2004. The study made several recommendations intended to help the Police Service progress civilianisation in the manner intended by the Independent Commission and committed to in the August 2001 Implementation Plan. Although funding and other issues seem to have been addressed over the several years that this recommendation has been monitored for compliance, the statistics provided above indicate that actual civilianisation has not progressed to any great degree, nor has the Police Service been able to make its civilian workforce as representative as its uniformed component. This recommendation will continue to be monitored for the remainder of the oversight mandate. In addition, it has been re-assessed downward to reflect a collective failure over the five year span that the oversight team has been engaged in monitoring and evaluation.



Recommendation 112: Staff of Policing Board, NIO and Police Ombudsman

Patten Recommendation:

112. Every effort should be made to ensure that the composition of the staff of the Policing Board, the NIO Police Division (or any successor body), and the office of the Police Ombudsman should be broadly reflective of the population of Northern Ireland as a whole, particularly in terms of political/religious tradition and gender.

Lead Responsibility: NIO/Policing Board/Ombudsman

Recommendation Status

Full compliance with this recommendation has not yet been achieved.

History

The Independent Commission made this recommendation to ensure that Northern Ireland's policing accountability structure was as representative of the wider community as possible. The NIO, Policing Board and Police Ombudsman established plans and objectives to ensure their respective staffs were diversified to the degree possible, consistent with applicable legislation. Plans for achieving these objectives were provided by all of the agencies. The Ombudsman's office has achieved its objectives and the Policing Board continues to make good progress. The religious composition of the NIO's Policing Division has not substantially changed since our Report No. 13, released in June of 2005.

Remaining Issues

It remains important that all of the agencies continue meet the intent of the Independent Commission's recommendation in this regard, and their commitments as detailed in the August 2001 implementation plan.

Recommendation 113: Support from Community Leaders

Patten Recommendation:

113. All community leaders, including political party leaders and local councillors, bishops and priests, school teachers and sports authorities, should take steps to remove all discouragements to members of their communities applying to join the police, and make it a priority to encourage them to apply.

Lead Responsibility: NIO/Chief Constable/Policing Board

Recommendation Status

Full compliance with this recommendation has not yet been achieved.

History

Catholic and other church leaders, as well as many leading public officials, have over the past four to five years publicly expressed support and encouragement for young people to join the Police Service. This support has contributed significantly to the striking success of the police officer recruitment programme in attracting police officer and civilian staff applicants that are representative of the community. The police officers recruitment programme, administered by Consensia, an outside recruitment agency, has consistently managed to attract approximately 36%

Catholic applicants, with the Catholic application rate for the most recent campaign, campaign 10 reaching almost 38%. Continued success, particularly with regard to increasing civilian recruitment, will depend on further raising levels of support across the wider community.

Remaining Issues

In the face of what is clearly an enormous increase in interest in policing among young Catholic men and women from all areas of Northern Ireland, as well as from the Republic of Ireland, support from all segments of the community and political leadership is still not universal. Regardless of political perspective, it is a tragedy that after five years of enormous, visible and publicly supported policing change recruits from any background would still suffer threats, intimidation and discrimination, yet unfortunately this remains the case. Not only are young people in certain areas still being discouraged from joining and remaining with the Police Service, once they become recruits or young probationers they are often forced to relocate themselves and their families through fear of attack; often their wider families are singled out for abuse and threat as well, ostensibly for the "offence" of having a son or daughter interested in a career as a police officer. This is most definitely and most emphatically not what the Independent Commission had intended or envisioned at this stage of the change process.

However, and perhaps in spite of this lack of full political and community support, the Police Service's recruitment programme has been successful in consistently attracting a large number of Catholics and other applicants. The issue remains that it is the responsibility of all community and political leaders to take steps to remove any discouragements for members of their communities joining the Police Service, in fact to take steps to encourage members of the community becoming police officers. This was the unequivocal goal and objective of the Independent Commission.

Recommendation 115: Liaison with Schools

Patten Recommendation:

115. Liaison should be established between all schools and universities and the police service in Northern Ireland immediately, and work experience attachments and familiarisation days should be organised with active support and encouragement from community leaders and teachers.

Lead Responsibility: NIO/Chief Constable/Policing Board

Recommendation Status

Full compliance with this recommendation has not yet been achieved.

History

The Police Service has conducted several initiatives in order to establish links with schools, colleges and universities. For example, the Police Service initiated the development of a Citizen and Safety Education Programme, which included representatives from several sectors of education, conducted career conventions, career talks, and distributed literature at several schools. Between September of 2000 and June of 2003 the Police Service took the work experience programme to a number of Protestant, Catholic and non-designated schools.



In January of 2003 the police officers who acted as Career Advisors were transferred to operational duties as part of the overall Human Resource Planning Strategy. The Police Service then suspended the work experience programme until September of 2003, in anticipation that the schools contact programme would become a key community involvement activity in all DCUs. However, this has not materialised due in part to the absence of a defined policy on the issue of work experience. At present, local DCU Commanders may operate work experience programmes at their option, although there is no corporate policy that requires them to do so.

The Police Service continues to visit schools throughout Northern Ireland in an attempt to generate interest in the police and provide information to students. We are pleased to note an increase in the number of school visits in predominantly nationalist areas, showing an increasing acceptance of the role of the Police Service in educating young people on important issues such as road safety and alcohol and drug abuse. In addition, Grafton Recruitment and the Consensia Partnership, contracted to conduct police and support staff recruitment competitions, periodically attend career fairs at schools and colleges across Northern Ireland.

Remaining Issues

The limited degree of progress on this recommendation is due to the continued resistance to allowing police officers into some schools, as well as the need for the Police Service to assign officers to front line duties and the present success of the police officer recruitment programme, which is producing a sufficient number of applicants, and diminishes the importance of school programmes to generate interest among young people. The success of the recruiting programme aside, this perspective appears somewhat short-sighted as there is value to having police personnel move freely among young people from all communities, discussing issues of mutual importance, that extends beyond future police recruitment needs. As noted above, it is important that community and political leaders remove any barriers that currently prevent police officers from performing an important community service in schools, particularly primary schools.

Recommendation 116: Pilot Police Cadet Schemes

Patten Recommendation:

116. Provided there is active support and encouragement from local political and community leaders, pilot police cadet schemes should be set up.

Lead Responsibility: Chief Constable

Recommendation Status

Full compliance with this recommendation has not yet been achieved.

History

The Independent Commission recommended that the Police Service should set up a pilot cadet scheme open to young people, particularly in areas where the relationship between the police and the community needed strengthening, provided that there was support from political and community leaders, and therefore no risk to the young people involved. The Police Service initially reported that it would explore the development of a Cadet Scheme starting in 2005, however that target date has now slipped to 2008.

Remaining Issues

The Independent Commission made this recommendation in the belief that a Cadet Scheme would have several aims including the preparation of young people for a career in public service, the strengthening of the relationship between the police and young people, particularly those from areas where this relationship had not always been positive. Due to the success of its recruiting programme in attracting a sufficient number of applicants from across the wider community to fulfil its recruitment needs, the Police Service perceives no benefit in supplementing this with a Cadet Scheme. Although the average age of recruits continues to be 27-28, the Police Service has no specific plans to progress this particular recommendation.

A recent public opinion survey of young people from North Belfast, aged between 14 and 17, is instructive: it found that 30% of Catholics and 25% of Protestants felt that it was acceptable to attack and throw missiles at the police. Only 23% felt that the police provided a good service, as compared to 70% for the ambulance service and 69% for the fire service. Only 17% of young people responding thought the police exhibited an understanding demeanour towards them, compared with 58% and 50% for the ambulance service and the fire service respectively. In addition, only 12% of respondents had considered joining the Police Service; all of these statistics would seem to indicate the need to improve the relationship between the Police Service and young people in any way possible.

Recommendation 122: Opportunities for Part Time Working and Job Sharing

Patten Recommendation:

122. Priority should be given to creating opportunities for part time working and job-sharing, both for police officers and police service civilians, and career breaks should be introduced.

Lead Responsibility: NIO/Chief Constable

Recommendation Status

Full compliance with this recommendation has not yet been achieved.

History

The Police Service has a long-established policy that allows for part time work and job sharing for its civilian support staff. In addition, General Order 37/2003, Reduced Hours Working/Job Sharing and Flexible Working Policy, authorises police officers to apply to their local Commander for reduced working hours or job sharing, but not for career breaks. Police officers are allowed unpaid leave for the purpose of career breaks. The success of the police recruitment programme in attracting female recruits is impressive, with current recruitment being approximately 37% and female representation in the Police Service now standing at 19.7%. However, as the number of female police officers increases over time it is likely that the number who take advantage of these kinds of options will also increase.

The Police Service previously reported that when it reached its full establishment of 7,500 regular officers, as envisioned by the Independent Commission, and following appropriate research, it would develop and introduce a policy authorising career breaks for police officers consistent with



the Independent Commission's intent. The full establishment of 7,500 police officers has now been achieved, and the Police Service is developing a general order to authorise career breaks that will augment the current practice of requiring officers to take unpaid leave, however no date for the implementation of this programme has been established.

Remaining Issues

Even though the establishment goal of 7,500 police officers had been reached, the Police Service had not yet implemented provisions for career breaks for police officers. As with Recommendation 123 below, the success in recruiting a large number of females will create a need for establishing more "family friendly" policies. It is not only a contemporary human resources issue but a practical matter of retaining valued resources. Both this and the following recommendation reflect longer term human resources issues that require attention.

Recommendation 123: Child Care Arrangements

Patten Recommendation:

123. Childcare facilities should be introduced where applicable, or child care vouchers and flexible shift arrangements offered.

Lead Responsibility: Chief Constable

Recommendation Status

Full compliance with this recommendation has not yet been achieved.

History

The Police Service has reportedly been conducting research on childcare initiatives since 1999. Its first reported completion of a preliminary research paper on childcare initiatives that explored various options and costs. As part of an overall diversity project, it reported the undertaking of further detailed research to justify the significant potential costs. Further research, conducted in May of 2002, determined the extent of the demand for childcare in light of the recruitment climate, particularly given the fact that approximately 37% of new recruits were female. The Police Service reported again in December of 2003 that more research was underway into a childcare voucher programme. The outcomes of these various research projects concerning childcare have not as yet been provided to the oversight team.

In late 2004 the Police Service developed a detailed and thorough Gender Action Plan aimed at improving the recruitment, retention and progression of female police officers and civilian staff. The Action Plan included target dates, clear lines of responsibility and resource implications, and clearly noted the difficulty of balancing work commitments with those of child care and other family obligations. This was particularly the case where both parents were police officers. The Action Plan also recognised that increasing the number of female officers, a long-established objective of the Police Service, would only increase the demand for more flexible work and childcare arrangements (see also Recommendation 122). Although the Action Plan is an important initial step, aimed among other things at facilitating the re-integration of female officers from maternity leave through such things as part time work, restricted duties and modified deployments, it does not specifically address the issue of childcare arrangements.

Remaining Issues

As noted in our Report No. 13, released in June of 2005, the Police Service advised the oversight team that there were no further plans to construct a business case to fund childcare arrangements. By April of 2006 the Police Service reported that it was receiving regular queries regarding the introduction of a childcare programme, which is now being reviewed as part of the Gender Action Plan. The Police Service notes that it has completed considerable research into providing a child care programme, and has recently articulated the possibility of introducing a complex self-funding scheme through a combination of non-taxable vouchers and insurance savings. The strategic and increasingly practical issue of "family friendly" human resources policies remains an issue.

Recommendation 126: Registration of Interests

Patten Recommendation:

126. All officers - those now in service as well as all future recruits - should be obligated to register their interests and associations. The register should be held both by the police service and by the Police Ombudsman.

Lead Responsibility: Chief Constable/Ombudsman

Recommendation Status

Full compliance with this recommendation has not yet been achieved.

History

In September of 1999 the Independent Commission recommended the registration of interests and associations consistent with the position of transparency and openness it had advocated throughout its report. The Government accepted this recommendation in its August 2001 Implementation Plan and included the authority to implement this recommendation in section 51 of the Police (Northern Ireland) Act 2000.

Following several delays, it was not until April of 2004 that the Police Service issued General Order 17/2004, including the resolution of legal issues and a requirement to prepare guidance books. This order, subsequently reviewed and confirmed for compliance with law, required police officers to register their memberships in seven specified organisations, and in any other organisation "proclaiming/holding views on race, ethnicity or national identity which may be perceived to be in conflict with section 32 of the Police (Northern Ireland) Act 2000 and section 75 of the Northern Ireland Act 1998". The order also prohibited the disclosure of registration information except for specific official reasons.

Officers began returning completed forms in sealed envelopes in April of 2004. However, after receiving over 4,500 registration forms by June of 2004, the registration process was suspended because two officers were granted leave for a judicial review of the process. The judicial review was scheduled for November of 2004, but at that time was withdrawn. The Police Service obtained further legal advice, to the effect that the underlying legislation was outside what is legally permissible. At that time the Police Service withdrew the Notes for Guidance and terminated the Registration of Notifiable Membership process.



The Police Service identified a lack of clear authority in section 51 of the Police (Northern Ireland) Act 2000 with which to permit the objective registration requirement as reflected in General Order 17/2004, and requested in November of 2004 that legislation be amended. In the interim, the Police Service proceeded using amended Guidance Notes which more closely reflected the subjective standard prescribed by section 51(5) of the Act. This requires officers to register memberships in organisations that they individually believe may affect their ability to discharge their duties effectively and impartially. Nevertheless, by April of 2006 over 99.5% of, regular, Full Time Reserve and Part Time Reserve police officers had returned their forms, with a number of officers notifying the Police Service of membership in one of the listed organisations.

Although the present standard as spelled out in current legislation remains subjective, which mitigates somewhat against the descriptive power of any registry of notifiable memberships, the fact remains that the Police Service has completed its registration process, with only a small number of registration forms not returned.

Remaining Issues

While the Police Service has fulfilled its duty and displayed openness and transparency, the lack of an appropriate legislative framework dilutes the effectiveness of this recommendation. It remains for the Government to strengthen legislation if the intent of this recommendation is to be achieved.

Recommendation 127: Identify and Recruit Northern Ireland Catholic Officers

Patten Recommendation:

127. The recruitment agency should seek to identify Northern Ireland Catholic officers in other police services, including the Garda Síochána, contact them and encourage them - particularly those in more senior ranks - to apply for positions in the Northern Ireland police.

Lead Responsibility: NIO/Chief Constable/Recruitment Agency/Policing Board

Recommendation Status

Full compliance with this recommendation has not yet been achieved.

History

Section 45 of the Police (Northern Ireland) Act 2000 provides legislative authority for the Policing Board, in respect to senior officers, and the Chief Constable, in respect to other ranks, to seek applicants from other police services including the Garda Síochána. The Police Service has provided no evidence demonstrating a serious effort to identify Northern Ireland Catholic officers in other police services, nor has it specifically contracted with Consensia to do so. The actions required by other recommendations relating to a slimmer police headquarters, severance, and the size of the Police Service have significantly changed the makeup of senior staff, and there is no progress reported with regard to an increase in the number of Catholics at senior levels (see also Recommendations 97, 105 and 106).

Remaining Issues

It is understood that the recruitment of experienced Catholic officers from outside Northern Ireland is a challenging task, particularly in an environment still affected by the lack of wider political support for policing. However, the infusion of external talent into the Police Service, particularly if this is focussed on executive-level positions, may well justify a more proactive approach by the Police Service and the Policing Board.

Recommendation 128: Lateral Entry of Experience Officers

Patten Recommendation:

128. Lateral entry of experienced officers from other police services, and secondments or recruitments from non-police organisations should be actively encouraged.

Lead Responsibility: NIO/Chief Constable/Recruitment Agency/Policing Board

Recommendation Status

Full compliance with this recommendation has not yet been achieved.

History

The Independent Commission recommended that, regardless of religion, the lateral entry and secondment of experienced police officers from other police services and non-police agencies should be encouraged. The Government introduced regulations to facilitate the entry of serving police officers into the Police Service without having to undergo full recruit training. The Police Service is willing and able to accept them, however the inability to transfer pension benefits may act as a discouragement to some officers who would otherwise consider a lateral transfer.

These restrictions aside, the pace of lateral entry of experienced officers appears to be increasing, and since the inception of the new recruitment and training regime 87 police officers have transferred into the PSNI from other police service. Most were at the rank of constable, although there have been a number of sergeants as well. In addition, in February of 2005 the Chief Constable of the PSNI and the Commissioner of the Garda Síochána signed a protocol setting forth procedures for the secondment of police officers between these two agencies. Although no reported long term officer exchanges had taken place by April of 2006, this should also serve to increase the infusion of diverse talent and experience from elsewhere as recommended by the Independent Commission (see also Recommendations 159 and 160).

Remaining Issues

To some degree, the success of the recruitment programme has mitigated the need to advance this recommendation from a staffing and composition standpoint.

However, evidence provided by the Police Service shows that Northern Ireland is increasingly seen as a desirable location for UK police officers. Hopefully this degree of interest will manifest itself in increased lateral entries from members of the Garda Síochána as well. We will continue to monitor this recommendation for further progress.



▶▶ **training, education and development**



Recommendation 129: Training, Education and Development Strategy

Patten Recommendation:

129. A training, education and development strategy should be put in place, both for recruit training and for in-service training, which is linked to the aims of this report and to the objectives and priorities set out in the policing plans. These plans should incorporate training and development requirements.

Lead Responsibility: Chief Constable/Policing Board

Recommendation Status

Compliance with this recommendation has been achieved.

History

The Police Service's training and development endeavour has undergone significant change since the Independent Commission's report in 1999. Although there are issues, such as the lack of progress on a new Police College, which will continue to require monitoring, there is no doubt that there has been much positive change in police training over the past five years. The basis for the future development of Police Service's Training, Education and Development strategy was the Primary Reference Document completed in January of 2001. This was subsequently built upon and refined through strategies for 2003-2004 and 2004-2005, as well as a 2004-2005 Police College Prospectus, all ensuring a wide dissemination of the strategy. A final Training Needs Analysis (TNA) was completed in January of 2004, and its recommendations were assigned to the Police College's faculty heads for implementation in their respective programmes. The TNA recommendations were also incorporated into the Training, Education and Development Training Business Plan and Costed Business Plan.

The Policing Board for Northern Ireland has the primary responsibility to monitor the design, delivery and effectiveness of the training, education and development being delivered by the PSNI's Police College. The Policing Board developed a training monitoring framework which focuses on four key areas: 1) the identification and design of training; 2) delivery of training; 3) outputs and outcomes of training; and 4) budget issues. The Policing Board assesses the strategy with particular attention to its links to the objectives set out in the Board's policing plans, as well as links to the wider aims of the Independent Commission policing vision. In this way the Board can ensure that the principles of the strategy are being adhered to, as well as gain a better understanding of the effectiveness of its monitoring framework. This monitoring system is now firmly in place and is achieving its intended aims. The Policing Board has also been a firm and consistent supporter of the new Police College, without which many of the changes undertaken to date will be difficult to sustain.

A £21M budget for the Police Service's training component, both at the Police College and in DCUs, represents a significant investment in financial and human resources. Training is provided through the primary site at the Police College in Garnerville, with four satellite sites also delivering training directly throughout Northern Ireland. The Police College is responsible for administering approximately 259 programmes and courses of study, from induction through foundation training, in-service skills development, including human rights training for serving officers, and other courses that cover every aspect of operational policing. The Police College and PSNI training in general have begun to attract considerable notice within the international police

training community, and the College hosts an increasingly diverse array of groups from policing agencies all over the world, both for short visits and full courses of study (see also Recommendation 170).

The Police Service employed the national costing model, as recommended by HMIC, to assist in the development of the training strategy, for example by determining the current structure's ability to meet future training needs. Several initiatives have also been developed to maximise the use of modern technologies, such as the Hydra Minerva facilities which provide virtual reality applications for different training exercises including those for critical incident training, crime and public order training, and firearms commander courses. The recent acquisition of a mobile Hydra-lite system now means this system is available to DCUs.

The training strategy also recognises the benefits of increased openness, accessibility and transparency in training, and the Police College has expanded its links with outside training institutions, as well as increasing the public's access to training. This is primarily done through the external Learning Advisory Council (LAC), which has approximately 50 members, and which has just undergone an in-depth needs, role and performance review to ensure clarity of purpose, the appropriate number of members, and member engagement. The development of the LAC also represents a promising start with respect to evaluating the delivery of training generally, and in terms of increasing collaboration between the Police College and outsiders. Although this recommendation is now considered implemented, it will continue to be monitored for the remainder of the oversight mandate.

Recommendation 131: New Police College

Patten Recommendation:

131. The Northern Ireland police should have a new purpose-built police college and the funding for it should be found in the next public spending round.

Lead Responsibility: NIO/Chief Constable/Policing Board

Recommendation Status

Full compliance with this recommendation has not yet been achieved.

History

In its 1999 report the Independent Commission noted the inadequacy of the Police Service's training facilities, an assessment the oversight team has subsequently confirmed. As we have reported in the past, adequate and modern training and development facilities are an absolute must for any modern police organisation, particularly one that has stated its intention to become a centre of excellence, and which still faces the dual challenges of organisational change and a demanding operational environment.

The Police Service, Policing Board and the Government supervise the implementation of this recommendation as members of a tri-partite project board. The Policing Board approved the procurement of the 210-acre site at Desertcreat, near Cookstown, in February of 2004. Following several iterations a final Outline Business Plan was presented to the Policing Board in November of 2005 and ultimately endorsed. This Plan forecast a completion date of 2009, but this date has



recently been revised to 2010. However, this last Outline Business Case has yet to be approved by the Government, and the current funding shortfall is close to £40M, with a £90M funding commitment by the Government essentially guaranteed.

Remaining Issues

Following the Government's decision to limit funding for the new Police College, the Project Board conducted a comprehensive review of the Police College scoping study, however is not able to revise building plans to the degree necessary to secure funding. Consequently, the Policing Board stood down all consultants working on the project and has written to the Secretary of State requesting that the funding shortfall be addressed. By April of 2006 it was unclear whether this project would proceed as committed to by Government in 2001, and the current impasse leaves little room for optimism with regard to a new police college.

The Independent Commission noted in 1999 that the Garnerville training facility was inadequate and that a new facility had been under discussion for years. It will now be 2010, if agreement were reached today, before a new facility could be opened. In consequence the Police Service has no choice but to use expensive multiple and inadequate sites, which in turn will affect future generations of recruit officers. In 2001 the Government committed to providing a new Police College for Northern Ireland, and it remains to be seen whether this commitment will now be kept. This recommendation will be closely monitored for progress until the completion of the oversight mandate.

Recommendation 132: Service Level Agreements

Patten Recommendation:

132. There should be service level agreements between police districts/departments and the police Training Branch setting out what the Branch is expected to deliver to the district or department concerned.

Lead Responsibility: Chief Constable

Recommendation Status

Full compliance with this recommendation has not yet been achieved.

History

The Independent Commission encouraged the introduction of a mechanism to ensure the provision of effective, targeted training services to DCUs and headquarters departments, particularly training that was being tailored to specific requirements. The development of Service Level Agreements (SLAs) was recommended as a way to commit both parties to cooperate in the provision of training, while allowing Training Branch to ensure a minimum level of training standards. SLAs would also permit Training Branch to identify the kinds of training which met both a need stated by the client department or DCU, and which also supported larger organisational objectives like policing with the community or human rights.

Since the Independent Commission published its report in 1999 there were several iterations of SLAs in draft form. A pilot project covering four DCUs was conducted. The Police Service subsequently ratified General Order 13/2005, District Training, which came into force in May of 2005. The General Order covers SLAs for all 29 Districts. In the interim, a report on training by HMIC recommended that working relationship with the DCU trainers also be strengthened. These efforts are augmented by a series of visits by the Director of the Police College to a number of Districts, a level of engagement and interest which should serve to reinforce the crucial links between the Police College and district-level trainers. SLAs are also being monitored at three-month intervals by a sub-group of the Learning Advisory Council. In a good example of its own important role in monitoring police training, the Policing Board will be coordinating the efforts of local District Policing Partnerships to establish training SLAs with DCU Commanders at their level.

Remaining Issues

Although there are no specific concerns with respect to this recommendation, the ongoing Review of Public Administration will have an impact in this area. For example, it is unclear as to how many DCU trainers will be needed under a revised DCU structure; this in turn affects the degree to which these essential positions can acquire training in order to maintain their often rigorous training requirements. This recommendation will continue to be monitored for the remainder of the oversight mandate.

Recommendation 133: Civilian Input into Recruit Training

Patten Recommendation:

133. There should be a high degree of civilian input into the recruit training programme. The director of the training centre (and the new college when this is opened) should have both academic qualifications and management expertise. Civilian instructors should be employed, or brought in as necessary to conduct as many elements of the training programme as possible. Some modules of recruit training should be contracted out to universities and delivered on university premises, ideally together with non-police students.

Lead Responsibility: Chief Constable/Policing Board

Recommendation Status

Full compliance with this recommendation has not yet been achieved.

History

The majority of performance indicators have now been met. There has been a marked increase in the level of collaboration and cooperation with all levels of private and public learning institutions. The links developed with the Association of Northern Ireland Colleges, the Open University, University of Ulster and Queens University Belfast, are positive moves towards the Independent Commissions goal of creating a real partnership between the police and the community, government agencies, non-government organisations, families and citizens.

The Independent Commission recognised that much of what recruits needed to learn is specific to police officers, and therefore should be taught by police officers; however, there is also much that recruits need to learn which has less to do with operational policing, and which does not have to



be taught by police officers, or at least not exclusively so. In response the Police Service has introduced a number of modules in the 21 week Foundation Course which are taught by civilian instructors.

The Policing Board is also cognisant of the importance of including civilian input into training and will monitor the civilian to police trainer ratio to ensure that progress is being made. The hiring of civilians as permanent members of staff is ongoing, with 20 new positions for civilian instructors advertised recently to supplement existing police instructors. The current breakdown is 40 civilian instructors and 192 police instructors. The selection process for assignment to the Police College is sound and based on policy and standards adopted from Centrex, the UK national training institution. The tenure in post policy adopted by the Police Service will also be applied to positions in training, which have been designated as Specialist positions. This means that trainers will not spend more than seven years in those positions, with limited extensions possible upon agreement with the Director of Human Resources (see also Recommendation 83). The Policing Board has indicated support for this approach on tenure, and will monitor the impact of the tenure policy at the Police College.

Remaining Issues

The hiring of civilians in the PSNI appears to be well on its way to becoming entrenched as a standard practice at the Police College. This recommendation will continue to be monitored for the remainder of the oversight mandate.

Recommendation 143: Management Training

Patten Recommendation:

143. All police managers should have management training, as appropriate, and every manager should at some stage of his/her career do a management course in a non-police environment, such as a business school or university. Use should be made of management workshops, so that managers can discuss and develop with each other how best to reshape the police organisation.

Lead Responsibility: Chief Constable/Policing Board

Recommendation Status

Full compliance for this recommendation has not yet been achieved.

History

The Independent Commission envisaged the evolution of a different management style within the Police Service which encompassed devolved budgets, authority and decision making. One response to this requirement was the development of a Centre for Leadership designed to provide an understanding of leadership perspectives, promote empowerment and encourage an ethos of performance management. The introduction of the Leadership Grid Module has enabled participants to develop skills in leadership, personal management, problem solving and team effectiveness, and is open to all personnel.

In collaboration with Centrex, the Police College incorporated the Centrex training module introduced under the title Core Leadership Development Programme. This provides an

opportunity to develop a leadership learning model that addresses the needs of post-probationary constables, sergeants, inspectors and police civilian staff of equal rank. The College also built on a number of existing developmental courses aimed at Superintendents, Chief Superintendents and ACCs, as well as their civilian equivalents.

Programmes include a Certificate in Police Leadership Skills, a Professional Certificate in Management, a Professional Diploma in Management and a Masters in Business and Public Administration. Programmes are accredited through the Chartered Management Institute. The Police Service has agreed that police officers who enroll in the programme will be provided one hour of "protected" study time at their work site to complete workbook exercises, or to use on-line guides to the programme available on the PSNI intranet. The Director of Training is currently seeking approval to incorporate the Core Leadership Development Programme as an integral part of police officers' annual performance review.

Remaining Issues

Management training will be a key requirement not only for existing police supervisors, but more importantly for the cadre of recent PSNI recruits who will soon occupy supervisory positions themselves, and represent the future leadership of the Police Service. Management and other abilities will also be required in an environment marked by the devolution of authority to the lowest appropriate level that the Police Service intends to achieve. This recommendation will continue to be monitored for the remainder of the oversight mandate.

Recommendation 144: IT Training

Patten Recommendation:

144. Every officer and civilian in the service should undergo adequate training in information technology.

Lead Responsibility: Chief Constable/Policing Board

Recommendation Status

Full compliance with this recommendation has not yet been achieved.

History

The Police Service's Operational Development Faculty developed a Communication Training Plan to be delivered by the Communication Training Unit. The Unit is accredited through the Institute of Information Technology and is responsible for delivering all of the Information Technology (IT) training necessary to provide police officers with the skills needed to ensure the effective use of the increasingly complex IT.

The Police Service were required to revise the Information and Communication Services Strategy Implementation Plan for a number of reasons. HMIC is providing a programme review, and the Police Information Technology Organisation (PITO) will ensure a proper validation process. A progress report on the implementation of the Police Service's IT strategy is expected from PITO with scheduled release in May of 2006. In view of the high cost associated with the IT



programme, and its overall importance, the Policing Board is closely monitoring progress and any perceived weaknesses with the continuing rollout of IT across the Police Service (see also Recommendation 93).

Remaining Issues

The Policing Board will monitor the design, delivery and effectiveness of IT training being delivered across the Police Service. In order to ensure that the IT strategy is being implemented as intended, the Policing Board developed a set of Key Performance Indicators with which to methodically monitor progress. These performance indicators are designed both to analyse the design and delivery of training, and to allow for the evaluation of results in the short, medium and long terms. This recommendation will continue to be monitored for the remainder of the oversight mandate.

Recommendation 146: Neighbourhood Policing Training Programme

Patten Recommendation:

146. The Northern Ireland police should draw on the success of neighbourhood policing in such places as the Markets area of Belfast in developing a neighbourhood policing training programme for all members of the police service. Standard training for neighbourhood officers should include modules on such community problems as domestic violence, child abuse, rape, drugs and youth issues and this training should be updated as necessary.

Lead Responsibility: Chief Constable/Policing Board

Recommendation Status

Full compliance with this recommendation has not yet been achieved.

History

The Independent commission recommended that policing with the community become the core function of the Police Service and every police station. The implications of this recommendation are far reaching, and cover almost every aspect of the Police Service including structure, management style, culture, recruitment and training. The Police Service developed its Beat Officer Course for officers assigned to Neighbourhood Policing Teams. The course is delivered by the Operational Development Programme at the Police College.

The Beat Officer Course includes among other things policing with the community policy, and the use of problem solving folders and local partnerships to assess the root causes of criminal activity. At one point the Police Service had the Beat Officer Course delivered by DCU trainers in an attempt to make the course more accessible, however this was discontinued and training resumed at the Police College. As the Police Service's policing with the community strategy is revised, changes will be reflected in the Beat Officer Course.

Remaining Issues

A review of the policing with the community strategy is currently in progress, and this will clearly have an impact on the training regime which supports this critical endeavour. There are still officers assigned to Neighbourhood Policing Teams who have not received any formalised policing

with the community training on Policing with the Community. This anomaly should be addressed so that policing with the community is reinforced as the core function of the Police Service.

Recommendation 148: Public Attendance at Police Training Sessions

Patten Recommendation:

148. Some training sessions should be open to members of the public to attend, upon application, priority being given to members of the Policing Board or District Policing Partnership Boards, Lay Visitors, or other bodies, statutory or non-governmental, involved in working with the police.

Lead Responsibility: Chief Constable

Recommendation Status

Full compliance with this recommendation has not yet been achieved.

History

The Independent Commission emphasised that an important aspect of police accountability was organisational transparency. In other words, the community should have some means to determine what its police service is doing and why. Greater transparency also translates into increased public confidence and perhaps even more active cooperation. Following certain delays, the Police Service developed a written policy for public attendance at police training sessions. This is now in place, and members of the public, initially through the District Policing Partnerships, the Learning Advisory Council and the Lay Visitor programme have attended police training sessions. A total of 66 people have now observed training, both at the Police College and at DCUs.

Remaining Issues

Preliminary indications are that the programme has received strong support. However, the oversight team has also found that some participants are not clear on whether their ultimate purpose is to observe only, or whether there is a mechanism for the provision of feedback and suggestions as to how a course or its delivery might be improved. This recommendation has only recently progressed and details on further progress will be requested in an upcoming oversight visit.

Recommendation 149: Pilot Citizen's Course

Patten Recommendation:

149. The new police college should offer a pilot citizens course, to assess demand in Northern Ireland.

Lead Responsibility: Chief Constable

Recommendation Status

Full compliance with this recommendation has not yet been achieved.



History

A policy document for the Pilot Citizens Course has been prepared, however as at April of 2006 no date had been fixed for introducing the course.

Remaining Issues

Although work on the Pilot Citizens Course is completed this recommendation has not as yet been implemented. Aside from any other benefits, the course is one more way in which the Police Service can increase its transparency as well as working directly with members of the community. This recommendation will continue to be monitored for the remainder of the oversight mandate.

▶▶ cooperation with other police services



Recommendation 159: Programme of Long Term Specialist Personnel Exchanges

Patten Recommendation:

159. There should be a programme of long-term personnel exchanges, such as fixed-term secondments, between the Northern Ireland police and the Garda, in specialist fields where cooperation between the two services is most needed, such as drugs, and in areas such as training.

Lead Responsibility: British and Irish Governments/Chief Constable/Garda Commissioner

Recommendation Status

Full compliance with this recommendation has not yet been achieved.

History

The Independent Commission's recommendation envisioned specialist police officers exchanging experiences and knowledge through personnel exchanges of longer duration. Particular areas of focus might include organised crime, drug enforcement and training. This was intended to enhance north-south cooperation, develop police personnel and assist in the exchange of information in key operational areas. Legal authorities are now in place to facilitate the envisaged exchanges. The secondment regulations were made in March of 2004, and a consultant began work on determining pension implications in November of 2004. The Chief Constable and the Garda Commissioner subsequently signed an agreement protocol in February of 2005.

Remaining Issues

The first mutual personnel exchange commenced on 10 October 2005 for a two month period, which represented a good first step. A further exchange of a Garda officer has taken place, with reciprocal plans for a PSNI officer to move to the Garda Siochana in the near future. It is noteworthy that the functional relationships in specialty areas such as drug enforcement, organised crime, training and others, are working extremely well and achieving positive results (see also Recommendation 168).

Recommendation 160: Exchange of PSNI/Garda Liaison Officers

Patten Recommendation:

160. Consideration should be given to posting liaison officers from each service to the central headquarters and/or border area headquarters of the other.

Lead Responsibility: British and Irish Governments/Chief Constable/Garda Commissioner

Recommendation Status

Full compliance with this recommendation has not yet been achieved.

History

The Independent Commission envisaged liaison officers from each police service working at each police headquarters and in border areas. Liaison officers were not intended to substitute for other direct links and contacts, but would facilitate the development of functional relationships at

management levels, as well as represent an important symbolic presence in each others' headquarters. This recommendation is closely linked to Recommendation 159 above.

Remaining Issues

The exchange of liaison officers has not yet occurred. While there are no specific concerns, since cooperation at leadership levels and in operations remain strong, the long-term practical and developmental benefits of implementing this recommendation should not be overlooked. This recommendation will continue to be monitored for the remainder of the oversight mandate.

Recommendation 161: Structured PSNI/Garda Cooperation in Training

Patten Recommendation:

161. There should be structured cooperation between the two police services in training.

Lead Responsibility: British and Irish Governments/Chief Constable/Garda Commissioner

Recommendation Status

Full compliance with this recommendation has not yet been achieved.

History

The Independent Commission noted that joint training opportunities would be valuable in building up a framework of cooperation between the Police Service of Northern Ireland and the Garda Siochana. It saw the development of working relationships, particularly in operations, the sharing of expertise and possible economies of scale in training as worthwhile objectives. In November of 2004 the Chief Constable and the Garda Commissioner announced a joint training effort in diversity training, which represents one good example of progress. In June of 2005 the Police Service and Garda also signed a training Memorandum of Understanding (See Recommendation 168). As well, a number of structured exchanges of training officers have occurred.

Remaining Issues

Increasing attention to this recommendation has resulted in the noted results and the relationship between the two police colleges is strong. The recommendation will continue to be monitored for the remaining oversight period to ensure the structural relationship continues. It is anticipated that this recommendation can be concluded in May of 2007 if the positive results continue.

Recommendation 167: Training Exchanges/Joint Training Between PSNI/Great Britain

Patten Recommendation:

167. There should be training exchanges and some joint training between the Northern Ireland police and police services in Great Britain.

Lead Responsibility: Chief Constable

Recommendation Status

Full compliance with this recommendation has not yet been achieved.



History

The Independent Commission noted the wider organisational benefits of training exchanges and some joint training between the Northern Ireland police and police services in Great Britain. They noted that it was senior officers who were most likely to benefit from outside training and exchange opportunities.

Remaining Issues

Ties between the Police Service and the Police Services in Great Britain have always been strong for historical and operationally practical reasons. The Independent Commission's package of recommendations was designed to expand training exchanges and training beyond GB and the Police Service is increasingly successful in doing this. It should not however be at the expense of practical mutual training opportunities in GB. The performance indicators specified the identification of training exchanges and protocols along with the details of actual exchanges. These need to be updated.

Recommendation 168: Links with Training Establishments in British Isles

Patten Recommendation:

168. Consideration should be given to structured links between the four principal police training establishments in the British Isles, namely Bramshill (England), Templemore (Republic of Ireland), Tulliallan (Scotland), and Garnerville or the proposed new police college in Northern Ireland.

Lead Responsibility: Chief Constable/NIO and other Government Departments

Recommendation Status

Full compliance with this recommendation has not yet been achieved.

History

In June of 2005 the Police Service and the Garda Siochana signed a Memorandum of Understanding (MOU) calling for the sharing of curriculum materials, joint training, especially in leadership, awards to top students, and an exchange of trainers. A similar MOU was signed with the Scottish police college in Tulliallan later in the year.

Supported by money from the European Union, the Police Service and the Garda are now developing a joint training program in diversity, including how to overcome stereotypes and addressing the divided nature of Irish society. Following pilot testing in late 2005, training is now being given to 600 PSNI and Garda police officers respectively who are serving in the border area. The training takes one day and is given to batches of twenty officers by one trained non-police instructor who is supported by a police facilitator from each agency.

Remaining Issues

As a result of the MOUs with the Garda and Scottish police colleges, exchanges of instructors and recruits have now begun. Garda officers are also selectively attending PSNI in-service courses. The vitality of these exchange programmes will continue to be monitored for the remainder of the oversight mandate.

Recommendation 169: International Training Exchanges

Patten Recommendation:

169. International training exchanges should be further developed, focusing in particular on matters where the police in Northern Ireland need overseas police cooperation and on best practice developments in policing worldwide. There should be cooperation with other police services in the field of research.

Lead Responsibility: Chief Constable/Policing Board

Recommendation Status

Full compliance with this recommendation has not yet been achieved.

History

Because regular programmes involving exchanges between police training institutions have only recently begun, there has been more progress with respect to cooperation in research outside of the training establishment. For example, a "Best Practice" database has been created that is available to Police Service personnel on the PSNI's intranet. The site provides links to the Home Office, the Police Executive Research Forum based in the United States, and the problem-solving data base of the Police Service's own Community Safety Branch.

In addition, staff from the Crime Analysis Centre have consulted and provided training over the last four years in Estonia, Australia, Canada, and the United States. In order to enhance cooperation among formal police training institutions, the Director of Training has joined the Home Office's United Teaching Managers Group as well as the Heads of British/Irish Training, this latter group being part of the European Police College (CEPOL).

Remaining Issues

The growth of training exchanges has been heartening, both in the formal training establishment and elsewhere in the Police Service. Clearly, these activities need to become regularised if the Independent Commission's vision with respect to this recommendation is to be fulfilled. Moreover, it would be useful if there was a closer connection between research staff, wherever they may be located within the Police Service, and Training Branch, a model which is found in many civilian academic institutions.

Recommendation 170: Training Other Police Officers

Patten Recommendation:

170. The police should develop opportunities to provide more training for overseas police services in their areas of excellence.

Lead Responsibility: Chief Constable/Policing Board

Recommendation Status

Full compliance with this recommendation has not yet been achieved.



▶▶ appendix a recommendation progress tables

History

Due to the peace process and the growing reputation of the Police Service for democratic and accountable policing, the number of police officers from other countries visiting the PSNI for training purposes is increasing. However, there has been little documentation regarding visits by foreign police for PSNI training, or PSNI input into training other police personnel.

The most ambitious programme occurred in 2005 when a delegation of police from Shanghai, China, spent two weeks at the Police College in Garnerville. The Shanghai police found this to be an extremely positive experience, and have expressed a desire to continue this programme. The PSNI has also provided recent training in operational areas to police officers from 33 countries including Great Britain, Australia, Canada, and the United States. The Police Service has also hosted delegations from Bulgaria, Georgia and Iraq.

Remaining Issues

This recommendation will continue to be monitored for the remainder of the oversight mandate to ensure continuing progress.



DEGREE OF PROGRESS	DEFINITIONS	EVALUATION STAGES
<p>Completed</p> <p>(Final results achieved)</p>	<p>Policies and directives that meet the intent of the Independent Commission Recommendation have been fully developed. The directives have been fully disseminated throughout the organisation. Field evaluations have determined that the directives are being adhered to as required. In the case of some of the completed recommendations, the appropriate Institution (PSNI, HMIC, Policing Board, Ombudsman) will in all probability audit compliance in the future.</p>	<p>All Stages Complete</p>
<p>Substantial Progress</p> <p>(Majority results achieved)</p>	<p>Policies or directives are developed, communicated and already into the implementation phases. Field visits and interviews demonstrate wide-spread understanding of changes spelled out in policies or directives. Analysis and evaluation confirm the effectiveness of policies or directives. Verification reveals preliminary adherence in a significant manner.</p>	<p>Evaluation & Verification</p>
<p>Moderate Progress</p> <p>(Some results achieved)</p>	<p>There has been significant progress on the development of policies or directives. The proposed policies generally meet the intent of the Independent Commission Recommendation. The policies and directives have reportedly been disseminated. Initial field evaluations demonstrate a limited level of knowledge, or required follow-up action.</p>	<p>Evaluation & Verification</p>
<p>Limited Progress</p> <p>(Results not achieved)</p>	<p>There has been some progress on the development of policies or directives. The proposed policy may partially meet the intent of the Independent Commission Recommendation, but is deficient in significant areas. Although the policies and directives have reportedly been disseminated, field evaluations reveal a lack of knowledge, or required follow-up accountability.</p>	<p>Administration & Evaluation</p>
<p>Minimal Progress</p> <p>(Results not achieved)</p>	<p>The development of the plans, policies or orders required to initiate the change process has not been completed. In some cases, the plans and policies have been developed but they do not fulfil the intent of the recommendation. There is little or no communication or dissemination of policies across the organisation and/or no obvious means or methods of implementing a policy or directive.</p>	<p>Administration</p>

Human Rights

Chapter & Recommendation	Implementation Status				
	Rec. Completed	Substantial Progress	Moderate Progress	Limited Progress	Minimal Progress
1. Human Rights Based Approach to Policing	(+) ✓				
2. New Police Oath	✓				
3. Code of Ethics	✓				
4. Human Rights Training		✓			
5. Appraisal of Human Rights Performance	✓				
6. Appointment of Lawyer with Human Rights Expertise	✓				
7. Monitoring Human Rights Performance	✓				

(+) Indicates increased ranking
 (-) Indicates decreased ranking



Accountability

Chapter & Recommendation	Implementation Status				
	Rec. Completed	Substantial Progress	Moderate Progress	Limited Progress	Minimal Progress
8. Creation of Policing Board	✓				
9. Policing Board to Hold Chief Constable Publicly to Account	✓				
10. Policing Board to Set Objectives and Priorities over a 3 to 5 Year Period	✓				
11. Policing Board to Adopt an Annual Policing Plan	✓				
12. Policing Board to negotiate Annual Policing Budget	✓				
13. Monitoring Police Performance	✓				
14. Policing Board Role in Police Appointments	✓				
15. Policing Board coordination with Other Agencies	✓				
16. Policing Board to have 19 Members, 10 of whom should be Assembly Members	✓				
17. The Nine Independent Members of the Board to be selected from a Range of Different Fields	✓				
18. Independent Members of the Board to be Appointed by Secretary of State, in Consultation with First and Deputy First Ministers	✓				
19. A Board Member to be Appointed by Secretary of State to be First Chairman of the Board	✓				
20. Devolution of Responsibility for Policing to Northern Ireland Executive				(+) ✓	
21. Powers of the Policing Board to Continue				(+) ✓	
22. Simplification of Roles in Tripartite Arrangement	✓				
23. Repeal of Power to Issue Guidance to the Police	✓				
24. Chief Constable deemed to have Operational Responsibility	(+) ✓				
25. Policing Board to have Power to Require Chief Constable to Report on any Issue	✓				
26. Policing Board to have Power to Initiate Inquiries	✓				
27. Creation of District Policing Partnerships (DPPs)	✓				
28. Arrangements for Belfast	✓				

Accountability

Chapter & Recommendation	Implementation Status				
	Rec. Completed	Substantial Progress	Moderate Progress	Limited Progress	Minimal Progress
29. Monthly meetings between DPPs and District Commanders	✓				
30. DPPs to submit an Annual Plan to District Councils	✓				
31. Administration Costs of DPPs	✓				
32. Expenditure by DPPs					✓
33. Consultative Forums at Local Level	(+) ✓				
34. Contacts Between Policing Board and DPPs	(+) ✓				
35. Meetings of the Policing Board	✓				
36. Meetings of the DPPs	✓				
37. Openness of the Police Service		✓			
38. Role of the Police Ombudsman	✓				
39. New Covert Policing Legislation Compliant with European Convention on Human Rights	✓				
40. Commissioner for Covert Law Enforcement	✓				
41. Complaints Tribunal for Cases Involving Covert Law Enforcement Operations	✓				
42. Strengthening of Financial Accountability	✓				
43. Designation of Chief Constable as Sub-Accounting Officer	✓				

(+) Indicates increased ranking
 (-) Indicates decreased ranking



Policing with the Community

Chapter & Recommendation	Implementation Status				
	Rec. Completed	Substantial Progress	Moderate Progress	Limited Progress	Minimal Progress
44. Community Policing as a Core Function		✓			
45. Dedicated Neighbourhood Policing Teams		✓			
46. Service in Neighbourhood Policing Teams	✓				
47. Police Probationary Training	✓				
48. Patrolling on Foot	✓				
49. Role of Neighbourhood Policing Teams		✓			
50. Crime and Complaint Pattern Analysis	✓				
51. Attendance at Police Training Courses	✓				

Policing in a Peaceful Society

Chapter & Recommendation	Implementation Status				
	Rec. Completed	Substantial Progress	Moderate Progress	Limited Progress	Minimal Progress
52. Appearance of New Police Stations	✓				
53. (a) Renovation of Police Station Reception Areas (b) Civilian Receptionists			✓	✓	
54. Devolved Authority of District Commanders		✓			
55. Replacement of Armoured Landrovers with Police Cars as Patrol Vehicles	(+) ✓				
56. Movement of Armoured Landrovers to Depots	✓				
57. "Police" to be Painted on the Side of all Landrovers	✓				
58. Army Support-Security Demands	✓				
59. Army Support-Public Order Demands	✓				
60. Emergency Legislation	✓				
61. Records on the Use of Emergency Powers	✓				
62. Holding Centres		✓			
63. Video Recording in PACE Custody Suites			✓		
64. Inspection of Custody and Interrogation Suites	(+) ✓				
65. Objective of an Unarmed Police Service	✓				

(+) Indicates increased ranking
 (-) Indicates decreased ranking



Public Order Policing

Chapter & Recommendation	Implementation Status				
	Rec. Completed	Substantial Progress	Moderate Progress	Limited Progress	Minimal Progress
66. Public Order Emergencies	✓				
67. Provision of Marshals by Organisers of Parades	✓				
68. Development of Marshal Training	✓				
69. Investment in Research into Alternatives to PBRs	✓				
70. Police to be Equipped with a Broader Range of Public Order Equipment		✓			
71. Use of PBRs	✓				
72. Police Officers' Identification Numbers	✓				
73. Monitoring of Police Performance in Public Order Situations by Policing Board and Police Ombudsman	✓				
74. Guidance Governing Deployment and Use of PBRs	✓				

Management & Personnel

Chapter & Recommendation	Implementation Status				
	Rec. Completed	Substantial Progress	Moderate Progress	Limited Progress	Minimal Progress
75. Police Management of Change	✓				
76. Devolved Authority of District Commanders		✓			
77. Police Appraisal System		✓			
78. Accountability of District Commanders	✓				
79. Automated Trend Identification for Complaints		✓			
80. Use of Trend Information	✓				
81. Random Checks on Officers' Behaviour	✓				
82. Ensuring High Ethical Standards	✓				
83. Tenure Policy on Police Postings	(+) ✓				
84. Officers Injured on Duty	✓				
85. Policy for Management of Long-Term Sickness Absence	✓				
86. Detailed Review of Sickness Absence	✓				
87. New Police Fund	✓				
88. Funding for Widows' Association	✓				
89. Replacement of Assistant Chief Constables	✓				
90. Rigorous Programme of Civilianisation				✓	
91. Review of Police Support Services	✓				
92. Comprehensive Audit of Police Estate	(+) ✓				

(+) Indicates increased ranking
 (-) Indicates decreased ranking



Information Technology

Chapter & Recommendation	Implementation Status				
	Rec. Completed	Substantial Progress	Moderate Progress	Limited Progress	Minimal Progress
93. Development of Police IT Strategy		(+) ✓			

Structure of the Police Service

Chapter & Recommendation	Implementation Status				
	Rec. Completed	Substantial Progress	Moderate Progress	Limited Progress	Minimal Progress
94. Creation New District Commands	✓				
95. Each District Command to be Headed by a Superintendent and Sufficiently Resourced	✓				
96. Removal of Divisional Layer of Management at HQ	✓				
97. Reorganisation of Police Headquarters			✓		
98. Amalgamation of Special Branch and Crime Branch	✓				
99. Reduction of Numbers Engaged in Security Work		✓			
100. Informing District Commanders about Security Operations			(-) ✓		
101. Amalgamation of Support Units of Special Branch	✓				
102. Police Postings in Security Work	(+) ✓				
103. Phasing Out of Full Time Reserve*			✓		
104. Enlargement of Part Time Reserve				✓	

(+) Indicates increased ranking
 (-) Indicates decreased ranking



Size of the Police Service

Chapter & Recommendation	Implementation Status				
	Rec. Completed	Substantial Progress	Moderate Progress	Limited Progress	Minimal Progress
105. Future Size of the Police Service	✓				
106. Severance Arrangements for Officers aged 50 or above	✓				
107. Severance Arrangements for Officers before the age of 50	✓				
108. (a) Develop Measures for Police Officers Seeking other employment (b) Civilians (c) PRRT Should Have a Role	✓		✓		✓
109. Opportunities in GB Police Forces for Reservists		(+) ✓			
110. Opportunities with UN for Reservists			✓		

(+) Indicates increased ranking
(-) Indicates decreased ranking

Composition and Recruitment

Chapter & Recommendation	Implementation Status				
	Rec. Completed	Substantial Progress	Moderate Progress	Limited Progress	Minimal Progress
111. Transfer of Police Civilian Staff					(-) ✓
112. Staff of Policing Board, NIO and Police Ombudsman			✓		
113. Support from Community Leaders		✓			
114. Gaelic Athletic Association	✓				
115. Liaison with Schools				✓	
116. Pilot Police Cadet Schemes					✓
117. Contracting Out Recruitment of Police Officers and Civilians	✓				
118. Recruitment Agency Advertising - in Under-represented Areas	✓				
119. Recruitment Agency Advertising - UK and Republic of Ireland	✓				
120. Police Officer and Civilian Candidates Required to Meet Specified Standard	✓				
121. Equal Number of Protestants & RC in Pool	✓				
122. (a) Opportunities for P/T & Job Sharing for Police Officers (b) Opportunities for P/T & Job Sharing for Civilians	✓		✓		
123. Child Care Arrangements				(+) ✓	
124. Length of Recruitment Process	✓				
125. Disqualification from Entry into Police Service	✓				



Composition and Recruitment

Chapter & Recommendation	Implementation Status				
	Rec. Completed	Substantial Progress	Moderate Progress	Limited Progress	Minimal Progress
I26.Registration of Interests			(+) ✓		
I27.Identification of Northern Ireland Officers in other Police Forces by Recruitment Agency					✓
I28.Lateral Entry of Experienced Officers		(+) ✓			

(+) Indicates increased ranking
 (-) Indicates decreased ranking

Training, Education & Development

Chapter & Recommendation	Implementation Status				
	Rec. Completed	Substantial Progress	Moderate Progress	Limited Progress	Minimal Progress
I29.TED Strategy	(+) ✓				
I30.Training and Development Budget	✓				
I31.New Police College		✓			
I32.Service Level Agreements on Training		(+) ✓			
I33.Civilian Input into Recruit Training		(+) ✓			
I34.Training of Civilian Recruits	✓				
I35.Achievement of Academic Qualifications by Recruits	✓				
I36.Timing of Attestation as a Constable	✓				
I37.Reduction of Hours Spent on Drill	✓				
I38.Problem-Solving Should be Central to Recruit Training	✓				
I39.Community Awareness Training for Police Recruits	✓				
I40.Tutor Officer Scheme	✓				
I41.Course on Impact of New Constitutional Arrangements, New Policing Arrangements and Criminal Justice Reforms	✓				
I42.Instruction in Implications of Human Rights Act 1998 (a) Recruits (b) Police Officers	✓				
I43.Management Training for Police Managers			✓		
I44.Information Technology Training		(+) ✓			
I45.Joint Training with Civilians	✓				
I46.Neighbourhood Policing Training Programme			✓		
I47.Publication of Training Curricula	✓				
I48.Public Attendance at Police Training Sessions		(+) ✓			
I49.Pilot Citizens Course				(+) ✓	

Culture, Ethos and Symbols

Chapter & Recommendation	Implementation Status				
	Rec. Completed	Substantial Progress	Moderate Progress	Limited Progress	Minimal Progress
I50. Name of the Police Service	✓				
I51. New Police Badge	✓				
I52. Flying of Union Flag	✓				
I53. Flying of PSNI Flag	✓				
I54. Police Uniform	✓				
I55. Police Memorials	✓				
I56. Neutral Working Environment	✓				

Cooperation with other Police Services

Chapter & Recommendation	Implementation Status				
	Rec. Completed	Substantial Progress	Moderate Progress	Limited Progress	Minimal Progress
I57. Written Protocols Between Police Service and Garda Síochána	✓				
I58. Annual Conference for Police Services in Northern Ireland and Republic	✓				
I59. Personnel Exchanges			✓		
I60. Liaison Officers at Headquarters and Border Areas			✓		
I61. cooperation in Training		(+) ✓			
I62. Joint Disaster Planning	✓				
I63. Exchange of Officers and Pooling of Investigative Teams after Major Incidents	✓				
I64. Establishment of Communications Between Garda and Northern Ireland Police	✓				
I65. Joint Database Development with Garda	✓				
I66. Development of Exchanges Between Northern Ireland Police and Police Services in GB	✓				
I67. Training Exchanges and Joint Training Between Northern Ireland Police and Police Services in GB			(+) ✓		
I68. Links Between Police Training Colleges			(+) ✓		
I69. Further Development of International Training Exchanges			(+) ✓		
I70. Development of More Training Opportunities for Overseas Police Services			(+) ✓		
I71. United Nations Peacekeeping Operations	✓				

(+) Indicates increased ranking
 (-) Indicates decreased ranking



▶▶ appendix b
recommendations with remaining issues

Oversight Commissioner

Chapter & Recommendation	Implementation Status				
	Rec. Completed	Substantial Progress	Moderate Progress	Limited Progress	Minimal Progress
172.Appointment of Oversight Commissioner	✓				
173.Oversight Commissioner to be provided with objectives and report on progress	✓				
174.Oversight Commissioner to report publicly after each review	✓				
175.Oversight Commissioner appointment for five years	✓				



Recommendations with Remaining Issues

4	Human Rights Training	122	(a) Opportunities for P/T Job Sharing for Police Officers
20	Devolution of Responsibility for Policing to Northern Ireland Executive	123	Child Care Arrangements
21	Powers of the Policing Board to Continue	126	Registration of Interests
32	Expenditure by DPPs	127	Identification of Northern Ireland Officers in other Police Forces by Recruitment Agency
37	Openness of the Police Service	128	Lateral Entry of Experienced Officers
44	Community Policing as a Core Function	131	New Police College
45	Dedicated Neighbourhood Policing Teams	132	Service Level Agreements on Training
49	Role of Neighbourhood Policing Teams	133	Civilian Input into Recruit Training
53	(a) Renovation of Police Station Reception Areas (b) Civilian Receptionists	143	Management Training for Police Managers
54	Devolved Authority of District Commanders	144	Information Technology Training
62	Holding Centres	146	Neighbourhood Policing Training Programme
63	Video Recording in PACE Custody Suites	148	Public Attendance at Police Training Sessions
70	Police to be Equipped with a Broader Range of Public Order Equipment	149	Pilot Citizens Course
76	Devolved Authority of District Commanders	159	Personnel Exchanges
77	Police Appraisal System	160	Liaison Officers at Headquarters and Border Areas
79	Automated Trend Identification for Complaints	161	Cooperation in Training
90	Rigorous Programme of Civilianisation	167	Training Exchanges and Joint Training Between Northern Ireland Police and Police Services in GB
93	Development of Police IT Strategy	168	Links Between Police Training Colleges
97	Reorganisation of Police Headquarters	169	Further Development of International Training Exchanges
99	Reduction of Numbers Engaged in Security Work	170	Development of More Training Opportunities for Overseas Police Services
100	Informing District Commanders about Security Operations		
103	Phasing Out of Full Time Reserve		
104	Enlargement of Part Time Reserve		
108	(b) Develop Measures for Civilians Seeking other employment (c) PRRT Should Have a Role		
109	Opportunities in GB Police Forces for Reservists		
110	Opportunities with UN for Reservists		
111	Transfer of Police Civilian Staff		
112	Staff of Policing Board, NIO and Police Ombudsman		
113	Support from Community Leaders		
115	Liaison with Schools		
116	Pilot Police Cadet Schemes		



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