



This is the second formal report of the Oversight Commissioner for the Year 2002. It provides an administrative benchmarking and "snapshot in time" of the institutional progress for the changes proposed by the Independent Commission on Policing for Northern Ireland (Patten Commission), the Police (Northern Ireland) Act 2000 and the updated Implementation Plan of August 2001.

The report provides the Commissioner's introductory comments, followed by his overview of the evaluation results. The evaluation results are then structured into chapters that mirror the topics identified by the Independent Commission. Each chapter begins with a summary that covers:

- background
- progress and accomplishments
- areas of concern
- future directions

This is followed in each chapter by a summary of the results of the administrative benchmarking for the period ending 13 May 2002, for each recommendation.

The Commissioner's Introduction notes the value of the contribution to the oversight process made by the International Association of Chiefs of Police. He notes the continuing positive roles of the Policing Board and the Ombudsman in holding the Police Service to account, and also that District Commanders are delivering policing services in less than ideal conditions. The Commissioner notes heightened concerns amongst the citizens of Northern Ireland with increasing levels of violence, the impact of this on the change process, and the need for the support of the entire community if the desired state of change is to be achieved.

In the Commissioner's Overview he notes a number of areas of progress, a major one being the March 2002 release of the first Policing Plan (2002 – 2005) by the Policing Board. Another accomplishment is the functioning of the District Command Units. However, these accomplishments are balanced against a number of concerns.

A major concern is that the DCU Commanders are tasked with delivering a community policing service, but have not been provided with all of the tools or resources to accomplish this task. In addition, the absence of functioning District Policing Partnerships weakens the notion of "grassroots" accountability for the Policing Board, and for the Police Service and its DCU Commanders.

A number of human resources concerns continue. These include a lack of progress on training issues, in particular the development of a new and adequate training facility, on civilianisation, and on the reduction of sickness absence levels. The area of Special Branch restructuring, to assist in solving violent and organised crime affecting the citizens of Northern Ireland, also remains unresolved.

In terms of future evaluations, oversight will focus on the delivery of results in the key theme areas noted above, and throughout the report.



Introduction

This is the second formal report of the Oversight Commissioner for Calendar Year 2002. The current report is the fifth in a series of reports from the Oversight Commissioner that began in 2001. The objective of the official reports of the Oversight Commissioner is to measure the progress of the various institutions involved in the policing of Northern Ireland as they implement the recommendations of the Independent Commission on Policing for Northern Ireland (generally known as the Patten Commission). Detailed information of the oversight process can be found on our website at: www.oversightcommissioner.org.

Part of the initial strategy of the Oversight Commissioner was to set out a plan to conduct periodic discussions of the oversight process with leading law enforcement experts who are still active in law enforcement. Although the team of policing experts assigned as part of the Oversight Commissioner's team are themselves individuals with outstanding experience and accomplishments in law enforcement, it was thought important given the complexity of the police reform process in Northern Ireland to have periodic consultation with other leading police executives who are still in active service.

The Oversight Commissioner, in co-operation with the International Association of Chiefs of Police (IACP), the pre-eminent organization of 17,500 law enforcement executives representing 96 countries, established a protocol for this periodic expert consultation.

The IACP panel chosen to meet with the Oversight Commissioner and the oversight team are individuals with vast law enforcement experience and well-earned reputations for integrity and professionalism. The following are the executives who made up the consultation panel, in a joint IACP - Oversight meeting held at the IACP's headquarters in Alexandria, Virginia, on July 16 and 17, 2002:

- William Berger** - Chief of the North Miami Beach Police Department and the current President of the IACP.
- Gwen Boniface** - Commissioner of the Ontario Provincial Police, an organization of over 5,000 sworn police officers, and the current President of the Canadian Association of Chiefs of Police.
- Sylvester Daughtry** - Executive Director of the Committee for Accreditation of Law Enforcement Agencies (CALEA). In addition, the former Chief of Police of Greensboro, North Carolina and also a former President of the IACP.
- Paul Evans** - Commissioner of the Boston, Massachusetts, Police Department, an organisation of over 2,100 sworn police officers.
- James McMahon** - Superintendent and Officer-in-Charge of the New York State Police, an organisation of over 5,000 sworn police officers. In addition, Mr. McMahon is the current General Chairman, representing all State Police, State Highway Patrols, Provincial Police and Royal Canadian Mounted Police (Provincial), on the Board of the IACP.
- Daniel Rosenblatt** - Executive Director of the IACP.
- Giuliano Zaccardelli** - Commissioner of the Royal Canadian Mounted Police, an organization of over 15,000 sworn officers with broad federal and provincial roles.

The objective of the IACP - Oversight meeting was to ensure that our evaluations, analyses and reporting are at the highest possible level of professionalism and integrity. Among other things, the IACP Panel reviewed and discussed pertinent oversight issues, including the role of the Special Branch in criminal intelligence gathering and sharing, police training, civilianisation, police integrity systems and public order policing. The team of experts assigned to the Oversight Commissioner's office and the above-mentioned leaders selected by the IACP, are in and of themselves some of the leading law enforcement executives in the world. The ability to combine the talents of these two groups to focus on the oversight of policing reforms in Northern Ireland was a unique opportunity for all concerned. The contributions of the IACP Panel were very beneficial, as it further enhanced the operational development of the Independent Commission's recommendations and the way in which the oversight process is conducted.

It is important that the public is aware of our time lag in reporting. Previous on-site evaluations by the oversight team have raised certain concerns among those responsible for actually implementing the recommendations, relating to the time lag of several months between the date of the on-site review and the subsequent publication of the review's findings. One result is that some of the progress made, or concerns raised in implementing required changes, are not publicly reported in a timely fashion.

The oversight team conducts 10 day on-site evaluations approximately three times per year. In the course of on-site visits, the oversight team reviews documents, conducts interviews and carries out field visits. As part of the evaluation the various institutions subject to oversight are requested to produce documents and reports that demonstrate their progress against the agreed upon recommendations. Documents, along with the information acquired during oversight visits, are then analysed by the respective members of the oversight team. The second stage of the review process is a group review of documents and information received, which is conducted by the Oversight Commissioner and the entire oversight team.

The Oversight Commissioner then prepares a detailed official report, which is subsequently released at the time of the succeeding on-site oversight evaluation visit. The time required to secure documents, analyse submissions, conduct group reviews, and prepare and edit the report is approximately three to four months, which represents the time lag between the gathering of information and the subsequent publication of findings.

The Oversight Commissioner recognises that many of the institutions are continuing to make progress on the recommendations during this same three to four month period. Although the progress achieved during this interim period will not be included in the immediate report, the continual nature of the evaluation process ensures that all progress made will eventually be recognised in succeeding reports.

As has been noted in previous oversight reports, we recognise that the scope and magnitude of the change required to be implemented has placed major demands on the individuals and institutions responsible. Although this has been a difficult and challenging task for all involved, we continue to be impressed by the talent, professionalism and commitment of those persons charged with implementing the changes. The Secretary of State, the Northern Ireland Office and the Police Service Change Management Team have been co-operative and professional throughout the process. Special mention is also noted for the efforts of the Policing Board and the District



Commanders of the Police Service. These two groups have faced very difficult challenges in carrying out the recommendations of the Independent Commission. Their achievements in the relatively short period of time in which they have been in place stand as a beacon of hope that the policing reforms envisioned by the Independent Commission will be achieved.

Notwithstanding this progress, there is one issue that should be of concern to anyone who desires a safe community where children can be raised free from violent crime or the threat of violence. Unfortunately, the increasing rates of violent crime directed at individual citizens and group violence directed at the police officers, as these try to preserve peace, can threaten the entire concept of police reform and particularly, of policing with the community. In addition, this environment of crime and violence creates a foundation for the growing threat of organised crime in Northern Ireland. The changes recommended by the Independent Commission, and supported in the Implementation Plan and legislation, require a substantial amount of risk taking on the part of the Police Service and of the entire community. If major changes are to be brought about, the police and others involved will need the entire community's support.

Although there are some areas where change has not occurred in a timely manner, our overall judgement is that there has been significant change in the Police Service. The intended result is a policing strategy that will reduce the amount of crime and violence which threatens families, neighbourhoods and, in some cases, the entire society. This will be difficult to accomplish if communities and leaders fail to support the police, and if violent attacks on citizens and police officers continue.

Since accepting the position as Oversight Commissioner in May of 2000, I continue to be impressed by the intelligence and courage of the hundreds of citizens of Northern Ireland that I have been privileged to meet. It is this experience that makes me optimistic that over the long term the policing systems of Northern Ireland can be an example for any society facing similar problems.

Thomas A. Constantine
Oversight Commissioner

September 2002

ACC	Assistant Chief Constable
ACPO	Association of Chief Police Officers
CALEA	Commission on Accreditation for Law Enforcement Agencies
CV	Curriculum Vitae
DCU	District Command Unit
DPP	District Policing Partnership
FCO	Foreign and Commonwealth Office
FTR	Full Time Reserve
GAA	Gaelic Athletic Association
GB	Great Britain
GOC	General Officer Commanding
IACP	International Association of Chiefs of Police
IIB	Internal Investigation Branch
IT	Information Technology
HMIC	Her Majesty's Inspectorate of Constabulary
NIHRC	Northern Ireland Human Rights Commission
NIO	Northern Ireland Office
PACE	Police and Criminal Evidence
PBR	Plastic Baton Round
PRRT	Police Retraining and Rehabilitation Trust
PSNI	Police Service of Northern Ireland
PTR	Part Time Reserve
RIPA	Regulation of Investigatory Powers Act
RUC GC	Royal Ulster Constabulary George Cross Foundation
RUC	Royal Ulster Constabulary
SECAPRA	Security, Ethics, Clients, Analysing, Partnerships, Review, Assess
TED	Training, Education and Development
TNA	Training Needs Analysis
UK	United Kingdom
UN	United Nations

▶▶ **commissioner's overview**



It has been almost three years since the release of the recommendations of the Independent Commission on Policing for Northern Ireland. The implementation of the recommendations remains one of the most complex undertakings in policing in any democratic society. In particular, an entirely new accountability system has been put in place consisting of a newly formed Policing Board, a Police Ombudsman tasked with holding the police fully to account, and our own transitory role of oversight of the implementation of the recommendations of the Independent Commission.

This is the fifth report of the Oversight Commissioner and the team of policing experts engaged in measuring and reporting on the implementation of change in the Police Service of Northern Ireland (PSNI), and related Independent Commission recommendations. Our reports are based upon a methodology that has three distinct phases. The first is administrative compliance with the 772 performance indicators we developed to measure implementation of the Independent Commission recommendations. Administrative compliance means that the plans, regulations and policies required to implement a recommendation have been approved. The second phase is an evaluation of proposed changes, while the third phase is verification that changes have taken place. Our reports are divided into Chapters representing the various themes articulated by the Independent Commission. Each Chapter contains an overview of the progress and accomplishment, areas of concern where appropriate, and finally future directions in our ongoing assessment efforts.

While some readers tend to focus on areas of concern, it is important to remind everyone that significant progress has been achieved, and that areas of concern should be viewed in the larger context of other progress and accomplishments. At the same time, specific areas or themes of concern requiring added focus are clearly beginning to emerge. Accountable and responsible individuals and institutions were identified early in our oversight process, and increasingly should be aware of the specific results they are expected to achieve.

Throughout the course of our oversight evaluations, we have continued to receive excellent cooperation from the Northern Ireland Office, the Policing Board, the Police Service, the Ombudsman, political, religious and community leaders. A continued commitment of support from government and all of these groups is vital if the objectives of the Independent Commission are to be realised.

Although there has been considerable progress in implementing the agreed upon changes, the process has reached an important stage. Initial accomplishments have been in the establishment of the Policing Board, the role of the Ombudsman, the activities of District Command Units (DCUs), name and uniform changes, and police recruiting. The remaining areas of change will not be as obvious but are equally important to complete. They will be more complex, require strong financial support, and will occur in stages over several years. Although we recognise the magnitude of change and have publicly stated that it would take seven to ten years from commencement to completion of the entire project, this report will pinpoint the areas that are vital to improving community support for policing, and to which immediate attention should be paid.

A clear impediment and the unknown factor which could have a major impact on the continued improvement of policing in Northern Ireland are increased levels of violence and rates of crime. The implicit promise in the recommendations of the Independent Commission was that if

implemented, the level of violence would diminish and the support of the community would increase. Although substantial progress has already been made in implementing the required changes, the increases in violent crime directed at citizens, the continued attacks on the police along with the increasing influence of organised crime groups taken together can have a serious adverse impact on policing in Northern Ireland. Since policing is always a matter of collective community responsibility, it requires the continued support of all citizens and leaders of Northern Ireland if the objective of improving the quality of life is to be achieved.

Progress and Accomplishments

The oversight evaluations continue to show substantial and continued progress in the implementation of the agreed-upon recommendations. Some of the highlighted areas follow.

After extensive consultation with government, police and the community, the Policing Board released its first Policing Plan in March of 2002. The Policing Plan 2002 - 2005 sets forth the strategic goals that the Police Service will be expected to achieve over the next three years. The goals encompass public security, justice and organisational change. The Plan specifies performance measures both for the long run and the current year, and establishes the financial requirements for achieving these goals.

The Plan for Change component of the Policing Plan 2002 - 2005 committed the Policing Board and the Police Service to implementing policing with the community as the principal service delivery philosophy of the new policing service, in which police and the community would work in partnership with each other. A strategic plan for community policing submitted by the Police Service was endorsed by the Policing Board in January of 2002. A detailed implementation and communication plan is now in the consultation process, with formal launch of the change programme scheduled for September of 2002.

The Policing Plan established a goal for developing the Police Service's Analysis Centre as a centre for excellence. Oversight review of the centre's accomplishments to the end of April 2002 found progress well advanced, to the credit of senior management and leadership of the unit. On a related note, the Analysis Centre also represents a prime example of the value that civilianisation in appropriate areas can bring to the Police Service.

A report released by the NIO in November 2001 provided a well-researched and detailed examination of alternatives to the plastic baton round (PBR), including water cannon. Based on this research, the Police Service has commenced the acquisition of several water cannon vehicles. The Phase 3 research report on alternatives to the PBR will be issued before the end of 2002.

We noted in our 4th Report, released in April of 2002, that the Police Service had issued written directives and adopted the comprehensive training necessary to maintain high standards in utilising the PBR during public order situations. The Police Ombudsman, in a report issued in May of 2002, covered seven incidents where PBRs had been used during public order situations, and concluded that the discharge of baton rounds by the Police Service in these seven instances was fully justified and proportionate, as were the authorisations and directives given. The Ombudsman and the Policing Board continue to actively monitor this issue.

The Change Management Team has been reorganised and its mandate reaffirmed. The Police Service delivered a comprehensive Plan for Change across a range of activities proposed by the



Independent Commission, including goals, time lines and measurement criteria integrated into the Policing Plan 2002 - 2005. A detailed plan for the reorganisation of Headquarters was approved by the Chief Constable, together with detailed time lines for its accomplishment.

The Policing Board endorsed the Training, Education and Development Strategy in April of 2002. Approval from the Policing Board has initiated a comprehensive Training Needs Analysis (TNA) framework, which is to be developed by outside contract. The outsourcing of both the TNA and related Design & Evaluation is intended to expedite the entire process.

The Police Emblems and Flags Regulations (Northern Ireland) 2002 took effect on 5 April 2002. The Police Service adopted detailed policy in compliance with those regulations. New uniforms were issued on 5 April 2002, which was a major accomplishment by the Police Service given the short turnaround. The new badge has been displayed on the uniform, flag, standards and other public locations since 5 April 2002. Furthermore, a policy to ensure a neutral working environment was issued and an audit of all buildings completed.

The Inter-Governmental Agreement was signed by representatives of the British and Irish Governments on 29 April 2002. Work on appropriate protocols has commenced now that the Agreement has been signed. The first annual conference between the Police Service and the Garda Síochána was held on 3 - 4 April 2002 at Templemore. Structured training links have commenced between the Police Service and Garda, and joint disaster planning is proceeding.

Areas of Concern

In the course of the April/May 2002 site visit, the oversight team determined that there were a number of areas where progress was expected but had not been achieved. It is important to note that several of these issues were identified as concerns in previous reports, but remain incomplete.

The first such area focuses on the need to establish the District Policing Partnerships (DPPs), which are intended and designed to improve the grassroots accountability of the Police Service. One of the central tenets of the Independent Commission was to strengthen the accountability of the police to the community. Although the Policing Board has taken significant steps to create DPPs, their establishment has been delayed. This in turn prevented a number of other important changes from taking place. However, the Policing Board has drafted and circulated for consultation a code of practice for the DPPs, and has now set in motion a process for selecting their independent members.

Although the Police Service has developed an outstanding plan for "policing with the community", subsequently approved by the Policing Board, the problem of community support is again a major deficiency. If the DPPs and other patrol-level consultative forums were in place, a closer interaction between the police and the community would be formalised. Absent such support, and the concept of policing with the community is diminished.

The implementation of the District Command Programme in April of 2001 was another positive step in the implementation programme. The individuals appointed to these positions have already demonstrated the leadership and commitment which was recognised as a key element by the Independent Commission. However, they have not been provided with the staffing support and scope of authority which are essential if they are to be held responsible for results. Although the

Police Service has produced a plan for holding DCU Commanders accountable through monthly meetings and bi-annual detailed reviews conducted by the Regional ACC, strict accountability structures only makes sense if DCU Commanders are also provided with all of the necessary means to meet their objectives. These means include appropriate levels of devolved decision making ability, as well as administrative professionals with which to effectively manage resources.

The problem is exacerbated by the absence of the DPPs, which have also inhibited the fuller devolution of authority to the District Commanders. DPPs were originally intended to provide Commanders with grassroots input into policing priorities within DCUs, but at present Commanders are forced to use their ingenuity and professionalism to implement change in the absence of proper staffing or community support.

The importance of civilianising positions presently held by police officers has been discussed in previous reports. At a time when crime rates are rising and concerns about the adequacy of police resources are being raised, civilianisation offers the opportunity to redeploy hundreds of police officers to patrol in a relatively short period of time. Numerous interviews with District Commanders and Station Commanders indicate that staffing these administrative positions with civilians is seen as extremely important. However a specific recruitment plan remains absent.

The District Commanders interviewed state that there are a number of programmes they could implement which would improve the safety of citizens, if only they were provided with civilian staff with which to release police officers to patrol duties. Unfortunately, as of 13 May 2002 only limited progress in civilianisation had been achieved, with no plans or time tables to replace police officers with civilian personnel in the reception areas of police stations having been approved.

A review of the Police Service's policy on stops and searches under emergency powers surfaced a significant discrepancy between the issuing of the policy order, and the implementation of that in the field. General Order 37/2001, The Terrorism Act 2000 - Human Rights and Monitoring Issues, outlined in detail the justification and procedures for all stops and searches in an emergency. Analysis of a statistical report prepared by the Police Service, covering the period January 2002 - March 2002, along with selected interviews at the District Command level identified poor compliance with the Order. There is also no evidence of an administrative review of the stops, searches or other actions taken under emergency powers.

The development and implementation of a new personnel appraisal system impacts the accountability structure proposed by a number of recommendations. The Oversight Commissioner recognises the complexity of developing a new appraisal system that addresses the myriad of issues which must be included. Unfortunately, as of 13 May 2002 the projected introduction date of the new system has now been postponed to April of 2003, despite previous assurances by the Police Service that the appraisal system would be implemented by September of 2002.

The Police Service is implementing an intelligence-led strategy to integrity testing, consistent with best practices recommended by Association of Chief Police Officers (ACPO), and Internal Investigation Branch has established preliminary links with the Office of the Police Ombudsman. The Police Service is now receiving monthly reports on public complaints, and a strategy to ensure integrity and professional standards was approved in early May of 2002. However, a Public Complaint Trend Identification system has not been established by the Police Service.



The management of sick leave absence remains a critical factor in the ability of the Police Service to deliver needed services. Absences averaging 23.39 days per officer per year have a serious impact on the ability of the police to protect the public. It will be difficult to support arguments for the enhancement of financial resources when sickness absence levels continue at the present rate. Reduced patrol strength not only affects the Police Service's ability to fight crime, it also places other officers at risk. Implementing an aggressive programme of civilianisation would also mitigate these circumstances.

The issue of Special Branch and the intent of bringing the resources of Special Branch together with Crime Branch continues to remain a concern. The rise in violent crime directed at the citizens of Northern Ireland and the increasing problem with organised crime make the recommendations of the Independent Commission all the more important. The Oversight Commissioner recognises the need for governments to have sophisticated and adequately staffed counter-terrorism units, especially in a world where terrorism has become such a major threat. However, as pointed out in our 4th Report of April 2002, the original plan submitted by the Police Service in response to the recommendations for change was limited. The proposed plan did not address the need for a full integration of Special Branch assets with Crime Branch, and the need for Special Branch to provide timely and accurate information to Crime Branch and other components of the Police Service.

Subsequently, the Oversight Commissioner requested documentation to demonstrate that the Police Service would implement a change programme that would address this deficiency. However, due to a number of other events and issues involving Special Branch, the Police Service advises that they would not provide the requested plan. The Police Service has advised that a number of major reviews and investigations involving Special Branch may produce recommendations that could alter the manner in which Police Service implements changes in Special Branch.

When the Oversight Commissioner was first advised of the reasons that the Police Service would not provide a revised plan, it was based on an assurance that the information and revised organisational plan would be available to us in November 2002. It has since become known that one of the major review reports will be delayed until at least November 2002. As a result of this delay, the oversight evaluation of any planned changes in the relationship between Special Branch and Crime Branch would have to be postponed until the Spring of 2003. Such a delay in our evaluation process would impede our ability to fulfil our oversight mandate.

We are aware of the concerns of the Police Service in addressing the change process for integrating Special Branch with Crime Branch in the context of a number of concurrent reviews. However, the proposed plan submitted to the Office of the Oversight Commissioner in January of 2002 did not fulfil the objectives of the Independent Commission. We believe a revised implementation plan for Special Branch that meets the stated objective would not be in conflict with any of the current external reviews and that we can fulfil our oversight responsibilities without interfering with any of the reviews. It is expected that the Police Service will address this need for a revised Implementation Plan in an expeditious fashion.

In the course of the April/May 2002 on-site evaluation, the oversight team requested several items of information concerning baseline demographic data that would allow for the measurement of progress in the staffing patterns of Special Branch assets. The information requested was not provided in a manner that would allow the necessary verification of the redeployments.

The issue of reserve officers, both full time and part time, remains to be addressed by the Police Service. The Implementation Plan 2001 states that the Full Time Reserve will be phased out, but not before the Chief Constable has reviewed the security situation and policing requirements. As of 13 May 2002 the study and plan had not been completed.

The Independent Commission's recommendation for an enhanced Part Time Reserve envisioned 2,500 such officers to supplement regular police officers. The infusion of part time officers, in addition to reduced sickness absence and civilianisation, would be a major asset at a time of rising crime rates and communities' concerns about adequate resources. As of 13 May 2002 a detailed plan to enhance the Part Time Reserve had not been approved.

The Police Service is being required to implement change of a magnitude and scope that is unparalleled in modern day policing. As a result the training, education and development of police officers and civilian staff is critical to the success of the overall change programme. To deliver on that vision, appropriately skilled and focussed human and financial resources must be committed to this important area. There is also a lack of completed service level agreements on training, in particular with District Commanders, which especially impacts on their ability to deliver on policing with the community.

As noted in our Report No. 4, a more modern and satisfactory training facility must be developed and the lack of significant progress on the launch of a new Police College was a major concern. Progress on this issue was considered not only symbolic, in terms of confirming a new beginning to policing, but had practical implications for the training of both recruits and serving police officers. However, results in this critical area have not significantly advanced. It has now been three years since the Independent Commission first recommended the construction of a new Police College, and little progress has been made to date.

At present, with the exception of the revamped recruiting programme, there is little evidence of actual results in implementing the required training programme. The absence of a current training needs analysis undermines the ability to formulate a comprehensive programme and consequently has an adverse impact on District Commanders and their front line officers. A fully costed and safeguarded training budget will not be available until 2003/2004.

The recommendations to train serving police officers on the new constitutional arrangements, new policing arrangements set out in the report of the Independent Commission, and the reforms of the criminal justice system, were to be presented as soon as possible to every member of the Police Service. Almost three years after the Independent Commission made its recommendations that training has not been delivered.

Future Directions

In the area of ability of the Police Service to deal with crime, we will continue to look for early changes to Special Branch that increase the Police Service's ability to solve crimes, especially where the internal exchange of appropriate information is an issue. This will include examining results from the limited information sharing process put in place in January of 2002.

We will also concentrate on the full implementation of devolved authority to DCU Commanders, the tracking of progress on the reorganisation of Headquarters, and await a decision on the phasing out of the Full Time Reserve, as well as progress on increasing the Part Time Reserve.



Future oversight visits by the evaluation team will increasingly entail site visits to the DCUs and police stations. These visits will determine if the orders and directives issued by the Police Service, to implement certain recommendations, are in use by police officers in the field.

Such visits will also help determine whether officers “on the ground” have been instructed and/or trained on new orders and directives, including such orders as General Order 37/2001, The Terrorism Act 2000 - Human Rights and Monitoring Issues. We will look for implementation and evidence of progress with respect to community policing and neighbourhood policing teams, as well as the effect the overall strategy is having on establishing local policing objectives.

In the area of capacity of the Police Service, progress will be closely examined in a number of human resource areas: a comprehensive training, development and education programme; the increased availability of patrol strength achieved via a reduction in the sickness absence from the current 23.39 days per officer per year; the process of civilianisation; with respect to recruitment, severance, and overall goals and plans to reach and maintain a police service of 7,500 regular police officers.

In other areas, we will be examining results from the following: the Human Rights Plan, the Code of Ethics (for conformity with international practices once the final form is approved by the Policing Board), a human rights training programme, the personnel appraisal plan for inclusion of human rights.

We will examine the first year’s experience with the Policing Board, and the Chief Constable’s first year reporting of police performance to the Policing Board. In view of the general lack of timely progress in the training area, it will be important for the Policing Board to take an active directive role with training, particularly where this concerns a new training facility.

The results of administrative reviews by the Police Service on the discharge of PBRs, as well as reviews carried out by the Police Ombudsman, will be examined in order to determine whether sufficient post-shooting review mechanisms are now in place within the Police Service.

Finally, we will continue to monitor: the continuing progress on implementing the Agreement for Co-operation between the Police Service and the Garda Síochána; developments on a comprehensive strategy dealing with exchanges and the related issue of lateral entry from other police services; and the continuing development on the joint database with the Garda, linked to an agreement, and IT strategic work programme will be monitored.

▶▶ **human rights**



A. Chapter Summary

Background

In Strand Three of the Belfast Agreement, human rights featured prominently as the first item under the section on “Rights, Safeguards and Equality of Opportunity”. The Independent Commission on Policing for Northern Ireland was established as part of the Belfast Agreement and released a report in September 1999 entitled: “A New Beginning: Policing in Northern Ireland” (generally known as the Patten Report). The Independent Commission made the protection of human rights the centrepiece of its recommendations, noting that it is a matter of the philosophy of policing, and should inspire everything that a police service does.

Human rights should therefore be seen as the core of the Independent Commission’s report, and accordingly, the first seven recommendations made are devoted to human rights.

Progress and Accomplishments

As it applies to new police officers, the administration process for the new oath is ongoing. All recruits affirm the oath as part of the graduation exercises at the police academy. Although the process is not yet complete, the Police Service has conducted briefings for approximately 6,000 serving police officers on the oath.

The lawyer employed by the Police Service to provide advice on human rights has verified the process that was used to audit compliance of all policies for conformity with the Human Rights Act 1998. She advises the Police Service about the human rights implications of new policies, and is extensively consulted about the human rights implications of operational practices.

We have evidence that key operational training programmes are being audited by the human rights lawyer for compliance, and that explicit human rights instruction is being given to new recruits.

Areas of Concern

In September 1999, the Independent Commission recommended a comprehensive programme of action relating to a human rights based approach. Our Report No. 4, released in April of 2002, noted our concerns relating to the lack of progress in this area. Although the Police Service presented a proposed Programme of Action to the Policing Board in April 2002, this had not received final approval as of 13 May 2002. Such a Programme lies at the heart of the incorporation of human rights into policing in Northern Ireland, and the Policing Board’s role of monitoring human rights performance is an important piece of this foundation.

With respect to specific human rights training, as of 13 May 2002, we have not been provided with information on the actual human rights training content or mode of instruction. This is part of a broader concern relating to the general lack of progress on recommendations relating to training (see also: Areas of Concern, Training, Education and Development).

A plan for assessing the performance of police personnel, especially in the area of human rights, has yet to be developed. This remains a concern, as does the fact that the implementation date has been moved back again. Initial correspondence to the Oversight Commissioner indicated that completion was proposed for the Autumn of 2002, however this date has now slipped to April of 2003. This also relates to a larger area of concern relating to the delivery of an appraisal system

adequate to measure a number of desired competencies, including the appraisal of human rights performance (see also: Areas of Concern, Management and Personnel).

Future Directions

Once approved by the Policing Board, we will be examining the Human Rights Plan for a schedule of achievement of constituent parts. The Human Rights Plan and Code of Ethics will also be examined for conformity with international best practices. The human rights training programme will be reviewed for, among other things, evidence of an implementation plan, integration into all training modules, and a plan for selecting, training and supervising teachers of this component. We will also commence evaluation and verification by sampling of the actual administration of the police oath to new police officers, the briefing and understanding of serving officers regarding the new oath, and finally the work of the human rights lawyer.

B. Recommendation Summary

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

Administrative compliance for this recommendation has not been completed. The Police Service provided evidence of a Human Rights Programme, however this has yet to be approved by the Policing Board. Evidence of best practice application cannot be examined until such time as the Programme has been approved. Evidence had also been provided that an Assistant Chief Constable is responsible for the Human Rights Branch, and for continual monitoring of the comprehensive Programme. In April of 2002 the Police Service briefed the Policing Board on its human rights programme, putting forward a document entitled: "The Human Rights Programme of Action: Consultation Paper". It will submit the Programme formally to the Board after it has incorporated the comments obtained through external and internal consultation.

Recommendation 2 - New Police Oath

Patten Recommendation:

2. There should be a new oath, taken individually by all new and existing police officers, expressing an explicit commitment to upholding human rights.

Lead Responsibility: Chief Constable/Policing Board

As noted in our Report No. 4, administrative compliance for this recommendation has been completed. Evidence was provided for the programme of certifying that serving officers understand and indicate their understanding of the new oath, in accordance with Section 38(2) of



the Police (Northern Ireland) Act 2000. Although the process is not completed 5,927 serving officers (regular officers, Full Time Reserve and Part Time Reserve officers) had received training in the new oath as of 31 March 2002. A schedule and record of administration was provided. Through sampling techniques the oversight process will now evaluate and verify both the attestation of new officers, and briefing and understanding of serving officers.

Recommendation 3 - Code of Ethics

Patten Recommendation:

3. A new Code of Ethics should replace the existing, largely procedural code, integrating the European Convention on Human Rights into police practice. Codes of practice on all aspects of policing, including covert law enforcement techniques, should be strictly in accordance with the European Convention on Human Rights.

Lead Responsibility: Chief Constable/Policing Board/NIO

A draft Code was forwarded to the Policing Board on 31 December 2001. The policing Board has consulted extensively in the community about the draft code. Administrative compliance will be complete when the Code has been approved by the Policing Board. Ongoing oversight will assess the code for best practice.

Recommendation 4 - Human Rights Training

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

Administrative compliance for this recommendation has not been completed. Further to observations made in our Report No. 4, a complete implementation plan has not yet been received from the Police Service's training area, nor a clear outline of the substantive differences in human rights training since the Independent Commission's recommendations. However, the Police Service has trained its various faculties in human rights and has provided the figures of new and serving officers who have received instruction that includes new human rights elements.

Observation of human rights training and evaluation by representatives from non-governmental organisations has been facilitated by the Police Service.

Recommendation 5 - Appraisal of Human Rights Performance

Patten Recommendation:

5. Awareness of human rights issues and respect for human rights in the performance of duty should be an important element in the appraisal of individuals in the police service.

Lead Responsibility: Chief Constable/Policing Board

Administrative compliance for this recommendation has not been completed. As of 13 May 2002 the Police Service's performance appraisal system covering human rights was not provided. A draft of the appraisal system has been presented to the Equality Commission, however a complete proposal is not scheduled until April of 2003, when it will be submitted to the Policing Board for its endorsement.

Recommendation 6 - Appointment of Lawyer with Human Rights Expertise

Patten Recommendation:

6. A lawyer with specific expertise in the field of human rights should be appointed to the staff of the police legal services.

Lead Responsibility: Chief Constable

As noted in our Report No. 4, administrative compliance for this recommendation has been completed. Policies and programmes in existence prior to the appointment of the human rights lawyer remained to be examined for compliance with the human rights intentions of the Independent Commission.

The Police Service reported that there was a human rights audit done for all existing policies, including those issued prior to the appointment of the human rights lawyer. The lawyer reports that she has reviewed the process for auditing compliance of Police Service policies with the Human Rights Act 1998, to ensure that this process audited all existing policies for human rights compliance. She has been consulted extensively in the development of new policies that raise significant human rights issues, as well as about the handling of problematic operational matters. Oversight will now proceed to the evaluation and verification phases for this area.

Recommendation 7 - Monitoring Human Rights Performance

Patten Recommendation:

7. The performance of the police service as a whole in respect of human rights, as in other respects, should be monitored closely by the Policing Board.

Lead Responsibility: Policing Board/Chief Constable

Administrative compliance for this recommendation has not been completed. As of 13 May 2002 the Policing Board, although responsible for monitoring human rights performance under this recommendation, had not adopted such a plan.

▶▶ **accountability**



A. Chapter Summary

Background

The Independent Commission on Policing for Northern Ireland devoted 35 of its 175 recommendations to providing oversight mechanisms designed to ensure the accountability of policing to the public and the law. Their recommendations cover the creation of a Policing Board, District Policing Partnerships, a Police Ombudsman, a commissioner and complaints tribunal for covert law enforcement operations, and the strengthening of financial accountability.

Progress and Accomplishments

After extensive consultation with government, police, and the community, the Policing Board released its first policing plan in March of 2002. The Policing Plan 2002 - 2005 sets forth the strategic goals that the Police Service of Northern Ireland will be expected to achieve in the next three years.

The goals encompass public security, organisational change, and justice. The plan specifies performance measures both for the long run and the current year and establishes the financial requirements for achieving these goals.

The Policing Board has also drafted and circulated for consultation a code of practice for the DPPs, and it has set in motion a process for selecting their independent members. In all that it has done, the Board has displayed openness and transparency, as well as reached out for consultation with government agencies and community organisations.

The NIO, Policing Board and Police Service are steadily progressing the financial accountability framework and systems to ensure proper financial accountability.

Areas of Concern

Although commendable progress is being made at the top of the accountability structure through the activities of the Policing Board and the Ombudsman, the institutions of grassroots accountability called for by the Independent Commission had not been established during this evaluation period. There are two sets of institutions: the District Policing Partnerships (DPPs) and the Consultative Forums. Although the Policing Board had taken significant steps to create DPPs, designed to provide grassroots accountability, as of 13 May 2002 these were still absent. If the DPPs are not functioning by this Autumn, it could impact on the ability of the DCU Commanders to have full community input into their policing with the community efforts, and could affect the Board's ability to receive full input into their priorities.

The issue of the transparency of the Police Service, a joint responsibility of the Police Service and the Policing Board, is also an important facet of change, and little significant progress has been achieved. In the area of covert law enforcement regulation, parliamentary delay in issuing UK Codes of Practice under the Regulation of Investigatory Powers Act 2000 (RIPA) continued as of 13 May 2003. The impact is that Police Service policies will not be developed or revised until the Codes of Practice are approved.

Future Directions

Progress on the establishment of District Policing Partnerships will continue to be an area of focus. Once available, the fully costed 2003 - 2004 Annual Policing Plan, along with the best value/continuous improvement plans, and Policing Board procedures and accountabilities for land, buildings, equipment and funds, will be examined for progress. With administrative compliance completed in a number of areas, oversight can now proceed to evaluation and verification for the Policing Board's co-ordination with other agencies, membership of the Board, its public meetings, and the sub-accounting officer role of the Chief Constable.

B. Recommendation Summary

Recommendations 8 and 9 - Creation of a Policing Board

Patten Recommendations:

8. An entirely new Policing Board should be created, to replace the present Police Authority.
9. The statutory primary function of the Policing Board should be to hold the Chief Constable and the police service publicly to account.

Lead Responsibility: NIO

As noted in our Report No. 4, administrative compliance for these recommendations has been completed. The Policing Board has been created and is functioning as called for by the Independent Commission. Our evaluation and verification phases can proceed once the Board and Chief Constable have had some time to work together.

Recommendations 10, 11 and 12 - Police Planning Process

Patten Recommendations:

10. The Policing Board should set objectives and priorities for policing over a 3 to 5 year period, taking account of any longer term objectives or principles set by the Secretary of State or successor. It should then be responsible for adopting a 3 to 5 year strategy, prepared by the Chief Constable through a process of discussion with the Board, which should reflect the objectives and priorities set by the Board.
11. The Board should be responsible for adopting an Annual Policing Plan, developed by the Chief Constable, through a process of discussion with the Board, on the basis of objectives and priorities set by the Board, and within the agreed 3 to 5 year strategy.
12. The Board should be responsible for negotiating the annual policing budget with the Northern Ireland Office, or with the appropriate successor body after devolution of policing. It should then allocate the police service budget to the Chief Constable and monitor police performance against the budget.

Lead Responsibility: Policing Board/Chief Constable/NIO



Administrative compliance for these recommendations has been completed. The Policing Board has developed a planning process that fulfils the intention of the Independent Commission. After extensive consultations with the Chief Constable, the Secretary of State, and community groups, the Policing Board published its Policing Plan 2002 - 2005, which sets objectives for the Police Service with respect to public safety and organisational change, establishes performance targets for those objectives, and specifies budgetary requirements. In the Policing Plan 2002 - 2005, budget requirements for 2002 - 2004 and 2004 - 2005 have been specified. Ongoing oversight will evaluate the planning process after its first year of operation.

Recommendation 13 - Monitoring Police Performance

Patten Recommendation:

13. The Board should monitor police performance against the Annual Policing Plan and the 3 to 5 year strategy. It should also follow such things as recruitment patterns and trends, including fair employment and equal opportunities performance, and training needs. It should assess public satisfaction with the police service and, in liaison with the Police Ombudsman, patterns and trends in complaints against the police.

Lead Responsibility: Policing Board/Police Ombudsman

Performance targets have been set in the Policing Plan 2002 - 2005 and the Chief Constable reports on progress against these to the Policing Board, on a quarterly basis. The Policing Board is in the process of developing its own plan for monitoring progress, independent of the Chief Constable.

Recommendation 14 - Policing Board Role in Police Appointments

Patten Recommendation:

14. The Board should have the responsibility for appointing all chief officers and civilian equivalents and for determining the length of their contracts. All appointments should be subject to approval by the Secretary of State (and successor after devolution) and the Chief Constable should be consulted in relation to the appointment of subordinate chief officers and civilian equivalents. The Board should have the power to call upon the Chief Constable to retire in the interests of efficiency and effectiveness subject to the approval of the Secretary of State (and successor) and to the right to make representations as at present. Similarly, the Board should have the same power in relation to other chief officers and civilian equivalents exercisable subject to the approval of the Secretary of State (and successor) and the same right to make representations and after consultation with the Chief Constable. The Secretary of State should have the power to require the Policing Board to call upon the Chief Constable to retire on the same grounds but this power should be exercisable only after consultation with the Board and subject to the same right to make representations already referred to. Additionally, after devolution the relevant Northern Ireland minister should have power to call for the retirement of the Chief Constable on the same grounds but this should be subject to the agreement of the Policing Board and the approval of the Secretary of State with an equivalent right to make representations. The Board should be the disciplinary authority for chief officers and civilian equivalents.

Lead Responsibility: Policing Board/NIO

As of 13 May 2002, the Policing Board was in the process of appointing a new Chief Constable, an Assistant Chief Constable, and its own Executive Officer according to established procedures. Because the Policing Board had not yet developed criteria for assessing the efficiency and effectiveness of the Chief Constable, as called for by the Independent Commission, administrative compliance is not yet fully completed.

Recommendation 15 - Policing Board Co-ordination with Other Agencies

Patten Recommendation:

15. The Policing Board should co-ordinate its work closely with other agencies whose work touches on public safety, including education, environment, economic development, housing and health authorities, as well as social services, youth services and the probation service, and with appropriate non-governmental organisations.

Lead Responsibility: Policing Board

Administrative compliance for this recommendation has been completed. Evidence of co-ordination with other agencies was provided. At an appropriate time, oversight can proceed to the evaluation and verification phases.

Recommendations 16, 17, 18 and 19 - Composition of Policing Board

Patten Recommendations:

16. The Policing Board should have 19 members, 10 of whom should be Assembly members drawn from the parties that comprise the new Northern Ireland Executive, selected on the d'Hondt system, who should not at the same time hold ministerial office in the Executive.
17. The nine independent members of the Board should be selected from a range of different fields - including business, trade unions, voluntary organisations, community groups and the legal profession - with the aim of finding a group of individuals representative of the community as a whole, with the expertise both to set policing priorities and to probe and scrutinise different areas of police performance, from management of resources to the safeguarding of human rights. Their appointments should be for four years; but if it were necessary for the purpose of continuity to ensure that not all Board positions fell vacant at the same time as elections to the Assembly, some of these appointments could be for an initial period of two years.
18. The independent members should be appointed by the Secretary of State, in consultation with the First Minister and the Deputy First Minister, until such time as responsibility for policing is devolved, at which point the appointments should be made by the First Minister and the Deputy First Minister acting together. Until devolution, the Secretary of State should also determine the remuneration and expenses of Board members, in consultation with the First Minister and the Deputy First Minister.
19. A Board member of high quality and standing in the community should be appointed by the Secretary of State to be the first chairman of the Board, with the agreement of the First Minister and the Deputy First Minister, for an initial term of four years.

Lead Responsibility: NIO



As noted in our Report No. 4, with the appointment of the required number of political and independent members in an appropriate manner, administrative compliance for these recommendations has been completed. The independent members of the Policing Board display the diversity called for by the Independent Commission. The chairman has been chosen in the manner called for by the Independent Commission. Oversight will now proceed to the evaluation and verification phases.

Recommendations 20 and 21 - Devolution of Responsibility for Policing

Patten Recommendations:

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

Administrative compliance for these recommendations has not been completed. Pending the outcome of the Criminal Justice Review, no legislative framework exists to permit the devolution of responsibility for policing to the Northern Ireland Assembly. Government's target for the devolution of policing and justice is following Assembly elections scheduled for May of 2003.

Recommendation 22 - Simplification of Roles in Tripartite Arrangement

Patten Recommendation:

22. The provisions of the Police (Northern Ireland) Act 1998 should be simplified so that the respective roles of the Secretary of State (or successor), the Policing Board and the Chief Constable are clear.

Lead Responsibility: NIO

Administrative compliance for this recommendation has been completed, and the intent of the Independent Commission achieved. Enabling legislation is provided under Sections 24 - 26 of the Police (Northern Ireland) Act 2000.

Recommendation 23 - Repeal of Power to Issue Guidance to the Police

Patten Recommendation:

23. The provision, in Section 39 of the Police (Northern Ireland) Act 1998, that the Secretary of State may issue guidance to the police as to the exercise of their functions, should be repealed.

Lead Responsibility: NIO

Compliance for this recommendation has now been achieved.

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

Administrative compliance for this recommendation has not been completed. As of 13 May 2002 the Policing Board and the Chief Constable had not provided policy, directives or memoranda of understanding clarifying operational responsibility.

Recommendations 25 and 26 - Powers to Require Reports and Initiate Inquiries

Patten Recommendations:

25. The Policing Board should have the power to require the Chief Constable to report on any issue pertaining to the performance of his functions or those of the police service. The obligation to report should extend to explaining operational decisions. If there is a disagreement between the Board and the Chief Constable over whether it is appropriate for a report to be provided on a particular matter, it should be for the Chief Constable to refer the question to the Secretary of State for a decision as to whether the Board's requirement should stand.
26. The Policing Board should have the power, subject only to the same limitation set out in paragraph 6.22, to follow up any report from the Chief Constable by initiating an inquiry into any aspect of the police service or police conduct. Depending on the circumstances, the Board should have the option to request the Police Ombudsman, the Inspectorate of Constabulary or the Audit Office to conduct or contribute to such an inquiry, or to use the Board's own staff, or even private consultants for such a purpose.

Lead Responsibility: Policing Board/Chief Constable/NIO

Administrative compliance for these recommendations has not been completed. As of 13 May 2002 the Policing Board had not been in operation for a sufficient period of time to allow for the assessment of reporting mechanisms, possible disputes, or the quality of reports provided. However, there is evidence of a formal procedure for the Policing Board to call for reports from the Chief Constable (section 59 of the Police (Northern Ireland) Act 2000).



Recommendation 27 - Creation of District Policing Partnerships

Patten Recommendation:

27. Each District Council should establish a District Policing Partnership (DPP), as a committee of the Council, with a majority elected membership, the remaining independent members to be selected by the Council with the agreement of the Policing Board. The chair of the DPP should be held by an elected member, with rotation between parties from year to year.

Lead Responsibility: NIO/Policing Board/District Councils

A code of practice has been drafted and circulated for consultation by the Policing Board but had not been approved when this report was written. Therefore, administrative compliance is not yet fully completed.

Recommendation 28 - Arrangements for Belfast

Patten Recommendation:

28. The District Policing Partnership in Belfast should have four sub-groups, covering North, South, East and West Belfast.

Lead Responsibility: Policing Board/Belfast District Policing Partnership/Chief Constable

As noted in our Report No. 4, administrative compliance for this recommendation has been completed. However, due to delays in the establishment of all District Policing Partnerships, as of 13 May 2002 the appointment of the DPPs for Belfast has not occurred.

Recommendations 29 and 30 - Method of Operation of DPPs

Patten Recommendations:

29. There should be monthly meetings between the DPP and the police District Commander, at which the police should present reports and answer questions and the Board should reflect community concerns and priorities to the police. The views expressed by DPPs should be taken fully into account by the police and by the Policing Board in the formulation of policing plans and strategies at the central level.
30. The DPP should submit an annual report to the District Council and publish it.

Lead Responsibility: Policing Board

Administrative compliance for these recommendations has not been completed. As noted above, District Policing Partnerships have not yet been established. However, a Code of Practice for DPPs has been drafted by the Policing Board, and circulated for consultation. It had not been approved by the Board as of 13 May 2002.

Recommendation 31 - Administration Costs of DPPs

Patten Recommendation:

- 31. The approved administration costs of the DPP should attract a 75% grant from the Policing Board, the remaining 25% to be funded by the District Council.

Lead Responsibility: Policing Board/District Councils

As noted in our Report No. 4, administrative compliance for this recommendation has been completed. However, due to delays in the establishment of all District Policing Partnerships, assessments of practice can only occur once DPPs have been established.

Recommendation 32 - Expenditure by DPPs

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

As noted in our Report No. 4, administrative compliance for this recommendation has been completed. This recommendation by the Independent Commission was not adopted and therefore, not provided for in legislation.

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

The Policing Board and the Police Service are actively working to create such forums, utilising in part the already established Community and Police Liaison Committees. Therefore, administrative compliance is not fully completed.



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

Administrative compliance for this recommendation has not been completed, pending the creation of District Policing Partnerships and approval by the Policing Board of a Code of Practice for them.

Recommendation 35 - Meetings of the Policing Board

Patten Recommendation:

35. The Policing Board should meet in public once a month, to receive a report from the Chief Constable.

Lead Responsibility: Policing Board/Chief Constable

Administrative compliance for this recommendation has been completed, with the approval by the Policing Board of its "Interim Standing Orders," which are periodically updated. A schedule for public meetings of the Policing Board has been published, and minutes of these meetings are published on the Board's web site. Oversight will now proceed to the evaluation and verification phases.

Recommendation 36 - Meetings of the DPPs

Patten Recommendation:

36. District Policing Partnerships should meet in public once a month, and procedures should allow for members of the public to address questions to the Board and, through the chair, to the police.

Lead Responsibility: Policing Board/DPPs/NIO

Administrative compliance for this recommendation has not been completed, pending the creation of District Policing Partnerships and approval by the Policing Board of a Code of Practice for them.

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

Administrative compliance for this recommendation has not been completed. As of 13 May 2002 the Policing Board had not approved the Police Service's draft report on transparency. The Home Office is also preparing a transparency policy for all police services in the United Kingdom, however that initiative will not be completed until 2003.

Recommendation 38 - Role of the Police Ombudsman

Patten Recommendation:

38. The Police Ombudsman should be, and be seen to be, an important institution in the governance of Northern Ireland, and should be staffed and resourced accordingly. The Ombudsman should take initiatives, not merely react to specific complaints received. He/she should exercise the power to initiate inquiries or investigations even if no specific complaint has been received. The Ombudsman should be responsible for compiling data on trends and patterns in complaints against the police, or accumulations of complaints against individual officers, and should work with the police to address emerging issues from this data. He/she should have a dynamic co-operative relationship with both the police and the Policing Board, as well as other bodies involved in community safety issues. He/she should exercise the right to investigate and comment on police policies and practices, where these are perceived to give rise to difficulties, even if the conduct of individual officers may not itself be culpable, and should draw any such observations to the attention of the Chief Constable and the Policing Board. The Ombudsman should have access to all past reports of the RUC.

Lead Responsibility: Police Ombudsman

Administrative compliance for this recommendation has been completed. The intentions of the Independent Commission with respect to the Police Ombudsman for Northern Ireland, as outlined in this recommendation, are being achieved. Full co-operation with the oversight process was received from the Ombudsman and her staff.

Recommendations 39, 40, and 41 - Covert Law Enforcement

Patten Recommendations:

39. New legislation on covert policing should be fully compliant with the European Convention on Human Rights and should have the same application in Northern Ireland as in the rest of the United Kingdom.
40. There should be a commissioner for covert law enforcement in Northern Ireland.
41. There should be a complaints tribunal, comprising senior members of the legal profession, with full powers to investigate cases referred to it (either directly or through the Police Ombudsman) involving covert law enforcement operations.

Lead Responsibility: Home Office/NIO



Administrative compliance for these recommendations has not been completed, pending UK codes of practice under the Regulation of Investigatory Powers Act 2000 (RIPA). There has been a delay in issuing codes of practice under Section 68 of the RIPA because of the allocation of parliamentary time. The next Public Surveillance Commissioner's Report is due in the Summer of 2002.

Recommendation 42 - Strengthening of Financial Accountability

Patten Recommendation:

42. There should be a substantial strengthening of financial accountability, including: a fully costed Annual Policing Plan; a strong audit department within the Policing Board, staffed by experts in budgeting, financial management and value for money programmes; and more systematic use of the Audit Office to study police resource management, either at the behest of the Policing Board or on its own initiative.

Lead Responsibility: NIO/Policing Board/Chief Constable

Administrative compliance for this recommendation has not been completed. As of 13 May 2002 there was no evidence of a performance plan with targets and benchmarks, the practical integration of financial planning with overall business planning and strategies, nor of "best value" evaluations by outside agencies. However, although the integration of the Policing Plan 2002 - 2005 with the Continuous Improvement Performance Plan has not yet occurred, transitional arrangements have been established and integration is currently scheduled for April 2003. Also, further to our Report No. 4, agreement has been reached on delegated financial limits.

Recommendation 43 - Designation of Chief Constable as Sub-Accounting Officer

Patten Recommendation:

43. The Chief Constable should be designated a sub-accounting officer, in addition to the Chief Executive of the Policing Board, so that either or both may be called, together with the Permanent Under Secretary as principal accounting officer, to give evidence to the Public Accounts Committee.

Lead Responsibility: NIO

As noted in our Report No. 4, administrative compliance for this recommendation has been completed. The Police Service's Internal Audit function has completed terms of reference and service level agreements with the Policing Board. The Internal Audit function reports to the Chief Constable. Oversight evaluation and verification phases will follow at the end of fiscal year 2002/2003.

▶▶ **policing with the community**



A. Chapter Summary

Background

The Report of the Independent Commission on Policing for Northern Ireland recommended that policing with the community should be the core function of the Police Service and the core function of every police station. This theme has implications for the structure of the police, for management, culture, recruitment and training. The long term goal is to deliver truly effective locally-based policing in a way that would put Northern Ireland at the leading edge of policing in the United Kingdom, Ireland and internationally.

Progress and Accomplishments

The Plan for Change component of the Policing Plan 2002 - 2005 released in March 2002 committed the Policing Board and the Police Service to implementing policing with the community as the principal service delivery philosophy of the new policing service, in which police and the community would work in partnership with each other. A Strategic Plan for community policing submitted by the Police Service was endorsed by the Board in January of 2002. A detailed Implementation and Communication Plan is now in the consultation process, with formal launch of the programme for change scheduled for September of 2002. The Policing Plan established a goal for developing the Police Service Analysis Centre as a centre for excellence. Oversight review of accomplishments to the end of April of 2002 found progress well advanced, to the credit of senior management and leadership of the unit. On a related note, the Analysis Centre is an example of the value that civilianisation in appropriate areas can bring to the Police Service.

Areas of Concern

DCU Commanders have been recognised for individual initiative in pursuing the transformation to policing with the community, but the need remains for a formal beginning and a communication programme to engage the public, as does the need for consultation on the implementation plan. There remains a concern that the devolution of the necessary authorities to DCU Commanders has not taken place. If the District Command structure is to work as intended Commanders will need to ensure that personnel are appropriately trained and developed in policing with the community issues (see also Recommendation 45). Commanders will also need greater direct control over how policing resources are allocated within their District (see also Recommendation 54). Finally, progress on any community policing initiative will depend heavily on a Commander's ability to develop effective community partnerships. Unfortunately, until such time as DPPs are established such partnerships cannot be established.

Future Directions

We will be looking for evidence of progress on community policing initiatives, including progress on the establishment of local policing objectives, even in the absence of fully functioning DPPs. As well, we will be examining progress on the establishment of neighbourhood policing teams.

B. Recommendation Summary

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 Board

Administrative compliance for this recommendation has not been completed. The Police Service's Strategic Plan for transition to a community policing model was presented to the Policing Board on 27 January 2002. The Board endorsed the Strategic Plan but requested an Implementation and Communication Plan, for communicating results to the public. On 30 April 2002, the Police Service provided a consultation document on implementation that has been circulated internally and to the Policing Board. Subject to endorsement by the Board, effective commencement of the Policing with the Community plan is scheduled for September 2002. Consultants were engaged to guide development of the complementary communications plan. In the interim, the community policing policy was widely distributed to members of the Police Service.

Numerous community consultation and liaison arrangements currently exist in the District Commands, which we will monitor for compliance with the recommendations of the Independent Commission. The following issues are in abeyance pending launch of the community policing initiative and the beginning of the transitional process: assessment of progress with community and emergency response agency partnerships; continuity of assignment of personnel; evidence of co-ordination, Co-operation and partnership in identifying community priorities and action plans; the degree of transparency evident in the development of project objectives and methods; and, evidence of public information programmes.

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

Administrative compliance for this recommendation has not been completed. As of 13 May 2002 the creation of service-wide neighbourhood policing teams was still awaiting acceptance of the implementation plan requested by the Policing Board on 27 January 2002. The Police Service notes that commencement will not occur before September 2002. Evidence of a service level agreement with Training Branch, in support of policing with the community, was not provided. The lack of such an agreement is also noted as an area of concern in the Training, Education and Development chapter (see also Recommendation 132).



However, General Order 2/2002, Commanders - Sector - Roles and Responsibilities, provides guidelines for the role and responsibilities of sector commanders in a district command unit. DCU Commanders and their staff also collaborated in the development of a patrol management policy. Community participation in problem solving is a prominent feature of the implementation plan, and a problem solving methodology is incorporated in the community policing policy. The Plan for policing with the community, endorsed by the Policing Board, was distributed throughout the Service. Crime analysis reports critical to dealing with crime are provided by the Analysis Centre.

The following issues are held in abeyance pending issue of an implementation plan and formal launch of the community policing initiative: implementation of dedicated policing teams across the organisation; guidelines for DCU Commanders on the disposition of resources; a directive requiring the collection and maintenance of statistics accounting for the allocation of patrol hours by activity; accounting for the number of officers assigned to neighbourhood policing; a public education programme; and, implementation of an appraisal system to evaluate the performance of officers assigned to community policing roles. There can be no beginning on the sampling process intended to measure compliance until these initiatives are well underway.

Recommendation 46 - Service in Neighbourhood Policing Teams

Patten Recommendation:

46. Members of the policing team should serve at least three and preferably five years in the same neighbourhood. They should wear their names clearly displayed on their uniforms, and their uniforms should also bear the name of the locality for which they are responsible.

Lead Responsibility: Chief Constable

Administrative compliance for this recommendation has not been completed. The recommendation that officers assigned to neighbourhood policing teams wear their name and locality tags on their uniforms is again under review by the Police Service. Although General Order 25/2002, Crest, Uniform, Flag - PSNI Code Amendments, introduced the wearing of name badges on 5 April 2002, subject to local risk assessment, a subsequent rescinding directive was issued by the Acting Chief Constable on 8 April 2002. If the security situation does not allow the wearing of name badges, the Chief Constable should advise the Oversight Commissioner.

The tenure policy under consideration by the Policing Board is proof of compliance for policy planning (see also Recommendation 83). Under this proposal, members of policing teams should serve for at least 3, but preferably 5, years in the same neighbourhood. Records management and information programmes relating to implementation are held in abeyance however, pending the launch of the community policing programme.

Recommendation 47 - Police Probationary Training

Patten Recommendation:

47. All probationary police officers should undertake the operational phases of their probationary training doing team policing in the community.

Lead Responsibility: Chief Constable

On 27 January 2002 the Policing Board endorsed the Police Service's Strategic Plan on a transition to policing with the community, a high-level policy proposal which included the provision that all probationers would serve a significant part of their time on neighbourhood policing duties. Although this policy document was endorsed by the Policing Board, the Police Service was also asked to provide a more detailed Implementation and Communication Plan. However, in order not to delay valuable community policing initiatives, the Police Service was encouraged to proceed with certain elements of the endorsed Strategic Plan, while simultaneously preparing the Implementation and Communication Plan for the Board's endorsement. The first graduating class of Police Service recruits were due to be deployed to District Command Units on 18 August 2002. As of 13 May 2002 the Policing Board had not yet formally endorsed the Implementation and Communication Plan, and administrative compliance for this recommendation has not yet been fully completed. The formal launch of policing with the community is now expected in September of 2002.

Recommendation 48 - Patrolling on Foot

Patten Recommendation:

48. Where practicable, policing teams should patrol on foot.

Lead Responsibility: Chief Constable/District Commanders

As of 13 May 2002 the Policing Board had not yet endorsed the Implementation and Communication Plan for policing with the community. Once endorsed, the Plan will reinforce policy statements regarding visibility and will also include direction for the maintenance of records. This will significantly facilitate the evaluation of compliance.

The Policing Plan 2002 - 2005 commits the Police Service to patrol strategies that provide public reassurance through highly visible policing. In addition, the Strategic Plan for transition to policing with the community, endorsed by the Policing Board on 27 January 2002, recognises foot patrol as a preferred patrol method, to be fielded where practical and where it contributes to locally agreed priorities. Although administrative compliance for this recommendation has not yet been fully completed, specific sampling and verification of foot patrolling can commence.

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



Administrative compliance for this recommendation has not been completed. As noted above, formal implementation of policing with the community is not scheduled until September of 2002, although the Police Service has already progressed on certain community policing initiatives. Until formal implementation has commenced, review and evaluation of the methods of recording and reporting the activities of the teams, and the degree to which DCU Commanders are able to manage the neighbourhood programmes within the framework of the Police Service's policy, cannot take place. The Policing Plan 2002 - 2005 commits the Police Service to community safety and reassurance of the public by a process that includes extensive community consultation and problem solving through local officers and community groups.

The Strategic Plan for transition to policing with the community, endorsed by the Policing Board on 27 January 2002, includes a DCU organisation chart in which neighbourhood policing teams led by Inspectors comprise the community element of a sector policing system. General Order 2/2002, issued on 15 January 2002, introduced guidelines for the role and responsibility of sector commanders. There is a definition of neighbourhood policing teams, terms of reference and evaluation criteria. Sector commanders will have lead responsibility for developing community policing, as well as for tackling crime and public safety issues in their respective areas. The Implementation Plan also provides for record systems to facilitate evaluation against the established performance indicators. Following implementation, the methods of recording and reporting the activities of the neighbourhood policing teams will be reviewed. The degree to which DCU commanders are empowered to manage the neighbourhood programmes within the framework of the Strategic Plan will also be evaluated, as will evidence of this strategy emerging in locally established objectives.

Recommendation 50 - Crime and Complaint Pattern Analysis

Patten Recommendation:

50. The Northern Ireland police should, both at a service-wide level and at patrol team level, conduct crime pattern and complaint pattern analysis to provide an information-led, problem-solving approach to policing. All police officers should be instructed in problem-solving techniques and encouraged to address the causes of problems as well as the consequences (the priority being to train beat managers and their teams); and they should be regularly appraised as to their performance in doing so.

Lead Responsibility: Chief Constable/Policing Board

Administrative compliance for this recommendation has been completed. The Policing Plan 2002 - 2005 sets the goal of establishing the PSNI Analysis Centre as a centre of excellence in the development and delivery of analytical services and products. Thirty-four trainees were recruited since October of 2000. An additional 12 trainees will take up post in late 2002 or early 2003, following their initial 7 week training course. A time-line document projects completion by December of 2002. The competition to staff another training and development consultant position has not yielded results. Budget approvals for staffing, technology and logistical support extend to 5 years.

The Director of the Analysis Centre installed a comprehensive analyst development certificate programme with a two year progressive course of study and practical exercises, including an appraisal cycle. There is a memorandum of understanding with the Scottish Police College to act as verifier of the assessment and development process. A pilot programme with the Jill Dando Institute for training in crime reduction has also been approved. A bid for funding to train in the National Intelligence Model is in process. Analysts have been provided with a wide range of best practice research material through web-enabled technology, affording the ability to incorporate 'proven solutions' in local reports. Research to identify and install a crime mapping package is advanced but not complete. A corporate database of all analytical products is available and issued to all crime operations managers and other key personnel monthly. Two hundred analytical reports per month are produced at DCU and Regional levels in support of operational policing priorities.

The Director of the Analysis Centre is researching the extent to which community co-operation can be measured and the extent to which crime pattern information can be shared. An internal evaluation process is underway to determine methods for ensuring the regular assessment of progress and actual achievement of all features of this recommendation, including the impact of problem solving methods on crime patterns, crime rates and reduction in criminal complaints. The impact of crime analysis will be assessed following implementation of the community policing plan. Oversight will now proceed to the evaluation and verification phases.

Recommendation 51 - Attendance at Police Training Courses

Patten Recommendation:

51. DPPB members and other community leaders should be able to attend police training courses in problem-solving techniques.

Lead Responsibility: Chief Constable

Administrative compliance for this recommendation has not been completed. Until such time as the Policing with the Community Implementation Plan is formally launched by the Policing Board (see also Recommendations 47 and 48) , as well as DPPs are established, performance criteria related to effectiveness of both is held in abeyance. However, provision for DPP members and other community leaders to attend police training courses in problem-solving techniques, once DPPs are established, is included in the comprehensive Training, Education and Development Strategy.

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A. CHAPTER SUMMARY

Background

The Independent Commission on Policing for Northern Ireland's report includes several recommendations covering the appearance of police stations, devolved authority for District Commanders and types of patrol vehicles. Also included are recommendations on army support, the use of emergency powers, administration of detention facilities, and other issues affecting the ability of the Police Service to deliver the kind of law enforcement service a peaceful society will require.

Progress and Accomplishments

Although it may take several years to see full implementation of certain recommendations, the Police Service has successfully prepared and obtained approval for a clear and concise estate strategy requiring that, as had been recommended by the Independent Commission, future police stations have the appearance of regular, modern buildings.

The three holding centres have been closed, and the Police Service has successfully managed a temporary custody suite at the Lisburn DCU, while awaiting the opening of a permanent 20-cell joint custody facility at Antrim (expected in April of 2003). The Policing Board moved quickly in extending the responsibility for inspecting all custody and interrogation suites to the current Custody Visiting Scheme, and requiring monthly reports from the volunteer visitors to ensure the effectiveness of the programme.

Areas of Concern

In September of 1999 the Independent Commission recommended that police officers be replaced with civilian employees in reception areas. This issue was also noted in our Report No. 4. However, as of 13 May 2002 no significant implementation plans had yet been developed. Once implemented, the replacement by civilians of police officers currently assigned to receptionist duties would significantly increase the number of officers available for mobile patrols and investigative duties. Moreover, certain District Commanders interviewed expressed a strong desire to see this recommendation implemented in order to maximise the number of officers available for policing duties.

Implementing the management concept of devolved authority as outlined by the Independent Commission has not been adopted, and as of 13 May 2002 District Commanders had not received this necessary tool to effectively manage their district resources. Specifically, the lack of devolved authority regarding Commanders' ability to control the allocation of police resources within the District is seen as a concern. In addition, delays in the establishment of DPPs and the community's subsequent lack of input into establishing local patrol patterns, prevent Commanders from effectively balancing resources between static posts and mobile patrols.

In our Report No. 4, we noted that progress was underway in the implementation of General Order 58/2001, Issues of Strategic Reserve Armoured Landrovers (ALRs). The order required that 50% of all ALRs be placed in strategic reserve (five depots) by March of 2002. As of April of 2002, only 17% of ALRs were in strategic reserve, at two depots, and the progress anticipated in our last report was not achieved.

There is also some concern regarding the slow progress with which the Police Service is complying with General Order 37/2001, The Terrorism Act 2000 - Human Rights and Monitoring Issues. This Order established procedures and reporting requirements to be followed for all stops and searches made under the Terrorism Act. The specific concern is that the Independent Commission's Recommendation 61 called for the immediate effect of an order relating to the use of emergency powers. The Police Service then signed General Order 37/2001 into effect in August of 2001. However, as of 13 May 2002 data provided by the Police Service indicates that the Order had not been implemented uniformly by all DCUs. This is almost one year after the Order had taken effect.

Finally, the continued lack of a Code of Practice for the Musgrave pilot project, as well as the lack of a specific plan or strategy for introducing video recording in the PACE custody suites, are concerns. Previously noted as concerns in our Report No. 4, these issues continue to require attention and action.

Future Directions

Future oversight visits will increasingly entail site visits to the DCUs and police stations by the evaluation team. These visits will examine whether or not compliance with the orders and directives issued by the Police Service, to implement certain recommendations, are in use by police officers in the field. In addition, such visits will help determine whether officers 'on the ground' have been instructed and/or trained on new orders and directives, including such orders as General Order 37/2001, The Terrorism Act 2000 - Human Rights and Monitoring Issues.

B. Recommendation Summary

Recommendations 52 and 53 - Appearance of Police Stations

Patten Recommendations:

52. Police stations built from now on should have, so far as possible, the appearance of ordinary buildings; they should have low perimeter walls, and be clearly visible from the street; but they should have security features, which may be activated or reinforced as necessary.
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

The Police Service provided a 1997 inventory of the police estate, as well as a copy of an Estate Strategy Review dated November, 2001. The Estate Strategy Review outlines police estate needs and includes long and short-range plans for new and renovated police stations. The Review also includes proposed police station closures. It contains basic design concepts, specifications and



recommendations concerning the appearance of new build stations, as well as funding requests, and is consistent with the intent of Recommendation 52. Design plans and photographs of the Moira Station were made available as an example of the appearance and impact resistant design standards for new builds. The Police Service provided conceptual information that generally addresses both exterior appearance and security issues.

The Police Service has now consolidated all aspects of new builds and renovations into a comprehensive Estate Strategy Review. This document sets forth the specific plans for moving toward the “appearance of ordinary buildings” for police stations that are either renovated or new. The Estate Strategy Review also requires that future new builds are consistent with the building consolidation/closure plan, satisfy the needs of the community and region, that community consultation is obtained, and that community policing requirements are incorporated. Both the NIO and the Policing Board have approved this comprehensive estate strategy. As an addendum to the Estate Strategy Review, the Police Service submitted a business case on the appearance of police stations to the NIO in April of 2002. This includes a funding request for the next three years. The subsequent business plan approved by the Policing Board made specific reference to perimeter security schemes and the refurbishment of inquiry offices. It is noted that the cost projections prepared by the Police Service and provided to the NIO were based on general estimates, as the scope of work has not been specifically defined.

Major works projects that complement Recommendation 52 have been formally approved for the police stations located at Coleraine, Cookstown, Magherafelt and Omagh. The Police Service has recommended the closure of three other police stations. The Policing Board has set aside this action until consultations with the respective communities can be completed.

However, as of 13 May 2002 specifications or architectural designs for new and renovated police stations had not been received. The Police Service has also not developed a photographic inventory of existing police buildings, although it has advised that photographic surveys of specific stations are available. Finally, the Police Service reported that there are no approved plans or timetables to replace police officers with civilian receptionists. As noted in our Report No. 4, as well as in other areas in this report, if this recommendation is followed as intended it could release a significant number of officers for assignment to patrol duties (see also Recommendations 90 and 111). Therefore, administrative compliance for these recommendations has not yet been fully completed.

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

Administrative compliance for this recommendation has not been completed. As of 13 May 2002 documents requested granting District Commanders the discretion to decide, in consultation with the community, how best to balance their resources had not been provided. However, the Police Service previously reported that this recommendation could not be fully implemented without District Policing Partnerships being established by the Policing Board, and the necessary authority being granted to District Commanders (see also Recommendation 76).

The District Commands have been established, and General Order 13/2001, Transitional Arrangements for the Introduction of District Command Units, was provided as evidence of progress on the devolution of authority to District Commanders. Of the several District Commanders interviewed by the oversight team, none had received specific authority from the Policing Board or the Police Service to implement the discretion directed in Recommendation 54. In other words, DCU Commanders are still unable to exercise the authority to consult communities regarding the balancing of static and mobile patrols.

Recommendations 55, 56 and 57 - Police Vehicles

Patten Recommendations:

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.
56. As soon as possible (that is, as soon as the incidence of deployment ceases to be regular) armoured Landrovers should be moved to depots, to be kept in reserve for use in public order policing for as long as this contingency may be required.
57. The word 'Police' should be painted onto the sides of all Landrovers.

Lead Responsibility: Chief Constable/Policing Board

Administrative compliance for these recommendations has not been completed. General Order 58/2001, Issues of Strategic Reserve Armoured Landrovers, was issued by the Chief Constable as a written directive to implement this recommendation, and outlined the requirement and procedure to be followed to move Armoured Landrovers (ALRs) to five depots. These depots were intended to keep ALRs in reserve for use in public order policing. It is also the document that provided for the interim target of having 50% of ALRs (approximately 225 vehicles) in the five reserve depots by 31 March 2002. Although the Police Service provided a document showing that it had withdrawn 50% of its ALRs by the 31 March target date, a review of police inventories for April of 2002 showed that only 17% were actually in reserve. Out of the designated 225 ALRs, 118 have been taken out of strategic reserve for use in public order policing and for other unforeseen purposes.

As of 13 May 2002 no specific plans for the substitution of ALRs with "ordinary" police cars had been provided, although the Police Service did provide an inventory of current vehicles by make, model, type, and assignment, as well as budget information showing the purchase of police cars over a six-year period. Also provided was a document outlining the short and long range plans to substitute police cars for ALRs. These plans focus exclusively on placing 450 ALRs in strategic reserve by the end of 2006. Finally, the Police Service reported that the word "POLICE" has been



painted on all of its ALRs. If the Police Service views ongoing public order and security situations as preventing the full implementation of this recommendation, such concerns must be raised directly with the Oversight Commissioner by the Chief Constable.

Recommendation 58 - Army Support-Security Demands

Patten Recommendation:

58. The role of the army should continue to be reduced, as quickly as the security situation will allow, so that the police can patrol all parts of Northern Ireland without military support.

Lead Responsibility: NIO/Chief Constable/GOC

As noted in our Report No. 4, administrative compliance for this recommendation has been completed. The Police Service provided a plan to reduce its dependence on military support, which in turn is contingent on the security situation. Documentation was also provided describing the areas and circumstances where the military provides support to the Police Service, the procedures used to acquire that support, and the extent of the support generally provided. The number of military personnel in direct support varies according to day-to-day operational requirements, however the overall troop level for this reporting period was at 13,500 personnel. Oversight will now proceed to the evaluation and verification phases.

Recommendation 59 - Army Support-Public Order Demands

Patten Recommendation:

59. For as long as the prospect remains of substantial public order policing demands on the scale seen at Drumcree in recent years, the army should retain the capacity to provide support for the police in meeting those demands.

Lead Responsibility: NIO/Chief Constable/GOC

As noted in our Report No. 4, administrative compliance for this recommendation has been completed. The Police Service provided its operational plan for dealing with public order situations, including circumstances that must be present and procedures to be followed when utilising army support in public order situations. The document included extensive data on army assistance with public order incidents for the period 1 January 2001 - 20 September 2001. Documents were provided describing the procedures for army support in public order situations, which the army provides upon request by the Police Service. However, the army does not routinely collate statistics on the specific number of occasions. Oversight will now proceed to the evaluation and verification phases.

Recommendation 60 - Emergency Legislation

Patten Recommendation:

60. Provided the threat of terrorism in Northern Ireland diminishes to the point where no additional special powers are necessary to combat it, legislation against terrorism should be the same in Northern Ireland as in the rest of the United Kingdom.

Lead Responsibility: NIO/Home Office

As noted in our Report No. 4, administrative compliance for this recommendation has been completed. The NIO provided a copy of the Terrorism Act for our reference and review. Oversight will now proceed to the evaluation and verification phases.

Recommendation 61 - Records on the Use of Emergency Powers

Patten Recommendation:

61. In the meantime, with immediate effect, records should be kept of all stops and searches and other such actions taken under emergency powers.

Lead Responsibility: Chief Constable/GOC

Administrative compliance for this recommendation has not been completed. Although General Order 37/2001, The Terrorism Act 2000 - Human Rights and Monitoring Issues, has been in effect for some time, analysis of a statistical report provided by the Police Service indicates that the Order has not been implemented uniformly by all DCUs. The statistical report regarding the application of and compliance with General Order 37/2001 contains data from 28 of the 29 DCUs. Data includes interviews with some District Commanders, and covers the period January - March, 2002.

Seven District Commands reported approximately 90% of all the emergency powers activity. The other 21 DCUs reported little or no activity on the use of emergency powers during the period covered. The Police Service was also not able to provide evidence of an administrative review of the stops, searches and other action taken under emergency powers, and appropriate follow-up corrective measures.

The General Order, which includes the new PACE forms, outlines in detail the justification and procedures for all stops and searches in an emergency, and establishes a reporting and review responsibility for all stops and searches made under the Terrorism Act. Through the Police Service, the GOC provided a statistical report on the military use of powers under the Terrorism Act for the period November 2001 - March 2002.

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

Administrative compliance for this recommendation has not been completed. A Scoping Study on the detention space needs of subjects charged with crimes of terrorism was provided by the Police Service, noting that a copy had been sent to the NIO for their review. However, the implementation of this recommendation remains primarily a matter for the Chief Constable to resolve.



The Police Service provided documentation stating that, with the closure of the three holding centres, all prisoners arrested under Section 41 of the Terrorism Act (2000) will now be held in the temporary custody suite located at the Lisburn DCU. During 1 October - 31 December 2001, 86 suspects were held in the Lisburn temporary custody suite. Between January and September of 2001, 93 suspects had been held at Gough Barracks prior to its closure. During the last evaluation visit Gough Barracks was physically inspected, and found to be closed and with no signs of recent use as a detention facility. The Police Service provided an inventory of the cells located at the various police stations, and a statistical report on the number of PACE detainees.

Construction of a permanent 20-cell joint custody facility at Antrim, to be opened in April of 2003, is still on schedule. A set of design drawings for the Antrim custody suite was provided. The Police Service also provided two consultant reports describing three different models, or different combinations of designated police stations, as future custody suites.

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

Administrative compliance for this recommendation has not been completed. Of the 22 designated custody suites, only Musgrave and Lisburn have been identified as locations for video recording capability. A VHS system has been installed at Lisburn for terrorist interviews, and a six-month pilot scheme is underway at Musgrave to test video recording equipment (CCTV) and procedures. The Police Service has implemented the necessary operating instructions for the Musgrave CCTV system, but the required Code of Practice will not be approved by Parliament until the Autumn of 2002.

Evidence of a specific plan or strategy and timetable to introduce video recording in the PACE custody suites had not been provided as of 13 May 2002. Completion of the Musgrave pilot, and a decision on the number/location of the permanent custody suites, will impact the ability to produce such a plan or strategy.

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: Policing Board/Chief Constable/NIO

Administrative compliance for this recommendation has not been completed. The NIO advises that an order allowing visitors access to detained terrorist suspects held at the Lisburn facility was laid before Parliament on 10 May 2002, with a proposed implementation date of 31 May 2002.

The Policing Board has extended the responsibility for inspecting all custody and interrogation suites to the current Custody Visiting Scheme. A comprehensive set of guidelines for the volunteers visiting detained terrorist suspects is pending approval by the Board.

The Policing Board requires monthly reports from custody visitors summarising their activities and ensuring that goals pertaining to detainees' complaints, as well as recommendations for physical improvements, are accomplished. During field visits by the oversight team, police station records were inspected to confirm unannounced inspections by custody visitors.

Recommendation 65 - Objective of an Unarmed Police Service

Patten Recommendation:

65. The question of moving towards the desired objective of a routinely unarmed police service should be periodically reviewed in the light of developments in the security environment.

Lead Responsibility: NIO/Chief Constable

Administrative compliance for this recommendation has not been completed. The Chief Constable will review this recommendation twice yearly, on 1 April and 1 October, and issue a determination to the Oversight Commissioner. The Acting Chief Constable determined that, as of May 2002, the security situation had not yet reached the peaceful environment, as envisioned by the Independent Commission, to permit the implementation of this recommendation. The NIO advises that it is also monitoring progress.

▶▶ **public order policing**



A. Chapter Summary

Background

The Independent Commission on Policing for Northern Ireland recognised that the public order policing experience in Northern Ireland differs significantly from that of other police services. It therefore saw the need for research into alternative strategic and tactical ways to address public order situations. In addition, the Commission made several recommendations covering the role of the army, establishing a parade partnership and marshal training, and identifying the equipment to be utilised by the police during public order situations or other emergencies.

Progress and Accomplishments

A report released by the NIO in November 2001 provides a well-researched, detailed examination of alternatives to the plastic baton round (PBR), including the water cannon. Based on the research conducted to date, initiatives are underway by the Police Service to purchase several water cannon vehicles. The Phase 3 research report on alternatives to the PBR will be issued before the end of 2002, demonstrating clear support for the implementation of Recommendation 69.

Under Progress and Accomplishments in our Report No. 4, we noted that the Police Service had issued written directives and adopted comprehensive training necessary to maintain high standards when utilising the PBR in public order situations. The Police Ombudsman, in a report issued in May of 2002, covered seven incidents where PBRs had been used in public order situations, and concluded that the discharge of baton rounds by the Police Service in these seven instances was fully justified and proportionate, as were the authorisations and directives given.

In support of best practices for police agencies, the Police Service provided a document that outlines administrative procedures requiring a post-utilisation review of PBR incidents by four senior police officials. Their administrative review of each incident will identify policy, discipline, human rights or training issues that require follow-up action by the Police Service. The Police Service has also established a procedure to provide the Policing Board and Police Ombudsman with immediate copies of PBR incident reports in compliance with Recommendations 71 and 73.

With respect to Recommendation 72, the Chief Constable has now directed that individual identification numbers be placed on the front of all riot helmets issued to police officers at all ranks.

Areas of Concern

There are no areas of concern for this report.

Future Directions

The evaluation team will be examining the various components of public order training and the Policing Board's responsibility to actively monitor police performance in public order situations. The results of administrative reviews by the Police Service on the discharge of PBRs, as well as reviews carried out by the Police Ombudsman, will be examined in order to determine whether sufficient post-shooting review mechanisms are now in place.

B. Recommendation Summary

Recommendation 66 - Public Order Emergencies

Patten Recommendation:

66. The Northern Ireland police should have the capacity within its own establishment to deal with public order emergencies without help from other police services and without more than the present level of support from the army.

Lead Responsibility: NIO/Policing Board/Chief Constable

Administrative compliance for this recommendation has not been completed. As of 13 May 2002 cost documents relating to public order deployment had not been provided. However, the Police Service did provide the Policing Board with a computer based manpower-modelling tool, which will assist with future decisions on the number of police officers required to handle public order emergencies. Documentation was also received from the Police Service on the 2001 level of army support. The Police Service provided an operational plan for dealing with public order situations, circumstances, and the procedures to be followed when utilising army support (see also Recommendation 59).

Recommendations 67 and 68 - Conditions for the Approval of Parades

Patten Recommendations:

67. It should be a condition for the approval of a parade that the organizers should provide their own marshals, and the organizers and the police should work together to plan the policing of such events. This should involve as appropriate the representatives of the neighbourhoods involved in the parade route.
68. Marshal training should be further developed, with an appropriate qualification on successful completion of the training. All parades should be marshalled and, as soon as practicable, it should be a requirement that all potentially contentious parades requiring a decision or determination by the Parades Commission should be marshalled by qualified personnel.

Lead Responsibility: NIO/Parades Commission

General Order 43/2000, Public Processions and the Parades Commission, describes the relationship between the Police Service and the Parades Commission. The order is limited in scope to the issues of providing marshals and training, and does not include the other requirements outlined in Recommendations 67 and 68, therefore administrative compliance for these recommendations has not yet been fully completed. The NIO reports that the Government has directed a full review of the current parade arrangements.



Recommendations 69 and 70 - Public Order Equipment

Patten Recommendations:

69. An immediate and substantial investment should be made in a research programme to find an acceptable, effective and less potentially lethal alternative to the Plastic Baton Round (PBR).
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

The NIO provided the membership roster of the Steering Group responsible for overseeing the research identified in Recommendation 69, including their full names and current positions. In November 2001 the Steering Group distributed their second research report entitled: "A Research Programme Into Alternative Policing Approaches Towards the Management of Conflict". This report includes a list of institutions and organisations contacted for assistance. It is a well-researched, detailed technical examination of alternatives to the PBR, and the means by which the Police Service may be equipped with a broader range of public order equipment, including the water cannon. The Steering Group's Phase 3 research report, which will limit further research to Category "A" devices (electrical, impact and water cannon), will be issued before the end of 2002.

Based on research it had conducted, the Police Service sent a business plan to the NIO in February of 2002, requesting the purchase of several water cannon vehicles. The Police Service feels that the water cannon is a potentially less lethal option than the plastic baton round, and anticipates that its views will be supported by the results of an independent study of the medical effects caused by water cannon. The Policing Board has since approved the purchase of water cannon vehicles.

However, several performance indicators cannot be addressed until the completion of research, and until such time as decisions are made on the adoption of an alternative to the baton round and a wider range of public order equipment, therefore administrative compliance for these recommendations has not yet been fully completed.

Recommendations 71, 73 and 74 - Police Performance in Public Order Situations

Patten Recommendations:

71. The use of PBRs should be subject to the same procedures for deployment, use and reporting as apply in the rest of the United Kingdom. Their use should be confined to the smallest necessary number of specially trained officers, who should be trained to think of the weapon in the same way as they would think of a firearm, that is as a weapon which is potentially lethal. Use of PBRs should in the first instance require the authorisation of a district commander. This should be justified in a report to the Policing Board, which should be copied to the Police Ombudsman. Wherever possible, video camera recordings should be made of incidents in which the use of PBRs is authorised.
73. The Policing Board and, as appropriate, the Police Ombudsman should actively monitor police performance in public order situations, and if necessary seek reports from the Chief Constable and follow up those reports if they wish.
74. Guidance governing the deployment and use of PBRs should be soundly based in law, clearly expressed and readily available as public documents.

Lead Responsibility: NIO/Policing Board/Chief Constable

Administrative compliance for these recommendations has not been completed. The Police Service provided documentation, with an effective date of 13 May 2002, outlining the protocols, procedures and a reporting format requiring DCU Commanders to notify the Policing Board of incidents where the baton round has been fired. However, the reporting format does not include a section where the DCU Commander would specifically outline the “justification” to the Board for authorising use of the PBR. The Policing Board has approved the protocols that will allow the Board to monitor use of the PBR.

General Order 46/2000, Issues, Deployment and Use of Baton Rounds in Situations of Serious Public Disorder, includes the necessary policy and procedural provisions to effectively manage and record the deployment and use of baton rounds by the Police Service. This Order requires the recording of PBR deployments in the Events Policy Book. However, there is presently no central mechanism to collate reports of deployment, only the number of rounds fired and injuries. Video camera recordings are being made of some of the incidents in which the use of PBRs are authorised. The Police Ombudsman released a report in May of 2002 detailing the investigation of seven recent incidents where PBRs were used by the Police Service in public order situations. This report concluded that the discharge of the baton rounds in all seven cases was fully justified and proportionate, as were the authorisations and directives given.

The Police Service has limited the number of officers (approximately 451) authorised to fire the plastic baton round, and provided documentation and referenced several internal general orders as evidence that training components for commanders, supervisors and officers have been established for the effective deployment and use of PBRs. As the oversight process continues, further review will determine the extent to which training incorporates ACPO Guidelines, the UN Code of Conduct for Law Enforcement Officers, and the officer’s obligation to human rights. The May 2002



report by the Police Ombudsman generally demonstrates that these references have been incorporated, and that they favourably affect the appropriate use of PBRs by the Police Service.

In reference to an accountability directive requiring a post-utilisation review of PBR incidents by a police official or unit independent of the incident, the Police Service provided a letter from the Chief Superintendent of Operations outlining an internal administrative review procedure that will not obstruct the “investigations” authority of the Police Ombudsman. Provided there are no criminal or disciplinary proceedings pending, four senior police officials will review the findings contained in the Ombudsman’s report on each incident, as well as forms prepared by the Police Service, for any matter of policy, discipline, human rights or training which requires to be actioned.

The Police Service Code on Complaints and Discipline requires that a senior investigation officer assigned to the Police Ombudsman be contacted immediately in all cases when baton rounds are discharged. A document provided by the Chief Superintendent of Operations states that in addition to immediate notifications, the Police Ombudsman receives written notification within 48 hours using form 30/21 BR. During a field review by the oversight team, good co-operation between the officers at the DCU level and the investigators from the Ombudsman’s office was observed. Police Service Ops Order 78/2002, issued 3 May 2002, prescribes that DCU Commanders are responsible for notifying the Policing Board of public disorder situations.

Recommendation 72 - Police Officers’ Identification Numbers

Patten Recommendation:

72. Officers’ identification numbers should be clearly visible on their protective clothing, just as they should be on regular uniforms.

Lead Responsibility: Chief Constable

General Order 33/2001, Wearing of Numeral Numbers and Rank Insignia on Riot Helmets by Officers of Inspector Rank and Above, explicitly requires all officers of Inspector rank and above to wear an assigned serial number so displayed on their uniform as to be clearly visible at all times when on duty and in uniform. Additional documents were provided which direct that all police officers, regardless of rank, be issued with a number to be displayed on the front of their riot helmets. Recommendation 72 mentions both regular uniforms and protective clothing, and the Police Service has designated the riot helmet as protective clothing. Data on problems encountered through the wearing of identification numbers will be evaluated as progress occurs, therefore administrative compliance for this recommendation has not yet been fully completed.

▶▶ **management and personnel**



A. Chapter Summary

Background

The Independent Commission called for extensive change to the management style of the Police Service, including devolution of authority to district level, enhanced internal accountability, a reduction to the length of tenure of assignment in specialised positions and a sickness absence programme to deal with pattern absenteeism. Further recommendations proposed a rigorous programme of civilianisation and other efficiency measures.

Progress and Accomplishments

The former Complaints and Discipline Branch has been dissolved and replaced by the Internal Investigations Branch (IIB). IIB has established preliminary links with the Office of the Police Ombudsman, and is now receiving monthly reports on public complaints from the Ombudsman. An Integrity and Professional Standards Strategy was approved by the Police Service in early May of 2002. This Strategy has now been implemented and an intelligence-led approach to integrity testing adopted. This approach has been developed according to, and is consistent with, best practices as recommended by ACPO. The Change Management Team has been reorganised and its mandate reaffirmed. The Police Service has also developed a policy delineating the conduct of service quality audits. Finally, funds have been set up to help injured police officers, injured retired officers and their families, as well as police widows.

Areas of Concern

Although there has been some progress on devolving financial authority to the District Commands, with service level agreements now in place for four financial activities, the broad scope of devolved control envisioned by the Independent Commission has not occurred. This is particularly the case with respect to Commander's discretion in the assignment of police resources. In addition, although the Police Service produced a plan for holding DCU Commanders accountable through monthly meetings and bi-annual detailed reviews conducted by the Regional ACC, such accountability structures are only reasonable if DCU Commanders are also provided with appropriate financial and personnel resources to carry out their duties.

A new appraisal system has not yet been approved, which prevents any consideration of detailed policy as well as any decisions on related issues. We had originally been advised that the projected implementation date would be September of 2002. However, we have now been advised that this will be delayed until April of 2003.

Since our Report No. 4, there has not been a discernible improvement with regard to sickness absence within the Police Service, although administrative tools and managerial capacity to address this issue were further refined. Absence remains at an average of 23.39 days per officer per year. The inability of the Police Service to address this problem will continue to reduce the number of police officers available for patrol and other duties.

Finally, there has been little significant progress on the civilianisation initiative. It has been three years since the Independent Commission made its various recommendations on civilianisation, yet little has been achieved to date. Once implemented, these recommendations will both enable the

Police Service to redeploy critical police resources, while simultaneously opening the Service up to valuable outside expertise and experience.

Future Directions

We will examine progress on the fuller devolution of authority to DCU Commanders, and on the increase of administrative and resource support to DCUs. Progress on the management of levels of sickness absence will be reviewed, as will progress on the Police Service's civilianisation initiatives. We will continue to examine progress on issues of police integrity.

B. Recommendation Summary

Recommendation 75 - Police Management of Change

Patten Recommendation:

75. The Northern Ireland police leadership team should include specialists in change management. These may be either civilians or police officers, preferably both. The leadership team should produce a programme for change, to be presented to the Policing Board and reviewed periodically by the Board. The efficiency and effectiveness of each chief officer should be judged on the basis of, among other things, their capacity to introduce and adapt to change.

Lead Responsibility: Chief Constable/Policing Board

Administrative compliance for this recommendation has been completed, with the exception of a single item. The Policing Plan 2002 - 2005, jointly issued by the Policing Board and the Chief Constable in April 2002, includes a Plan for Change with overarching aims, performance indicators, targets for achievement and an eight-part programme including elements of: Shared Values; Style, Staff, Skills; Communications, Marketing and Image; Structures; Information Systems; and, Systems Finance. The Policing Board called for briefings on each of the major change fields, and by May of 2002 the Police Service and the Board had jointly addressed seven of the eight areas. In May of 2002 the Police Service delivered a comprehensive plan to manage internal change, including goals and measurement criteria, fully integrated with the Policing Plan.

An updated list of roles and responsibilities are included, together with a roster of responsible senior officers and civilian equivalents. Qualified outside experts to assist in the design and management of the change process remain available for consultation. The plan for the reorganisation of Headquarters (see also Recommendation 97) projects that ultimately the responsibility for change management will be subsumed within Corporate Development Branch. The sole remaining issue is a factor to evaluate the performance of chief officers and civilian equivalents in managing and adapting to change. Administrative proofs will be requested for the next review. Oversight will now proceed to the evaluation and verification phases.



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

Administrative compliance for this recommendation has not been completed. As of 13 May 2002 the Police Service had not developed an audit and evaluation process for devolution of authority. Nor had a consolidated policy specifying DCU authorities been provided. DCU Commanders will be held accountable for their management of devolved authorities by a process spelled out in a Police Service directive issued on 8 May 2002 (see also Recommendation 78), however this accountability structure must be balanced against the requirement for DCUs to be fully staffed with appropriate forms of administrative and other support.

District Commanders require a full range of appropriate devolved authorities to enable them to deliver on policing with the community, and problem solving to meet the needs of their local communities, not the least of which is solving crime. The authorities devolved so far by the Police Service have been few and limited in scope. In addition, DCUs have not been provided with the range of administrative and support staff, including Business Managers and Personnel Managers, that would enable them to operate as intended.

General Order 13/2001, Transitional Arrangements for the Introduction of District Command Units, provided a transitional plan for the devolution of responsibilities to DCU Commanders prior to the creation of the 29 DCUs on 1 April 2001. This directive transferred an existing authority of divisional commanders to deploy personnel within their command area to the newly created District Commanders. The Policing Plan 2002 – 2005 states that further delegation of financial budgets to local police commanders will occur on a progressive basis, through to fiscal year 2002/2003.

Extension of financial processing was completed in Belfast Region by December 2001. A functional Account Manual was published on 21 January 2002, providing policy on expenditures for DCU Finance Offices. The Police Service conducted management training courses for senior managers in January, February and April of 2002, focussing on the processes of local financial management. The curriculum for a course in financial management for operational staff delivered in March and April of 2002 was also provided. Service level agreements were produced covering DCU relationships with Civilian Pay Branch, Police Pay Branch, Financial Systems Development Branch and Accounts Branch.

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

Administrative compliance for this recommendation has not been completed. As of 13 May 2002 a new appraisal system had not been developed. In addition, although September of 2002 was initially given as the projected introductory date, this has now slipped to April of 2003. Therefore evaluation of full installation and system effectiveness is held in abeyance until such time as an appraisal system is in place. The Independent Commission first recommended the development of a new appraisal system in September of 1999.

Recommendation 78 - Accountability of District Commanders

Patten Recommendation:

78. District commanders should be required regularly to account to their senior officers for the patterns of crime and police activity in their district and to explain how they propose to address their districts' problems.

Lead Responsibility: Chief Constable/District Commanders

Administrative compliance for this recommendation has been completed. A PSNI directive issued on 8 May 2002 requires regular monthly performance review meetings of DCU Commanders. The directive makes DCU Commanders responsible for presenting a status report on the performance of the District Command Unit against objectives and targets in the Policing Plan 2002 - 2005. Also to be present are the DCU Operations Manager, Crime Manager, Criminal Justice Manager, Business Manager and Personnel Manager. However, as of 13 May 2002 only selected DCUs had access to the full range of administrative and operational support personnel, such as Business and Personnel Managers. This lack of appropriate administrative and operational support staff limits the concept of accountability for DCU Commanders. In addition, the lack of District Policing Partnerships also limits the concept of accountability, as it prevents community participation and the impact of community priorities.

The directive stipulates that status report meetings be chaired by the regional ACC, who will also conduct two on-site meetings at each DCU per year. On-site meetings will be conducted in October/November and January/February of each financial year. Also included in the directive is an outline for a variety of assessment factors including response to crime, adjustment to a community policing style, administrative management, integrity issues, compliance with human rights and response to change. Oversight, including in this instance the confirmation of the effectiveness of accountability mechanisms, can now proceed to the evaluation and verification phase. (See also recommendation 76).



Recommendations 79 and 80 - Trend Information on Complaints

Patten Recommendations:

79. An automated trend identification system for complaints should be introduced.
80. The use of trend information should be followed up by management, and as appropriate by the department responsible for discipline, and guidance should be drawn up to help managers use this information effectively.

Lead Responsibility: Police Ombudsman/Chief Constable/Policing Board

Administrative compliance for these recommendations has not been completed. As of 13 May 2002 evidence of a protocol or understanding on the degree to which Internal Investigation Branch (IIB) will be afforded direct access to the Police Ombudsman's public complaints tracking system had not been provided by the Police Service. However, the Ombudsman is providing the Police Service with data on public complaints on a monthly basis. Assignment of responsibility and accountability by the Police Service for the various functions has not occurred. This information had originally been requested from the Police Service in August of 2001.

Senior staff of IIB have analysed the trend identification systems adopted by three police services in the Northeast of England, identified by HMIC as employing good practices in the area of professional standards and integrity. Research also involved site visits in April of 2002. In February of 2002 the Ombudsman provided a nine-month analysis of trends and patterns for the first three quarters of 2001 - 2002. The schedule for regular reports to the Policing Board, from both the Ombudsman and the Chief Constable, will be determined and reported. The Police Service's IT budget provides for the purchase of a computer-based system which would identify multiple complaints and the status of complaints against officers.

Recommendation 81 - Random Checks on Officers' Behaviour

Patten Recommendation:

81. Police managers should use random checks as a way to monitor the behaviour of their officers in dealings with the public and their integrity.

Lead Responsibility: Chief Constable/Police Ombudsman

Administrative compliance for this recommendation has not been completed. As of 13 May 2002 the Police Service had not assigned time lines for this extensive programme of change in the policy document, nor were factors for evaluation and audit described. Quality measurement factors for trust and confidence are currently included in several public opinion surveys. The PSNI Integrity and Professional Standards Committee held its first meeting on 7 May 2002 and approved an Integrity and Professional Standards Strategy. The Office of the Ombudsman is represented on this committee. This strategy is based on good practice guidance regarding police integrity published by HMIC in 1999. It establishes an objective for intelligence-led integrity testing aimed at reducing the opportunities for wrongdoing and increasing the certainty of detection.

The Strategy establishes comprehensive objectives to create an effective process, and accountabilities are assigned to various organisational units. The intelligence-led principle is also consistent with national best practices advocated by ACPO. Integrity checks in areas where potential problems exist are described in the Strategy, as well as quality checks on provision of service. The Committee recognised the need to link this Strategy with the communications function of Change Management (see also Recommendation 75). Full implementation will be evaluated as progress occurs.

Recommendation 82 - Ensuring High Ethical Standards

Patten Recommendation:

82. Police management should use all the tools at its disposal, including when necessary the administrative dismissal process, to ensure that high professional and ethical standards are consistently met.

Lead Responsibility: Chief Constable/Policing Board

Administrative compliance for this recommendation has not been completed. New regulations governing conduct and unsatisfactory performance, and providing for administrative dismissal, were introduced in 2000. However, the proposed Code of Ethics will influence amendments to the existing code (see also Recommendation 3), and as yet has not been approved by the Policing Board. The Board had circulated the draft Code for consultation and was scheduled to consider any amendments suggested by consultees at its Corporate Policy Committee meeting in May of 2002. Statistics arising from the application of the dismissal policy will be examined over time.

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

Administrative compliance for this recommendation has not been completed. A policy paper meeting the comprehensive requirements of our performance indicators was approved by the Chief Constable's Policy Meeting on 17 December 2001, and referred to the Policing Board the following month for endorsement. The Policing Board requested an impact assessment which incorporates HMIC best practices. PSNI Human Resources is now responsible for implementing the policy, however it is unlikely that implementation can commence prior to April of 2003. Statistical information will be requested as progress occurs.



Recommendations 84, 85, and 86 - Management of Sickness Absence

Patten Recommendations:

84. Officers injured on duty should be treated as a separate category for sickness recording purposes.
85. A new policy should be formulated for the management of long-term sickness absence, incorporating appropriate arrangements for medical retirement, career counselling and welfare support. A system of rewards, as well as sanctions, should be introduced as part of the sickness management policy.
86. There should be a more detailed review of sickness absence, to establish underlying causes and to make recommendations to address them.

Lead Responsibility: Chief Constable/Policing Board

As noted in our Report No. 4, administrative compliance for these recommendations has been completed. In the context of the Policing Plan 2002 - 2005, the Policing Board set a target to reduce the average level of sickness to 18.5 days for police officers and 14 days for support staff. Although these targets have been established for some time, recent figures compiled by the Policing Board show that actual levels continue to be high, with average figures for sickness absence for the year ending 31 March 2002 standing at 23.39 days per officer per year. The Policing Board asked the Chief Constable to address this issue at a meeting scheduled for July of 2002.

A comprehensive sickness absence policy complying with the intent and detail of the Independent Commission's recommendation was issued by the Police Service as General Order 10/2001, Sickness Levels - Managing Attendance Policy. Policy development was based upon a review of the causes of sickness absence. This policy governs the management of long-term sickness absence, incorporating enhanced arrangements for out-placement, career counselling, financial and welfare support. There is a separate reporting category for officers injured on duty. The directive establishes responsibility for the reporting and recording of sickness, and includes an order requiring the submission of medical certificates. The directive also stipulates a requirement for regular and continuing contacts by supervisors.

Service-wide statistics are reviewed by the Chief Constable's Policy Meeting at bi-weekly intervals. Management reports are also distributed to district commands. The case review cycle for long term sickness absence has been reduced from 90 days to 28 days, and full devolution of responsibility for uniform officers to local line level is now scheduled for 10 June 2002, with responsibility for civilians to follow. A pilot protocol for the devolved policy was designed in collaboration with South Belfast DCU. A broad array of communications instruments and training modules are described in the plan. An informative booklet, "Sick Absence - What You Need to Know," was distributed throughout the Police Service. The Police Service offers preventive health and workplace safety assistance through the Occupational Health Unit and Welfare Services. The long term intent is to focus on preventive health strategies. The impact of policy change on District Commanders and supervisors remains to be determined by field visits.

Finally, a recent ruling of the Court of Appeal held that it is beyond the authority of the Chief Constable to prescribe matters relating to promotion beyond the intent of Section 22 of the Police (Northern Ireland) Act 1998 (and now section 36(2) of the Police (Northern Ireland) Act 2000), stipulating that promotions must be made in accordance with section 25 of the Regulations. As matters stand, the Police Service is denied the means to use sickness absence as a factor in promotion. However, absenteeism is included as a factor in the proposed new Annual Performance Review.

Recommendations 87 and 88 - New Police Fund/Funding for Widows' Association

Patten Recommendations:

- 87. A substantial fund should be set up to help injured police officers, injured retired officers and their families, as well as police widows.
- 88. The Widows' Association should be given an office in police premises, free of charge, and a regular source of finance adequate to run their organization.

Lead Responsibility: NIO/Chief Constable

Administrative compliance for these recommendations has been completed. Creation of The Royal Ulster Constabulary George Cross (GC) Foundation and the Northern Ireland Police Fund was announced on 14 November 2001. The Foundation will provide practical and tangible recognition of the achievements and sacrifices of the Royal Ulster Constabulary, while the work of the Fund will be to bring additional assistance to injured and disabled police officers and retired officers and their families, as well as police widows who have been affected by terrorism in Northern Ireland. Funding will be provided by the Government, although additional sources of revenue may be considered in the future.

Trustees were named to each Fund. A working group comprising representatives from the Police Associations, the Policing Board, the Police Service, and the Government was formed to consider the status and functions of the Foundation and to make recommendations on funding, administration, procedures and accountability. The Board of Trustees is to draw upon advice from the Chief Constable, the Chair of the Policing Board, and to work closely with various organisations including the Police Associations, the RUC Benevolent Fund, and the Widows' Association.

The Board of the Northern Ireland Police Fund has obtained articles of incorporation and established a small staff and office. Administrative systems and procedures are in place and auditors appointed. A wide variety of consultations were undertaken ranging from Government through the Police Associations, Disabled Officers Association, Widows' Association and others. Currently the Board is overseeing the process of direct interventions relating to disability and bereavement. By May of 2002 there were a total of 77 referrals, with awards completed in 20 cases. The Widows' Association occupies office space at Maryfield complex. The NIO has approved a budget to cover maintenance expenses related to the Widows' Association. Oversight will now proceed to the evaluation and verification phases.



Recommendation 89 - Replacement of Assistant Chief Constables

Patten Recommendation:

89. The Assistant Chief Constables currently responsible for support services should be replaced by two civilian Assistant Chief Officers, one responsible for personnel issues and one for finance and administration.

Lead Responsibility: Chief Constable/Policing Board

Compliance with this recommendation has been achieved. Senior management positions in Human Resources and Finance are now filled by qualified civilian managers.

Recommendations 90, 91 and 92 - Efficiency Initiatives

Patten Recommendations:

90. There should be a rigorous program 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.
91. The Policing Board and the police service should initiate a review of police support services with a view to contracting out those services where this will enhance the efficient management of resources. Consideration should be given to allowing 'management buy-outs' of support services by police or civilian employees interested in continuing to provide those services as a private sector company, and in such cases management buy-out contractors should be offered a secure contract for at least three years to enable them to establish themselves before having to tender for renewal.
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

Administrative compliance for these recommendations has not been completed. Although the Police Service had provided a Strategic Optimisation Plan some time ago, including cost estimates and baseline statistics reflecting a prescriptive approach for replacing police officers with civilians in over 600 identified positions over a three year period, no significant results have been achieved. Discussions are continuing with the NIO to provide additional funds under Patten non-severance arrangements, in order to cover about 300 top priority posts.

A comprehensive approach to civilianisation was considered by the Policing Board following a Manpower Planning presentation on 2 May 2002. With respect to Recommendation 90, a comprehensive audit of the police estate was completed (see also Recommendations 52 and 53). Implementation on all these recommendations will be evaluated as progress occurs.

▶▶ **information technology**



A. Chapter Summary

Background

The Independent Commission recommended an urgent, independent and in-depth strategic review of the use of information technology (IT) in policing. Ambitious objectives were proposed to devise a properly resourced plan that would place the Police Service at the forefront of law enforcement technology within 3 to 5 years.

Progress and Accomplishments

The Information Systems Strategy 2000/1 - 2004/5 designed to deliver integrated technology systems readily available to all staff was approved in 2001, accompanied by an independent evaluation by an expert on information strategy and planning.

Funding estimates for IT plans were approved by Government. The actual release of monies is dependent on timely approvals for component stages. A comprehensive list of objectives was provided, together with detailed time lines.

The validator observed that the success of the plan is critically dependent on a number of factors, including the provision of funding, the availability of specialist human resources, the implementation of the systems integration project, and the calculation and monitoring of risk. Particular attention must also be paid to the interdependencies between the various implementation projects.

Areas of Concern

Although administrative compliance has been achieved for Recommendation 93, there remains a concern with respect to the availability of dedicated resources to ensure appropriate levels of IT training within the Police Service. There is also a continuing risk of proceeding with the implementation of revamped IT systems while actual organisational practices in many operational and administrative areas are undergoing a process of redesign.

Future Directions

The issue of ongoing risk management will receive continuing attention, as will the achievement of all planned objectives.

B. Recommendation Summary

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

As noted in our Report No. 4, administrative compliance for this recommendation has been completed. The strategy covers the period 2001/02 to 2004/05, and the estimated cost is £100 million. The Policing Plan 2002 - 2005 includes objectives for information systems in the Plan for Change, describing specific priorities for operational and administrative systems. The Finance and Resources Committee of the Policing Board reviewed a progress report on 22 March 2002. While each component of the project requires approval of an individual business plan, Police Service management report no serious funding concerns. Staffing needs, heavily dependent on support from Human Resources, are being met. Progress on staffing has been delayed due to competition with the private sector for qualified IT staff.

An assessment obtained from the Independent Evaluator expressed concerns regarding the speed of implementation. The Police Service cited staffing procedures and the administrative time occupied by preparing business cases as factors influencing the pace of change. Competing demands for managerial energy related to implementing the new digital trunked radio system, scheduled to go live by February of 2004, and the complexity of re-engineering DCU business processes, were also cited. A consulting firm is addressing risk management throughout the Police Service and although the systems strategic plan already has a risk management component in process of continuous refinement, the consulting work will ultimately strengthen the IT plan. Current work continues to focus on 'Mission Critical' systems calculated to produce the biggest gains in effectiveness and efficiency for front line policing and the relationship with the public.

An updated list of projects and target dates includes the following products to be implemented by March 2003: the widespread availability of word processing and other standard desktop computing capabilities including e-mail, a police service intranet, integrated Crime Information System reporting, and other crime analysis tools.

The Training, Education and Development master plan recognises the commitment to IT training. The Police Service advises that a service level agreement will follow once the user education plan is developed. In the interim, "A" Department has taken the lead on the provision of IT training for office automation, although outsourcing is a possibility. A user survey begun in December of 2001 is to be completed by July of 2002. Evidence of implementation will be evaluated as progress occurs.

▶▶ **structure of the Police Service**



A. Chapter Summary

Background

The Independent Commission recommended re-structuring to encourage and facilitate policing with the community, including de-layering of the operational command organisation and a slimmer structure for Headquarters. Recommendations called for the significant delegation of authority to District Commanders, including control over a devolved budget and all police resources within their district. An amalgamated command for Special Branch and Crime Branch was proposed, along with a substantial reduction in the number of officers engaged in security work. Other recommendations proposed the phasing out of the Full Time Reserve and the concomitant enlargement of the Part Time Reserve.

Progress and Accomplishments

The Police Service have devolved limited financial authorities to DCU Commanders, with initial attention being focussed on the extension of limited financial authorities. The new Change Management Plan now also provides for a means for promoting and monitoring the progress of devolution. A detailed plan for the reorganisation of Headquarters was approved by the Chief Constable, together with detailed time lines for its accomplishment.

Areas of Concern

The issue of Special Branch and the intent of bringing the resources of Special Branch together with Crime Branch continue to remain a concern. The rise in violent crime directed at the citizens of Northern Ireland and the increasing problem with organised crime make the recommendations of the Independent Commission all the more important. We acknowledge the need for sophisticated and adequately staffed counter-terrorism units, especially in a world where terrorism has become such a major threat. However, as pointed out in our Report No. 4, the original Police Service response to the recommendations for change was limited. The proposed plan did not address the need for a full integration of Special Branch assets with Crime Branch, and the need for Special Branch to provide timely and accurate information to Crime Branch and other components of the Police Service.

The Oversight Commissioner requested further documentation to demonstrate that the Police Service would implement a change programme to address the deficiency. However, due to a number of other events and issues involving Special Branch, the Police Service advised that they would not provide the requested plan. The Police Service advised that a number of major reviews and investigations involving Special Branch may produce recommendations that could alter the manner in which the Police Service implements changes in Special Branch.

When the Oversight Commissioner was first advised of the reasons that the Police Service would not provide a revised plan, it was based on an assurance the information and revised organisational plan would be available in November of 2002. It has come to our attention that one of the major review reports will be delayed until at least November 2002. As a result of this delay, the oversight evaluation of any planned changes in the relationship between Special Branch and Crime Branch would have to be postponed until Spring of 2003, impeding our ability to fulfil our oversight mandate. This current oversight report (No. 5) is already some three years after release of the Independent Commission's report in September of 1999.

We are aware of the concerns of the Police Service in addressing the change process for integrating Special Branch with Crime Branch in the context of a number of concurrent reviews. However, the proposed plan submitted to the Office of the Oversight Commissioner in January of 2002 did not fulfil the objectives of the Independent Commission. The Independent Commission's objectives were affirmed in our meeting with IACP law enforcement executives in July of 2002. It is our belief that a revised implementation plan for Special Branch that meets the stated objectives would not be in conflict with any of the current external reviews. We are aware that there are a number of important, in-depth reviews of Special Branch occurring at present; however we believe we can fulfil our oversight responsibility without interfering with any of these. It is expected that the Police Service will address this need for a revised Implementation Plan in an expeditious fashion.

Additionally, in the course of the April/May 2002 on-site evaluation, the oversight team requested several items of information concerning baseline demographic data that would allow for the measurement of progress in the staffing patterns of Special Branch. The information requested was not provided in the manner and detail that would allow the oversight team to conduct the necessary verification of the redeployments.

The recommendations of the Independent Commission regarding the Full Time Reserve and the Part Time Reserve remain incomplete. Progress on both has implications for resources for patrol and response strength. The Independent Commission proposed a reduced size and role for the Full Time Reserve. However, before making any final decisions the Police Service is awaiting the outcome of a study on the FTR.

The Independent Commission saw great advantage in a locally recruited Part Time Reserve, with respect to enhancing connections between the police and communities, as well as addressing issues of available patrol strength. An enhanced Part Time Reserve would constitute a significant asset at a time when the Police Service has expressed concerns about its abilities to meet current policing demands.

Finally, the authorities devolved to District Commanders by the Police Service to date have been few and limited in scope. DCUs need a full range of appropriate devolved authorities, as well as administrative and operational support staff, including Business Managers and Personnel, if they are to operate as intended. The establishment of District Policing Partnerships will also assist DCU Commanders in delivering on their policing commitments, particularly with respect to community policing and the surfacing of local policing priorities, not the least of which is solving crime.

Future Directions

We will continue to closely examine the results and impacts of delays relating to Special Branch, and will also concentrate on the full implementation of devolved authority to DCUs. Progress on the reorganisation of Headquarters will be tracked, as will decisions and time lines for the phasing out of the Full Time Reserve, and on increasing the Part Time Reserve.



B. Recommendation Summary

Recommendations 94, 95 and 96 - Creation of New District Commands

Patten Recommendations:

94. There should be one district command for each District Council area.
95. In general, each district command should be headed by a Superintendent and resourced sufficiently to be self-contained for day-to-day policing purposes and capable of marshalling strength to cope with most unexpected demands. However, in the districts with small populations the commander should be a Chief Inspector, and the districts should draw on assistance from larger neighbouring district commands for functions in which it is not feasible for a small command to be self-sufficient.
96. The divisional layer of management and the regional headquarters should be removed, and there should be a direct reporting line from each district commander to the appropriate Assistant Chief Constable at central police headquarters. District commanders in smaller council areas, whatever their rank, should have such a direct reporting line, reflecting the accountability arrangements we have recommended. There should be much greater delegation of decision-making authority to district commanders than is the case now with sub-divisional commanders, including control over a devolved budget and all police resources in their district.

Lead Responsibility: Chief Constable

Administrative compliance for these recommendations has not been completed. As of 13 May 2002 DCUs will have been in formal operation for approximately one year. The full devolution of appropriate authorities including authority over budgets, the deployment of personnel, the purchase of goods and services, and the financing of local policing initiatives, has not occurred. The general scope of decision making to be devolved to DCUs was specified in General Order 13/2002, Transitional Arrangement for the Introduction of District Command Units. In addition, the requisite human and other support resources, which would allow DCU Commanders to manage resources effectively, have not been provided across the organisation.

Informal visits to DCUs reveal that Commanders exhibit a high degree of skill and commitment. However, limited financial and resource authorities have been delegated to DCU Commanders, and the roll-out of key administrative support personnel, including Business Managers and Personnel Managers, has commenced only in Belfast region. Until such time as the full scope of authorities recommended by the Independent Commission have been delegated and District Policing Partnership have been established as intended, the influences of community priorities on policing objectives, the effects of community participation and any related results achieved cannot be evaluated.

Recommendation 97 - Reorganization 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: Chief Constable/NIO

The Policing Plan 2002 - 2005 commits the Police Service to a slimmer headquarters, reflecting a shift in focus towards policing with the community and the delegation of authority and responsibility to DCU Commanders. The report of the Headquarters Review Team, as approved by the Chief Constable's Policy Meeting and provided in January of 2002, was transformed into a Strategic Work Programme, which in turn made a plan available on 25 April 2002.

The implementation plan's principal themes include the need for the Police Service to retain "corporate" control over issues such as organisational objectives, standards, policy and image. The plan also touches on the appropriate balance between central control and local autonomy. The plan includes detailed performance charts listing activities, time lines for structural and functional changes, and an end-date of December 2004. The new organisational structure provides for six officers at the rank of ACC and four civilian equivalents. It is intended that the ACC Change Management responsibility will be phased out as the need for monitoring the change plan is gradually shifted within the organisation.

The new structure retains an ACC Operational Support. This position's stated purpose is to assist the Police Service to meet the needs of the community by providing policy, co-ordination and resource support to operational policing. The structure also provides for a Director of Finance, who reports to the Deputy Chief Constable in recognition both of the urgency of proceeding rapidly with the devolution of financial authority, and of the critical impact of budget management on operations. The Internal Investigation Branch also reports directly to the Deputy Chief Constable. The post of Deputy Assistant Chief Constable has been deleted. The reintroduction of the rank of Chief Superintendent within all police services remains under review across the UK, however as of 13 May 2002 the Chief Constable had not been advised of an official resolution.

The approved organisational structure differs from the model proposed by the Independent Commission in that, among other things, it features a broader span of control and reconciles a balance of responsibilities for the posts of Chief Constable and a single Deputy Chief Constable. However, the plan does not project the impact of the changes described above on the number of positions at headquarters, therefore administrative compliance for this recommendation has not yet been fully completed.



Recommendations 98, 99 and 101 - Special Branch

Patten Recommendations:

98. Special Branch and Crime Branch should be brought together under the command of a single Assistant Chief Constable.
99. There should be a substantial reduction in the number of officers engaged in security work in the new, amalgamated command.
101. The support units of Special Branch should be amalgamated into the wider police service.

Lead Responsibility: Chief Constable/NIO

Administrative compliance for these recommendations has not been completed. In January of 2002 an internal conceptual policy paper was provided, which described the Chief Constable's plan for bringing Special Branch operations into compliance with the Independent Commission's recommendations to deal with increasing violent and organised crime. The implementation of the plan was to be completed by September of 2002. We noted in our Report No. 4 that the plan did not meet the intent of the Independent Commission, in that it did not indicate how a restructured Special Branch would provide timely and accurate information to police officers investigating violent and organised crimes. A revised plan was requested.

The Police Service advised that they would not provide a revised plan until a number of external enquires were completed. The rationale provided was that at least three major reviews were underway, and the results of these could undo any changes proposed. The Policing Board agreed in principle with the rationale provided by the Police Service, however stated that they would like the Police Service to deliver the revised plan before the end of November of 2002. It now appears that at least one of these reviews (Stevens Inquiry) has been delayed, so it is possible that the November 2002 date will be further delayed.

We do not agree with this approach and believe the intent of the Independent Commission, to refocus resources on violent and organised crime directed at citizens of Northern Ireland, can be accomplished without impeding the external reviews of Special Branch. In our meeting with IACP senior and experienced law enforcement executives in July of 2002 (see Introduction), we affirmed the validity of the Independent Commission's intent regarding the Special Branch refocus on crime, while maintaining a counter-terrorist capability. It is now three years after the release of the Independent Commission's report, and it will likely be the Spring of 2003 before we can meaningfully complete an evaluation of any changes.

Total complement figures provided by the Police Service for Support and Regional levels as of 1 April 2002 did not reflect information to the level of detail requested. The Independent Commission noted in September of 1999 that Special Branch was approximately 10% of the regular force strength, and that there should be a substantial reduction in the numbers engaged in security work in the new, amalgamated command. We cannot accurately evaluate, verify and report the complete changes until all baseline data are in place. This will allow a true measure of change, for both the current Crime Branch and Special Branch, to the functional level and location. This request has been reissued and will be examined in September of 2002.

The Police Service did provide organisational charts of Special Branch and Crime Branch before and after commencement of structural changes, and have provided two-year data to a regional level. Special Branch and Crime Branch have reported to one ACC in charge of Crime since 1 April 2001. Special Branch Support Services, which includes surveillance teams, uniformed, technical and air support units, as well as the RIPA Secretariat, have reported to the ACC Crime since 7 January 2002.

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

Administrative compliance for this recommendation has not been completed, pending resolution of Recommendations 98, 99 and 101. The new system of Special Branch briefings of District Commanders, and the new role given to Regional ACCs of controlling arrest and search operations by specialist teams, is reported as remaining in effect. However, results have not been examined.

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: Chief Constable

Administrative compliance for this recommendation has not been completed. The service-wide Tenure Policy, also developed in compliance with Recommendation 83, has not yet been approved. This policy will also apply to Special Branch positions. Status information was received on officers currently serving in Special Branch. All matters relating to the management of Special Branch are in abeyance pending resolution of the issues described under Recommendations 98, 99 and 101.

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



Administrative compliance for this recommendation has not been completed. Baseline information recording the complement of the Full Time Reserve by number, location category and duties was received. The Implementation Plan 2001 states that the Full Time Reserve (FTR) will be phased out, but not before the Chief Constable has reviewed the security situation and policing requirements. However, as of 13 May 2002 no decision on the disbandment of the FTR had been taken.

Recommendation 104 - Enlargement of 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

Administrative compliance for this recommendation has not been completed. As of 13 May 2002 a detailed plan to enlarge the Part Time Reserve (PTR) had not been approved by the Policing Board. A proposal under review provides for a total of 2,500 officers distributed appropriately to the needs of each DCU. Preliminary specifications for an Invitation to Tender for Recruitment and Selection of Trainees to the PTR have been developed and DCU Commanders provided input via a workshop.

A role profile and further legal advice will be required in relation to the terms and conditions of appointment to be offered to members of the PTR. As of 13 May 2002, there were a total of 998 actual members of the PTR. Evidence of orientation and training programmes, as well as information on numbers and locations, will be requested as these initiatives proceed.

▶▶ size of the police service



A. Chapter Summary

Background

The Independent Commission compared the strength of the Northern Ireland Police Service with those in the rest of the United Kingdom and Ireland and recommended that if the security situation did not significantly deteriorate, the Police Service be reduced in size over the next 10 years. The model proposed included an initial downsizing over three years through an early retirement or severance program and a phasing out of the full-time reserves.

Progress and Accomplishments

The Police Service has implemented a well-defined comprehensive severance programme for regular and Full Time Reserve officers, which is described in policies, brochures and personal meetings. The programme includes comprehensive outplacement services provided by a contract consultant, which are continually evaluated by the Police Service using a variety of evaluative processes that include surveying the participants. During the first two years of the programme 1,130 regular officers and 150 full-time reservists have separated from the Police Service. In year three, 571 regular officers and 116 reservists have applied for separation. Therefore, as of 1 April 2002 the number of full-time officers has dropped to 6,976, not including 259 recruit officers. Although slightly below target, these figures remain broadly in line with the Independent Commission's projected totals. In addition, the number of full-time reservists presently stands at 2,184, and these continue to actively supplement the regular officer complement.

The Police Service has projected that it will reach approximately 7,500 regular officers by 2005, taking into account recruitment, severance, and normal attrition. It has also prepared an assessment of the impact the proposed reduction in staffing will have on providing a policing service. This assessment outlines the service deficit along with a description of corrective measures the Police Service intends that will mitigate the impact of reduced staffing, which include the reduction of sick leave, civilianisation, and security post optimisation.

Areas of Concern

The Police Service has developed plans and projections to downsize the Service, however these do not include final decisions regarding the phasing out of the Full Time Reserve.

The Police Service has cited the reduction in numbers of police officers as significantly impacting its ability to respond to routine and crime related calls-for-service from the public. However, progress on the reduction of high rates of absenteeism due to sickness and on increasing police resources through civilianisation initiatives has been limited. Progress by the Police Service on either or both of these would result in increased numbers of police officers available for patrol and other duties. This in turn would allow the Police Service to fully implement its policing with the community programme as intended.

Although the Independent Commission did not recommend a severance programme for civilians, it did recognise that a restructuring of the service might result in civilians looking for other employment. Yet outplacement services similar to those provided to regular and reserve police officers are not provided for civilians who wish to leave the Polic Service.

Future Directions

The oversight process will continue to compare progress at meeting multi-year recruitment, severance, and overall goals and plans to reach and maintain a police service of 7,500 regular police officers. The uncertainty relating to the status of the Full Time Reserve and its impact on effective planning and personnel management will be monitored, as will the Police Service's willingness to address the needs of civilian staff.

B. Recommendation Summary

Recommendation 105 - Future Size of the Police Service

Patten Recommendation:

105. Provided the peace process does not collapse and the security situation does not deteriorate significantly from the situation pertaining at present, the approximate size of the police service over the next ten years should be 7,500 full time officers.

Lead Responsibility: NIO/Chief Constable/Policing Board

Administrative compliance for this recommendation has been completed. The Police Service has provided its projections to achieve a complement of regular full-time officers of approximately 7,500 by 2005, which incorporate the current recruitment and severance strategy as well as ordinary attrition. This goal is contingent upon an improved policing and security environment. The projections include 540 recruits selected per year on a 50% Catholic and 50% other than Catholic basis; continued severance at a 60% take-up rate and normal attrition of approximately 12 officers per month. Presently the complement of regular police officers stands at 6,976¹. This figure is slightly below, but broadly in line with, the Independent Commission's projections for 2002, which were 7,215 regular officers. As of 1 April 2002 there were also 259² recruit officers at various levels of training. In addition, the complement of full time reservists stands at 2,184³, which is approximately 1,200 reserve officers above the Independent Commission's projections. Although police strength is less than the notional target of 7,500 regular officers, the Police Service projects that strength will be at 7,544 in 2005.

PSNI projections do not include the phasing out of the Full Time Reserve (FTR) over the same period, as originally recommended by the Independent Commission, but do include a gradual reduction from the current level of 2,184 to 1,390⁴. This reduction assumes ongoing severance and normal attrition. The Police Service projects the future size of the organization to be 8,934 regular officers and Full Time Reservists in 2005.

The Police Service also prepared a detailed assessment of the impact the proposed reduction in staffing will have on providing a policing service. This assessment outlines the service deficit along with a description of corrective measures the Police Service intends to implement that will mitigate the impact of reduced staffing, which include the reduction of sick leave, increased civilianisation, and security post optimisation. The Police Service has provided these projections and data to the Policing Board for review.

¹ Data from Chief Constable's Report 2001-2002, pg. 29.

² Data provided by the Police Service.

³ Data from Chief Constable's Report 2001-2002, pg. 29.

⁴ Data as of 1 April 2002 provided by the Police Service.



Recommendations 106 and 107 - Severance Arrangements

Patten Recommendations:

106. The early retirement or severance package offered to regular officers and full time reservists aged 50 or above should include a generous lump sum payment according to length of service, pension enhancement up to five years, early payment of pension commutation entitlement and payment in lieu of pension until pensionable age is reached. Full time reservists should be treated as far as possible in the same way as regular officers.

107. Regular officers with more than five years service and all full time reservists, leaving the police service before the age of 50, should receive a substantial lump sum payment.

Lead Responsibility: NIO/Chief Constable/Policing Board

Administrative compliance for these recommendations has been completed. Policies, directives, documents, and booklets describing a comprehensive severance programme that has been operational for 3 years were provided. These items, plus informational meetings or “road shows”, are used by the Voluntary Service Support Unit (VSSU) to communicate the availability of the programme to members of the Police Service.

The Police Service continually analyses the impact of the severance programme on force reduction projections and on its ability to provide policing services. It also evaluates the programme in a number of ways. A preliminary review of year one of the programme was completed in November of 2001; and in January of 2002 the VSSU and Pensions Branch conducted a “Service Improvement Study” to evaluate the effectiveness of its road shows. The Police Service has also consulted with a professional career counselling firm under contract to provide resource centre outplacement services, and to gather data from programme participants relating to those services. Each of the evaluations presented the strengths of the programme as well as needs for improvement, which will be addressed by the Police Service.

During years one and two of the severance programme 1,280 regular officers and members of the Full Time Reserve left the Police Service under the voluntary severance scheme. An additional 5,713 regular officers and 116 reservists have applied under the year three provisions. See summary below:

SEVERANCE PROGRAMME PROGRESS			
Status	Year One	Year Two	Total
Regular Officers	469	661	1,130
Full-Time Reservists	14	136	150
Total	483	797	1,280
Severance Targets	600	750	1,350

It appears the intent of Recommendations 106 and 107 have been followed, and members of the Full Time Reserve are treated as far as possible in the same way as regular officers. While, as of 13 May 2002, there had been significant progress with the implementation of the severance programme, there are no official authorising regulations in place.

The NIO advises that the regulations are in the final stages of completion. The NIO plans to conduct a review of the severance programme in 2002 and subject to the outcome of the review, will issue a directive on whether the programme is to be extended.

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

Administrative compliance for this recommendation has been completed. The Police Service has assigned the Voluntary Service Support Unit (VSSU) the task of developing and conducting a comprehensive outplacement programme for regular officers and members of the Full Time Reserve. The programme is described in policies and booklets that are made available to those found to be eligible. There is no such programme envisaged for civilians.

The VSSU, with assistance from a private professional firm engaged by the Police Service, provides outplacement services that include pension advice, independent financial advice, and career counselling. Outplacement resource centres have been established where police officers are able to search for job opportunities, prepare CVs and find assistance with associated matters. The private professional firm uses the Police Retraining and Rehabilitation Trust (PRRT) as their preferred supplier to provide outplacement and training support. Consequently, the PRRT has provided 22% of all outplacement training to date.

The Police Service conducts and has provided an annual review of the effectiveness of the programme.



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

Administrative compliance for this recommendation has not been completed. The need to provide opportunities in police forces in Great Britain for former reservists is contingent upon a decision to phase out the Full Time Reserve. The Police Service has not presented a plan to phase out the Full Time Reserve. However, the Police Service sent a letter seeking career opportunities for PSNI officers to police services in GB, and has documented responses from 37 forces. In addition, the Police Service conducted a survey in October of 2001, which indicated an interest in emigration by 51% of members of the Full Time Reserve, as well as an interest in working abroad expressed by 60%. The NIO is awaiting confirmation of an agreement by the Association of Chief Police Officers to a joint PSNI/NIO presentation, which will explore ways to assist members of the Full Time Reserve to join police forces in England, Scotland and Wales.

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: NIO/FCO/Home Office/Chief Constable

Arrangements for including members of the Full Time Reserve in UN missions have been made by the Police Service. However, the provision of opportunities with the UN for former reservists is contingent upon a decision to phase out the Full Time Reserve, and at present the Police Service has no such plan in place. Therefore administrative compliance for this recommendation has not been fully completed.

▶▶ **composition and recruitment**



A. Chapter Summary

Background

The Independent Commission on Policing for Northern Ireland envisaged a police service that is representative of and supported by the community it serves. A key component necessary to achieve a representative service is a sound and successful recruitment programme that reaches, attracts, and is supported by all segments of the population, especially those segments that are under-represented. Several recommendations in this chapter address the various components of a sound recruitment programme that will attract, fairly test, objectively vet, and select applicants in a way that results in a diversified police service that is representative of, and can be supported by, the community.

Progress and Accomplishments

The NIO, Policing Board, and the Police Ombudsman, who regularly interact with the Police Service, have each outlined their plans to ensure that their staffs are diversified to the degree possible and consistent with applicable legislation.

The Police (Northern Ireland) Act 2000 provides the legislative authority for the contracting of an independent recruitment agency. The Consensia Partnership was hired in January of 2001 and began recruitment Campaign 1 in March of 2001. The recruitment programme is well designed, aggressive, and meets contemporary policing standards. The recruitment advertising scheme was extensive and reached out to serving police officers in the United Kingdom and the Republic of Ireland. Consensia received 20,283 inquiries for applicant information packs, which resulted in 7,518 actual applications of which 35.6% were Catholic and 40.9% women. Campaign 2 resulted in 9,607 inquiries for applicant packs, which resulted in 4,885 actual applications of which 38.7% were Catholic and 38.8% women. It is anticipated that another 260 recruits will be appointed to training at the conclusion of this Campaign. Campaign Three is presently under way, and preliminary data indicates 8,901 requests for applicant packets were received, which resulted in 4,716 applicants.

The recruitment process includes a revised standard of merit, lay involvement, a revised vetting procedure and revised criminal conviction criteria approved by the Chief Constable and consistent with other police services in the United Kingdom. Applicants must meet nine core competencies, stringent medical standards, and complete a job related physical competency assessment. The Secretary of State has appointed an independent assessor to validate disqualification decisions in cases where an applicant is aggrieved. The Policing Board has ratified the appointment of an Independent Member to the Chief Constable's Vetting Panel.

The required regulations have been prepared and the Invitation to Tender for the contracting out of the recruitment and selection of civilians is complete. The regulations are similar to those set forth for police officer recruitment. The Police Service has short-listed the number of firms invited to submit proposals, which were due by May of 2002. It is anticipated that the contract will be awarded by July of 2002.

The Police Service continues to have a work experience scheme in schools, and career advisers attend career fairs as the service looks at increasing community support and long term recruitment opportunities. Statements by public officials, including at the minister level, along with those made by leaders of the Catholic Church, have encouraged young adults from all

communities to join the Police Service. In addition, the Gaelic Athletic Association has removed the ban on members of the Police Service from belonging to the Association.

Regulations allowing for part-time work, job sharing and career breaks by civilian members of the Police Service have been in effect for several years, and there is increasing use of these opportunities. Regulations have also been approved which authorise part-time work and job sharing for regular police officers. The Police Service has prepared a preliminary research paper on child care arrangements, and further research is ongoing.

Areas of Concern

Several recommendations call for efforts to ensure that the entire Police Service, including its civilian component, is representative of the community at large. Although progress with severance and recruitment programmes for police officers is under way, this should be contrasted with a lack of progress with respect to civilian staff. Previous oversight reports had already raised this as an area of concern. Although the contracting out of the recruitment of civilian support staff is anticipated to commence in July of 2002, the Police Service has not provided evidence of the development of an overall comprehensive plan or strategy, with an established timetable and goals. The cumulative effect of effective implementation and action would result in a more representative civilian workforce.

The delay in the recruitment of civilian support staff prevents the effective civilianisation of the Police Service, and therefore the resulting release of trained police officers for patrol and other important duties. This concern is also related to the requirements of Recommendation 90, which calls for a rigorous programme of civilianisation.

Finally, the Police Service has not yet established procedures for all officers, including recruits, to register their interests and associations, although authority was provided to the Chief Constable in the Police (Northern Ireland) Act 2000.

Future Directions

As noted, the police officer recruitment programme is progressing well. As oversight continues, the evaluation team will continue to review the programme's progress and the success of the recruits during training, as well as once they are assigned operational duties.

It is anticipated that a contract for the recruitment of civilian support staff will be awarded in July of 2002, which is the first step of a comprehensive strategy to make the Police Service more representative of the community. The oversight team will be reviewing progress with the full development of this strategy, along with timetables and goals and ultimately, the achievement of a service in which both the civilian and police officer components are representative of society in general. Finally, we will examine the issue of the registration of police officers' interests and associations.



B. Recommendation Summary

Recommendation III - Transfer of Police Civilian Staff

Patten Recommendation:

III. 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: Chief Constable/Policing Board/NIO

Administrative compliance for this recommendation has not been completed. The Police Service has not provided evidence of the development of a comprehensive plan or strategy with goals and a timetable to transfer civilians or take other actions, the “cumulative effect” of which would be a more representative workforce. However, the Police Service is progressing on a number of components of such a plan. This would include contracting out the recruitment of civilians, which is intended to provide an opportunity to develop a more representative civilian workforce, and initiating arrangements requiring members of the Northern Ireland Civil Service who accept promotion within the civilian staff of the Police Service to give up their Civil Service status. Administrative arrangements are also in place to provide that an equal number of Catholics and other than Catholics be appointed where recruitment is for 6 or more vacant posts; however, no competition for 6 or more posts has yet been initiated.

Evidence of the development of a management-led programme by the Police Service to enhance the integration of police officers and civilian staff, which encompasses the civilianisation of posts (see also Recommendations 53 and 90) and the training, education, development, and management of support staff (see also Recommendation 129), has not been provided. Overall programme goals have not been established.

Civilian workforce data for 2000 indicate that the proportion of women in the civilian workforce was 66.2%, and the proportion of Catholics was 12.8%. Similar data for 2001 indicate that the proportion of women in the workforce was 66.9% and the proportion of Catholics was 12.5%⁴.

Year	Status	RC	OT RC	Total	Male	Female	Total
2000	Civil Service	274	1,992	2,266	685	1581	2,266
	Police Service Hire	165	1,150	1,150	469	681	1,150
	Totals	12.8%	87.2%	3,416	33.8%	66.2%	3,416
2001	Civil Service	230	1,744	1,974	572	1402	1,974
	Police Service Hire	196	1,225	1,421	552	869	1,421
	Totals	12.5%	87.5%	3,395	33.1%	66.9%	3,395

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/Police Ombudsman

Administrative compliance for this recommendation has been completed. The NIO, Policing Board, and Police Ombudsman have provided staffing data and equal opportunity policies. Each has also outlined its plans for ensuring that respective staffs are diversified to the degree possible, in order to be more reflective of the political/religious and gender make-up of the population of Northern Ireland population, as well as to be consistent with applicable legislation.

The Policing Board staff met with the Equal Opportunities Commission, and on the basis of the advice received, has proposed a policy to address diversification issues. This policy was due to be implemented in May of 2002, pending approval by the Policing Board. The Office of Police Ombudsman data indicates a high level of gender and religious background diversification. However, to ensure that the Office acts fairly in relation to all groups of people within the community, it has developed an Equality Scheme that has been the subject of public consultation and was to be submitted to the Equality Commission on 23 May 2002.

Recommendations 113 and 115 - Support from Community Leaders/Liaison with Schools

Patten Recommendations:

113. All community leaders, including political party leaders and local councillors, bishops and priests, schoolteachers 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.

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

The Catholic Church issued a public statement in 2001 encouraging Catholics to join the Police Service. The Gaelic Athletic Association has removed its ban on members of the Police Service from becoming members of the Association. The Community Affairs Committee within the Policing Board, in conjunction with the Chief Constable, has been assigned the task of determining how best to approach the objectives of this recommendation.



The Police Service has not provided plans, directives or orders to solicit support from non-governmental parties or to establish outreach initiatives to recruit applicants, therefore administrative compliance for these recommendations has not yet been fully completed.

The Independent Commission, which considered community support for policing to be critical, made its recommendations in September of 1999. These were followed by our own requests in December of 2001. The lack of a plan and directives was also noted in our Report No. 4.

The steering group for this programme includes representatives from several sectors of education, including the Council for Catholic Maintained Schools, as well as representatives from integrated education establishments. The Police Service also conducts career conventions, career talks, accepts applications for the work experience program, and distributes literature at several schools. Documentation was provided indicating that during the period September 2000 - June 2001, the Police Service took this activity to 109 Protestant, 108 Catholic and 45 non-designated schools. The work experience program was taken to 68% of all Protestant schools and 24% of all Catholic schools. There were 217 Protestant, 34 Catholic and 73 non-designated students taken into the programme.

Recommendation 114 - Gaelic Athletic Association

Patten Recommendation:

114. The Gaelic Athletic Association should repeal its rule 21, which prohibits members of the police in Northern Ireland from being members of the Association.

Lead Responsibility: GAA

Compliance with this recommendation has been achieved. On 17 November 2001, The Gaelic Athletic Association (GAA) repealed its Rule 21 prohibiting members of the Police Service from being members of the GAA.

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

Administrative compliance for this recommendation has not been completed. Section 42 of the Police (Northern Ireland) Act 2000 provides legislative authority for the establishment of a police cadet scheme. Although information and an assessment report on the support level for, or the encouragement of, a cadet scheme was originally requested in December of 2001, as of 13 May 2002 no specific information had been provided. The Police Service does not anticipate the development of a Cadet Scheme in the near future.

Recommendation 117 - Recruitment Agency/Lay Involvement in Recruitment

Patten Recommendation:

117. The police should contract out the recruitment of both police officers and civilians into the police service. There should be lay involvement, including community representatives, on recruitment panels.

Lead Responsibility: NIO/Chief Constable/Policing Board

Consistent with legislative authority provided in Sections 43 and 44 of the Police (Northern Ireland) Act 2000 and Secretary of State Regulations, a request for proposals was issued to nine companies and in January 2001 a contract was awarded to the Consensia Partnership for the recruitment of police officers and for lay involvement in the recruitment process. Accordingly, Consensia recruited and trained a team of lay assessors to serve in a full decision-making role on the recruitment panels. Consensia provides the Police Service with regular progress reports.

The Police Service has established an internal project team to co-ordinate recruitment, and has engaged in regular consultation with Consensia on competition planning, quality assurance of assessment procedures, co-ordination of vetting, candidate communications and other recruitment related matters.

The Police (Northern Ireland) Act 2000 authorised a similar procedure for the recruitment of civilian support staff, however this is still in the preliminary stages. The required regulations have been prepared and the "Invitation to Tender" for the recruitment and selection of civilians is complete. The requirements contained in this document are detailed and comprehensive. The Police Service has short-listed six firms, which have been invited to submit proposals. These were due in May of 2002, and it is anticipated that the contract would be awarded by July of 2002, therefore, administrative compliance for this recommendation has not been fully completed.

Recommendations 118 and 119 - Functions of New Recruitment Agency

Patten Recommendations:

118. The recruitment agency should advertise imaginatively and persistently, particularly in places likely to reach groups who are under-represented in the police.

119. The agency should advertise beyond Northern Ireland, in the rest of the United Kingdom and in the Republic of Ireland.

Lead Responsibility: Chief Constable/Recruitment Agency



The Police Service and Consensia provided materials illustrating that the programme for police recruitment includes aggressive, imaginative, and persistent advertising in places likely to reach groups under-represented in the Police Service. However, a similarly aggressive programme for civilian recruitment has yet to be finalised, therefore administrative compliance for these recommendations have not been fully completed. The advertising in the first, second, and third recruitment campaigns for police officers included press, television, and on-line advertising covering Northern Ireland, the Republic of Ireland, and Great Britain. In addition, Consensia has used outdoor advertising and cinema advertising. The advertising is designed to attract, and in part target, groups under-represented in the Police Service, and is a key element of the strategy to do so.

Campaigns One and Two resulted in 29,890 requests for information and the actual receipt of 12,403 applications. Included in this figure are applications from the Republic of Ireland and Great Britain. Campaign Three is ongoing. The following table provides data on the several stages of the selection process available 13 May 2002:

Competition One⁵:	Actual Numbers	% RC	% OT RC	%Male	%Female
Requests for Information	20,283				
Applications Received ⁶	7,518	35.6	64.4	59.1	40.9
Taking Initial Selection Test	5,406	33.9	66.1	59.4	40.6
Passing Initial Test	1,816	27.5	72.5	52.5	47.5
Passing Assessment Centre	881	27.9	72.1	53.4	46.6
Merit Pool	602 ⁷	29.0	71.0	66.0	34.0
Appointed trainee	260	50.0	50.0	65.0	35.0
Competition Two⁸:					
Request for Information	9,607				
Applications Received ⁶	4,885	38.7	61.3	61.2	38.8
Taking Initial Selection Test	3,469	36.2	61.3	61.2	38.8
Passing Initial Test	1,488	29.0	70.4	56.7	43.3
Passing Assessment Centre	729	27.4	72.6	58.1	41.9
Competition Three⁹:					
Request for Information	8,901				
Applications Received ⁶	4,716 ¹⁰				

⁵ Information provided by Consensia.
⁶ After de-duplication and correction.
⁷ Includes applicants with undetermined community background.
⁸ Information provided by Consensia.
⁹ Ibid.
¹⁰ Preliminary data as of 13 April 2002, provided by Consensia.

Recruit academy and field performance success rates will be evaluated as progress occurs.

Recommendations 120 and 121 - Selection of Recruits

Patten Recommendations:

120. All candidates for the police service should continue to be required to reach a specified standard of merit in the selection procedure. Candidates reaching this standard should then enter a pool from which the required number of recruits can be drawn.

121. An equal number of Protestants and Catholics should be drawn from the pool of qualified candidates.

Lead Responsibility: NIO/Chief Constable/Policing Board

Administrative compliance for these recommendations has been completed. Section 46 of the Police (Northern Ireland) Act 2000 provides legislative authority for the recruitment of qualified applicants on a 50:50 ratio between those identified as Catholic and those identified as other than Catholic. The Police Service provided the documentation necessary for a comparison, and the new standards of merit to determine any impact the new standard of merit may have on recruitment.

Applicants successfully completing the selection process are entered into the merit pool and, except for fulfilling the training requirements, are considered fully capable and qualified to perform the duties of a police officer. Campaign One resulted in a merit pool of 602 qualified candidates, 29% of which were Catholic. Complete data for Campaign Two was not available as of 13 May 2002. An equal number of Protestant and Catholic applicants are selected from the merit pool for appointment to the basic training school.

Consensia evaluated each stage of Campaign One and made several minor modifications to improve the process for the second and subsequent campaigns. The administrative process was improved to provide an expedited notice of testing following application, the merging of the medical process to reduce the cost to the applicant, a streamlined medical appeals process, and improvements to the assessment centre component. In addition, Consensia has analysed the pass/fail rate at each stage of the selection process to identify any disparities and reasons for them.

Although the recruitment agency cannot determine the diversity of individuals requesting information or applicant packets, they do document that information when applications are received (see also Recommendations 118 and 119). The Police Service reports that, where applicable, a similar process is underway for the recruitment of civilian support staff (see also Recommendation 117).



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

Administrative compliance for this recommendation has not been completed. General Order 53/1997, Part Time Working/Job Sharing, outlines part-time work and job sharing programmes for police officers. Secretary of State Regulation 2001, No. 80, established a part-time work arrangement for members of the Full Time Reserve. The Police Service provided documents describing the part-time work, job sharing and career break programme for civilians that have been in effect since late 1980.

However, the Police Service has not developed a policy authorising career breaks for regular and reserve police officers consistent with the intent of this recommendation. Instead, the Police Service allows officers to utilise unpaid leave for this purpose. A review of this matter falls to the Staff and Policy Development Branch, and such a review is not anticipated before the Summer of 2003.

Recommendation 123 - Child Care Arrangements

Patten Recommendation:

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

Lead Responsibility: Chief Constable

Administrative compliance for this recommendation has not been completed. The Police Service conducted preliminary research on child care initiatives and explored various options and costs in 1999, which were not conclusive. In December of 2001 the Police Service reported that, as part of its overall diversity project, it was undertaking further detailed research for the stated purpose of justifying the significant potential costs, and for supporting a business case, but has provided no documentation to that effect. On 13 May 2002, the Police Service provided documents describing new research it is undertaking to determine the extent of the demand for child care in light of the present recruitment climate, where 38.8% of applicants are female.

Recommendation 124 - Length of Recruitment Process

Patten Recommendation:

124. The recruitment process should be reduced to no more than six months.

Lead Responsibility: Chief Constable/Recruitment Agency

Administrative compliance for this recommendation has been completed. The Police Service contract with Consensia specifies that the recruitment process be no more than six months in length. Consensia has fulfilled this requirement for Campaigns One and Two. Campaign Three is currently underway.

Consensia provides each applicant with a well-designed applicant packet describing the required qualifications and each stage of the selection process, plus detailed instructions for completing the application form(s). Consensia maintains contact with applicants throughout each step of the selection process to determine their level of satisfaction with the process. Applicants generally reported high levels of satisfaction with Campaign One; however, concerns were expressed about the adequacy of information provided before the initial selection test and following the assessment centre. Consensia addressed these concerns in Campaign Two, and continues to evaluate the recruitment process.

The percentage of applicants not appearing at various stages of Campaigns One and Two was generally proportionate to the percentage of applicants from each community. Consensia conducted telephone surveys of applicants who did not appear at various stages of the selection process in Campaign One. Reasons cited included difficulty with getting time off from work, administrative issues, publicity, and the high number of applicants. Consensia has addressed the administrative issues and additional evening and weekend testing is being made available. Oversight will now proceed to the evaluation and verification phases.

Recommendation 125 - Disqualification from Entry into the Police Service

Patten Recommendation:

125. Young people should not be automatically disqualified from entry into the police service for relatively minor criminal offences, particularly if they have since had a number of years without further transgressions. The criteria on this aspect of eligibility should be the same as those in the rest of the United Kingdom. There should be a procedure for appeal to the Police Ombudsman against disqualification of candidates.

Lead Responsibility: NIO/Chief Constable/Policing Board

Administrative compliance for this recommendation has been completed. Data provided by the Police Service for Campaign One describes the reason applicants were disqualified during the selection process plus the results of their appeals. Final data for Competition Two were not available on 13 May 2002. Data do not indicate a predisposition to disqualify applicants on the basis of community background. Data on other disqualification mechanisms and statistics will be evaluated once progress occurs.

Recommendation 126 - Registration of Interests

Patten Recommendation:

126. All officers - those now in service as well as all future recruits - should be obliged 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/Police Ombudsman



Administrative compliance for this recommendation has not been completed. Section 51 of the Police (Northern Ireland) Act 2000 provides the Chief Constable with the authority and a process for requiring the registration of notifiable memberships, in other words associations, as had been intended by the Independent Commission. The Police Service has developed and distributed for review and comment a consultation paper based upon its research to date. The consultation paper specifies which association memberships must be registered with the Chief Constable. Comments were due back to the Police Service by 17 June 2002, in order to enable the consultative paper to be amended and re-distributed prior to final approval. However, section 51 of the Police Act does not address the issue of “interests”, which the Independent Commission had also noted in its recommendation. This has never been defined, nor was it addressed in subsequent legislation.

Recommendations 127 and 128 - Functions of New Recruitment Agency

Patten Recommendations:

- 127. The recruitment agency should seek to identify Northern Ireland Catholic officers in other police services, including the Garda Siochana, contact them and encourage them - particularly those in more senior ranks - to apply for positions in the Northern Ireland police.
- 128. Lateral entry of experienced officers from other police services, and secondments or recruitments from non-police organizations should be actively encouraged.

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

Administrative compliance for these recommendations has not been completed. Section 45 of the Police (Northern Ireland) Act 2000 provides legislative authority for the Policing Board in respect to senior police officers, and the Chief Constable in respect to other ranks, to seek applicants from other police services, including the Garda Siochana. The first recruitment campaign included advertising throughout the United Kingdom and the Republic of Ireland. This effort resulted in the qualification of 12 officers from other forces to enter the merit pool.

In April 2002, the governments of the United Kingdom and the Republic of Ireland, as well as the Northern Ireland Legislative Assembly, entered into an agreement to introduce the necessary administrative and legislative measures to enable members of each of the police services to apply for certain posts in each others police forces. The agreement includes a similar provision regarding secondments for periods not exceeding three years. The target date for secondment regulations is the Summer of 2002, and the target date for lateral entry regulations is the Autumn of 2002.

▶▶ **training, education and development strategy**



A. Chapter Summary

Background

The Report of the Independent Commission on Policing for Northern Ireland addressed the subject of the training, education and development of police officers, and focussed on the restructuring of this critical area as being pivotal for a successful transformation of the Police Service of Northern Ireland.

The Independent Commission's Report recommended the development of a Training, Education and Development (TED) Strategy for both the recruit and in-service training programmes. The TED Strategy was to clearly demonstrate the inter-connection between the overall aims of the Report, and the objectives and priorities set out in future policing plans.

The Report emphasised the importance of a new state-of-the-art police college as critical to the long-term success of the training program and the transformation of the Police Service. The new police college was seen as the cornerstone to providing recruit officers, as well as seasoned police and civilian personnel, with an environment conducive to the development of all employees and to the learning of modern police techniques.

Progress and Accomplishments

The TED Primary Reference Document was approved by the Training Policy Group and was presented to the Policing Board of Northern Ireland for review in February of 2002. Subsequent to amendments introduced to the TED Strategy, the Policing Board endorsed the TED Strategy in April of 2002. Approval from the Policing Board has initiated a comprehensive Training Needs Analysis (TNA) framework, which is to be completed by outsourcing the project. The outsourcing of both TNA and Design & Evaluation is intended to expedite the entire process.

Finally, the Tutor Officer Programme presently underway is based on a good plan, the implementation of which will be reviewed.

Areas of Concern

A critical concern, some three years after the release of the Independent Commission's report, is the lack of substantial progress on adequate permanent or interim training facilities. The Independent Commission noted the importance of this recommendation and the current inadequate facilities in the classroom, residential accommodation and specialist training areas. We noted in our Report No. 4, of April 2002, that the current physical limitations would have an impact on the capacity and quality of training, both for recruits and serving police officers, and lack the symbolism for a new beginning. As of 13 May 2002 a full business case, site selection and committed funding remain to be accomplished.

Other concerns relate to the absence of a completed training needs analysis, which impacts on the training needs of the DCU Commanders and their personnel on the front line. In addition, a fully costed and safeguarded training budget will not be available until 2003/2004. The lack of completed service level agreements on training, in particular with DCU Commanders, directly impacts on their ability to deliver on policing with the community. Civilian input into training, and the training of civilian employees also remain unfulfilled opportunities, and appear to parallel the general theme of lack of real progress on civilianisation.

In 1999 the Independent Commission recommended that, as soon as possible, the training of serving police officers on the new constitutional arrangements, policing arrangements, reforms to the criminal justice system, and as a matter of priority, instruction in the implications for policing of human rights. These remain undelivered almost three years after release of the Independent Commission's report. Finally, transparency was an important facet of the Independent Commission's recommendations for this area, and training recommendations, which address issues of transparency also, remain unfulfilled.

Future Directions

Oversight will continue to examine and report on the results or lack of results in the areas highlighted above. Specifically; the completed training needs analysis, a completed business case and site selection for the new or interim training facility, completed service level agreements for training, plans for civilian input into training and training of civilian recruits and analysts, the Policing Board's analysis of progress of the training objectives, results from delivery of the Course For All on constitutional and policing arrangements, reform of the judicial systems and human rights, the neighbourhood policing training programme curriculum and plan to publish training curricula, as well as policy for public attendance at training sessions.

For those recommendations where administrative compliance has been achieved, for example in the areas of Attestation/Standards and Tutor Officer Scheme, oversight will proceed to the evaluation and verification of results phases.

B. Recommendation Summary

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

As of 13 May 2002 the Policing Board had endorsed the TED Primary Reference Document on 4 April 2002, with recommended amendments and specific direction. The Police Service has sought independent input by outsourcing the project for a comprehensive training needs analysis, including a Design and Evaluation component. The remaining performance indicators, related to the critical training needs analysis, remain to be completed, therefore administrative compliance for this recommendation has not yet been fully completed.



Recommendation 130 - Training and Development Budget

Patten Recommendation:

130. A total training and development budget should be established, covering all aspects of training, and this should be safeguarded against transfers to other sub-heads.

Lead Responsibility: NIO/Policing Board/Chief Constable

Administrative compliance for this recommendation has not been completed. As noted in our Report No. 4, a fully costed and safeguarded training budget will be available for 2003/2004. The Police Service report that the acquisition of software to enable detailed costs to be monitored is projected to be in place for fiscal year 2003/2004.

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

Administrative compliance for this recommendation has not been completed. This is a critical area due to the impact on the future of the Police Service and its path to the new beginning envisaged by the Independent Commission. The Independent Commission noted the importance of this recommendation in September of 1999, as well as the fact that current classroom, residential accommodation and specialist training facilities were inadequate. We noted in our Report No. 4 that the current physical limitations will have an impact on the capacity of training, both for growth as well as training recruits and current police officers. Partnership and problem-solving approaches were seen by the Independent Commission as being central to the recruit training courses, and inadequate facilities are not conducive to achieving this goal. Finally, we noted that the symbolism of a new college reflects the new beginning to policing envisioned by the Independent Commission.

What has been accomplished is the following: as of 13 May 2002 the Police Service has submitted the Schedule Requirements that will be included in the Outline Business Case Document. This initiative has been outsourced to Partnership UK and Price Waterhouse Coopers, to provide financial advice in the preparation of the Outline Business Case. A detailed report on the available facilities, their capacity, financial costs and the impact of utilising interim facilities will not be completed before April of 2003. This will be more than three years since the Independent Commission first made its recommendations.

Recommendation 132 - Service Level Agreements on Training

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

As of 13 May 2002 final service level agreements and policy had not been approved, therefore administrative compliance for this recommendation has not yet been fully completed. Generic service level agreements were finalised following consultation with the DCU Commanders. Once the service level agreements are complete, we will require evidence of the DCU needs analysis and the reports from Training Branch specified in our performance indicators. The impact of further delays in this area is that it will affect the ability of DCU Commanders to fully meet their responsibilities with respect to delivering a policing and community service.

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

Administrative compliance for this recommendation has not been completed. As of 13 May 2002 training modules to be contracted to the University of Ulster have been agreed on and include areas such as Human Rights, Northern Ireland Justice System, History and Politics and Research Skills. Security concerns were identified by the Police Service with respect to providing training on these modules on the University of Ulster campus. The Chief Constable will need to provide details to the Oversight Commissioner if this is an impediment to proceeding.

The selection process and tenure standards for assignments at the Police College were provided, including the selection process and the procedures to be implemented for evaluating instructors. The instructor appointment policy has not been received.

There remains a need to develop the proposal for including civilians on the institutional staff. The ratio of police to civilian instructors was 7:2 as of 5 December 2001. This is an area that will be monitored for change. Administrative compliance for the balance of the performance indicators has not been accomplished.

Recommendation 134 - Training of Civilian Recruits

Patten Recommendation:

134. Civilian recruits to the police service should also attend the police college, and do some of their training together with police officer recruits.

Lead Responsibility: Chief Constable/Policing Board



Administrative compliance for this recommendation has not been completed. The identification of civilian recruit training modules amenable to joint training programmes has been identified.

A plan with time-lines to integrate civilian support staff with the recruit training programme has not been provided and the request remains outstanding since September of 2001. The integration of police officers and civilian support staff in joint training programmes will commence in a pilot course scheduled for the end of June 2002.

Recommendation 135 - Achievement of Academic Qualifications by Recruits

Patten Recommendation:

135. Recruits who do not already have degrees should be encouraged to acquire appropriate academic qualifications during the first two years of their career. Encouragement should be given to those officers who wish to go on to study further relevant qualifications.

Lead Responsibility: Chief Constable/Policing Board

Administrative compliance for this recommendation has been completed. As noted in our Report No. 4, all students must obtain a Certificate in Police Studies prior to becoming a police officer. The Diploma in Police studies is a programme that recruits are encouraged to enrol in during the first two years of probationary service. A five-year analysis to show the results from this programme will be required in due course.

The Police Service class graduating on 5 April 2002 had 44 students graduating with a Certificate in Police Studies. On 16 February 2002 a graduation at the University of Ulster recorded six students graduating with a Diploma in Police Studies with Commendation, 33 with a Diploma in Police Studies, 15 with a Certificate in Police Studies with Commendation and 36 with a Certificate in Police Studies. The statistics provide an indication that police officers are taking advantage of the programmes to further their continuing education. A review of current officer qualifications was completed and a report was submitted. Oversight will continue to review university incentive programmes. Oversight will now proceed to the evaluation and verification phases.

Recommendation 136 - Timing of Attestation as a Constable

Patten Recommendation:

136. Attestation as a police officer should take place only upon successful completion of the recruit training course. A sufficiently rigorous standard should be required for success in that course; and completion of the course should be marked by a graduation ceremony.

Lead Responsibility: Chief Constable/Policing Board/NIO

Administrative compliance for this recommendation has been completed. The Course Document Assessment Strategy provides evidence of the definition of the term: "sufficiently rigorous standard", as well as assessments of the academic and testing standards to be used in recruit training. The separation from service, based on physical fitness and firearms qualifications, is contained in the document on Student Regulations. The evidence of an annual statistical report on the number of successful recruits and the number of recruits who were separated from the

service was provided and in future will be integral to the TED annual report to be delivered in May of each year. Oversight will now proceed to the evaluation and verification phases.

Recommendations 137, 138 and 139 - Contents of Recruit Training Programme

Patten Recommendations:

- 137. The hours spent on drill should be considerably reduced.
- 138. Problem-solving and partnership approaches should be central to the recruit training course, and scenario exercises should be further developed as training tools.
- 139. Community awareness training for police recruits should be developed to include representatives of all the main political and religious traditions in Northern Ireland. Community awareness should not be seen as a stand-alone element of recruit training; it should be integrated into all aspects of training.

Lead Responsibility: Chief Constable/Policing Board

Administrative compliance for these recommendations has not been completed. The pre-revision recruit training curriculum is contained in the RUC Code Section 7, and the revised programme is contained in the new Course Document. The explanation for changes was provided in the lessons plans. The Course Document provides the fundamentals of the SECAPRA and scenario-based problem-solving models. The course schedule identifies the increased time allotted and the number of courses to be given.

The TED staff provided a list of external individuals and groups who contributed to the revisions to the recruit training programme, and also the community awareness training of student officers in the following modules: Police Community Relationships, Criminal Justice, Crime, Traffic, and General Police Duties. A list of those invited to attend but who declined was not provided. This was initially requested in September of 2001, and again in December of that same year. Other courses are not yet complete. The Police Service has not provided evidence of how community awareness training will be incorporated into all aspects of training programmes.

The Policing Board has not provided evidence of a methodology to assess the success of the TED Strategy in terms of culture change, and effectiveness of the interventions outlined in the Strategy.

Recommendation 140 - Tutor Officer Scheme

Patten Recommendation:

- 140. The Northern Ireland police should introduce a comprehensive tutor officer scheme. Tutor officers should be carefully selected, according to their commitment and adaptability to the new style of policing, and trained.

Lead Responsibility: Chief Constable



Administrative compliance for this recommendation has been completed. The policy report establishing the tutor officer scheme is contained in the approved policy paper entitled Tutor Constables Scheme. This rolling scheme was due to commence in June of 2002, with the first police officers scheduled to complete Tutor Officer training in August of 2002. Oversight will now proceed to the evaluation and verification phases.

Recommendations 141, 142, 143 and 144 - Training Needs and Priorities

Patten Recommendations:

141. Every member of the police service should have, as soon as possible, a course on the impact on policing of the new constitutional arrangements for Northern Ireland, the new policing arrangements set out in this report, and the reforms of the criminal justice system.
142. As a matter of priority, all members of the police service should be instructed in the implications for policing of the Human Rights Act 1998, and the wider context of the European Convention on Human Rights and the Universal Declaration of Human Rights.
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 organization.
144. Every officer and civilian in the service should undergo adequate training in information technology.

Lead Responsibility: Chief Constable/Policing Board

Administrative compliance for these recommendations has not been completed. Further to our Report No. 4, as of 13 May 2002 the delivery of a training Course For All on the new constitutional arrangements for Northern Ireland, the new policing arrangements, the reform of the judicial systems, and human rights, had not occurred. This remains a concern as noted in both this and our previous report.

Evidence of a career development training programme was not provided. A training programme for 2002 - 2003, for Information and Communication Services, was provided.

The Policing Board reports that it is taking the necessary action to develop an assessment capability of the performance measures of the Police Service's progress in developing training needs for these recommendations.

Recommendation 145 - Joint Training with Civilian Analysts

Patten Recommendation:

145. Opportunities should be taken for joint training with civilian analysts, and members of other police services.

Lead Responsibility: Chief Constable

Administrative compliance for this recommendation has not been completed. As of 13 May 2002 a programme for joint training between civilian analysts and police personnel or other police agencies has not been provided. This was identified by the Independent Commission in September of 1999, and has also remained outstanding since first requested by our performance indicators in September of 2001.

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

Administrative compliance for this recommendation has not been completed. As of 13 May 2002 a curriculum containing the Neighbourhood Policing Training programme has not been provided. This recommendation was identified by the Independent Commission in September of 1999, followed by our performance indicators in September of 2001. Results in this area would provide support for the Policing with the Community recommendations.

Recommendation 147 - Publication of Training Curricula

Patten Recommendation:

147. The training curricula for the police service should be publicly available, and easily accessible, e.g. on the Internet.

Lead Responsibility: Chief Constable

Administrative compliance for this recommendation has not been completed. A plan to provide details of training curricula to be made available to the public has not been provided. Again, this recommendation has been outstanding since the release of the Independent Commission report in September of 1999 and our performance indicators in September of 2001.

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



Administrative compliance for this recommendation has not been completed. As of 13 May 2002 evidence of a programme including a written policy for public attendance at training sessions was not provided. This reflects the delay noted in the preceding recommendations.

Recommendation 149 - Pilot Citizens Course

Patten Recommendation:

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

Lead Responsibility: Chief Constable

Administrative compliance for this recommendation has not been completed. There is presently an agreement in principle for the introduction of a pilot citizens course. However, there are no plans to implement this recommendation in advance of the financial year 2004.

▶▶ **culture, ethos and symbols**



A. Chapter Summary

Background

Lead responsibility for the critical issues of name and symbols was assumed by the NIO, while the Police Service managed the detailed research and consultation challenges of designing and procuring new uniforms. The Police Service has responsibility for defining a neutral working environment. The Policing Board has a critical role to play in interpreting community values and their expression in the change process.

Progress and Accomplishments

The new name, Police Service of Northern Ireland, was formally adopted on 4 November 2001. The Police Emblems and Flags Regulations (Northern Ireland) 2002 took effect on 5 April 2002. The Police Service adopted detailed policy in compliance with those regulations. New uniforms were issued on 5 April 2002, which was an achievement for the Police Service given the short turnaround. The new badge has been displayed on the uniform, flag, standards and other public locations since 5 April 2002.

On 14 November 2001 the Secretary of State made provisions for the recognition and remembrance of sacrifices of officers of the RUC by announcing funding for a Garden of Remembrance and RUC Museum. Plans for the construction of the Garden are well advanced. A policy to ensure a neutral working environment was issued and an audit of all buildings completed.

Areas of Concern

There are no areas of concern for this report.

Future Directions

Since the major legislative and institutional challenges recommended in this portion of the change process have been successfully implemented, oversight will focus on the effective accomplishment of the tasks remaining. These include final proof of administrative compliance regarding a neutral working environment, clearing the way for the issue of a General Order in that regard.

B. Recommendation Summary

Recommendation 150 - Name of the Police Service

Patten Recommendation:

150. While the Royal Ulster Constabulary should not be disbanded, it should henceforth be named the Northern Ireland Police Service.

Lead Responsibility: NIO

As noted in our Report No. 4, administrative compliance for this recommendation has been completed. The change of name to the Police Service of Northern Ireland became effective on 4 November 2001.

Recommendations 151, 152 and 153 - Badge and Flags

Patten Recommendations:

- 151. The Northern Ireland Police Service should adopt a new badge and symbols which are entirely free from any association with either the British or Irish States.
- 152. The Union flag should no longer be flown from police buildings.
- 153. On those occasions on which it is appropriate to fly a flag on police buildings, the flag flown should be that of the Northern Ireland Police Service and it, too, should be free from associations with the British or Irish States.

Lead Responsibility: NIO/Chief Constable/Policing Board

Administrative compliance for these recommendations has been completed. The Police Emblems and Flags Regulations (Northern Ireland) 2002 took effect on 5 April 2002, providing clear instructions in relation to emblems and flags. General Order 25/2002, Flag, Crest, Uniform - PSNI Code Amendments, placed the Police Service in compliance with these regulations. The Badge approved by the Policing Board in December of 2001 has since been displayed on the new police uniform, flag, standards and other public displays since 5 April 2002.

Recommendation 154 - Police Uniform

Patten Recommendation:

- 154. The colour of the current police uniform should be retained, but a new, more practical style of uniform should be provided to police officers.

Lead Responsibility: Chief Constable/Policing Board

As noted in our Report No. 4, administrative compliance for this recommendation has been completed. A new, more practical style of uniform was introduced on 5 April 2002. The uniform features identifying numbers for officers as required by Section 55 of the Police (Northern Ireland) Act 2000. A Style Guide governs the proper wearing of uniform issued to all officers.

Recommendation 155 - Police Memorials

Patten Recommendation:

- 155. Police memorials in police buildings should remain as they are and where they are.

Lead Responsibility: Chief Constable/Policing Board



As noted in our Report No. 4, administrative compliance for this recommendation has been completed. The Secretary of State announced funding of over £1 million for the construction of a RUC Garden of Remembrance and a new RUC Museum, in conjunction with announcements of appointments to the Board of Trustees of the Royal Ulster Constabulary GC Foundation and the Northern Ireland Police Fund. Estate Services is carrying forward the project in consultation with a working group composed of members of the Police Service, Police Federation, NIO, Widows Association, the Museum Curator and public representatives. An Investment Appraisal was approved in October 2001. Estate Services is tendering contract work for up to £860,000 for the Garden of Remembrance. Work is intended to commence in the Summer of 2002, with completion scheduled for February of 2003. The design work and appraisals for the Museum have been completed but await final approval. Construction would not begin until February/March 2003. Memorials in other police premises are preserved.

Recommendation 156 - Neutral Working Environment

Patten Recommendation:

156. The maintenance of a neutral working environment should become an assessed management responsibility at all levels of management.

Lead Responsibility: Chief Constable

Administrative compliance for this recommendation has not been completed. A Neutral Working Environment Policy which complies with Fair Employment legislation and the Equality Commission's Code of Practice was distributed to the Police Service on 21 December 2001. Following a one day seminar to train inspection personnel, a service-wide audit was commenced on 13 February 2002. Every establishment within the Police Service estate was visited by a member of the audit team. No significant problems were reported, and considerable attempts had been made to ensure the policy was implemented in a sensitive yet thorough manner. The Police Service will refine the policy based on the audit experience, and a General Order will subsequently be published. The proposed appraisal system requires the evaluation of personal performance in respecting and maintaining a neutral working environment (see also Recommendation 77). DCU Commanders will be evaluated through bi-annual reviews which will include attention paid to administrative management and the protection of human rights (see also Recommendation 78).

▶▶ **co-operation with other police services**



A. Chapter Summary

Background

The Independent Commission discussion in this area recognised the excellent operational co-operation between the (then) Royal Ulster Constabulary and other police agencies around the world. However, they did believe that co-operation could be improved, noting that the globalisation of crime requires police services around the world to collaborate with each other more effectively. They also noted that the exchange of best practice ideas between police services would help the effectiveness of domestic policing.

Progress and Accomplishments

The Inter-Governmental Agreement was signed by representatives of the British and Irish Governments on 29 April 2002. Work on appropriate protocols has commenced now that the Agreement has been signed. The first annual conference between the PSNI and the Garda Síochána was held on 3/4 April 2002 at Templemore. Structured training links have commenced between the Police Service and Garda, and joint disaster planning is proceeding. The contract for the new Tetra digital radio system was let in October of 2001, with the Garda piloting the same in the Greater Dublin area. This digital system is expected to enhance existing communication in the cross-border areas.

Areas of Concern

There are no areas of concern for this report.

Future Directions

As noted in our Report No. 4, the following will continue to be monitored: continuing progress on implementing the Agreement for co-operation between the Police Service and the Garda; developments on a comprehensive strategy dealing with exchanges and the related issue of lateral entry from other police services. And finally, continuing developments on the joint database with the Garda, linked to an Agreement and strategic work programme (see also Recommendation 93).

B. Recommendation Summary

Recommendations 157, 158, 159, 160, 161, 162, 163 and 164

Co-operation Between the Police Service and An Garda Síochána

Patten Recommendations:

157. The Northern Ireland police and the Garda Síochána should have written protocols covering key aspects of co-operation.
158. The present pattern of meetings between the police services in Northern Ireland and the Republic should be enhanced by an annual conference, designed to drive forward co-operation in areas of common concern.
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 co-operation between the two services is most needed, such as drugs, and in areas such as training.
160. Consideration should be given to posting liaison officers from each service to the central headquarters and/or border area headquarters of the other.
161. There should be structured co-operation between the two police services in training.
162. There should be joint disaster planning between the Northern Ireland police and the Garda Síochána and the plans should be tested by regular joint exercises.
163. Consideration should be given to establishing a provision for an immediate exchange of officers and pooling of investigative teams after major incidents with a substantial cross-border dimension, akin to the arrangements which exist between Kent and police services of France and Belgium.
164. Every effort should be made to ensure that fast, effective and reliable communications are established between the Garda and the Northern Ireland police both through improved radio links and through compatible IT systems.

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

Administrative compliance for these recommendations has not been completed. The Inter-Governmental Agreement was signed by representatives of the British and Irish Governments on 29 April 2002.

Protocols for a number of areas will now be developed between the Police Service and Garda. The first annual PSNI/Garda Conference was held at the Garda training college in Templemore on 3 - 4 April 2002. Structured training links between the two police services have commenced. A joint disaster planning workshop was held at the Garda training centre in March of 2002, disaster planning guidelines are being prepared and a 'table top' and live exercise are planned for the Autumn of 2002.



The contract for the new Tetra digital radio system was let in October 2001. The Garda have a pilot Tetra system in place in the Greater Dublin area and are working to establish a similar nation wide system. While not yet a concern, this is linked with the IT recommendation 93 and is a matter of practical priority as noted by the Independent Commission.

Recommendation 165 - Joint Database Development with the Garda

Patten Recommendation:

165. Joint database development should be pursued as a matter of priority in all the main areas of cross-border criminality, such as drugs, smuggling, vehicle theft and terrorism.

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

Administrative compliance for this recommendation has not been completed. This is scheduled to follow on from the protocols developed after the signing of the Inter-Governmental Agreement.

Recommendations 166 and 167 - Personnel Exchanges with GB Police Services

Patten Recommendations:

166. A determined effort should be made to develop exchanges, and long-term secondments, between the Northern Ireland police and police services in Great Britain.

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

A protocol is in place for management exchanges. Updated information was not provided for this report, therefore administrative compliance for this recommendation has not been completed.

Recommendation 168 - Links Between Police Training Colleges

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/Other Government Departments

As of 13 May 2002, agreements with other training establishments have not been provided. These are scheduled for completion in 2002. Therefore, administrative compliance for this recommendation has not yet been fully completed.

Recommendations 169 and 170 - International Training Exchanges

Patten Recommendations:

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

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

Administrative compliance for these recommendations has not been completed. Partial information has been provided about the nature of the training exchanges. As of 13 May 2002, the number of officers participating in training abroad had not been provided, nor had information about the training of foreign police in police facilities in Northern Ireland been provided.

Recommendation 171 - United Nations Peacekeeping Operations

Patten Recommendation:

171. The Northern Ireland police should be ready to participate in future United Nations peacekeeping operations.

Lead Responsibility: NIO/FCO/Policing Board/Chief Constable

Administrative compliance for this recommendation has been completed and information is updated periodically. As of 13 May 2002, 70 PSNI officers were serving in international missions: 7 in Bosnia; 60 in Kosovo; 2 in the Organisation for Security and Co-operation in Europe; and 1 in East Timor.

▶▶ oversight commissioner



A. CHAPTER SUMMARY

Background

It was the belief of the Independent Commission that an independent and eminent person, from outside the United Kingdom or Ireland, should be selected to oversee the implementation of the recommendations. The Governments agreed and Mr. Tom Constantine was selected, accepted the duty and was appointed in May of 2000 for a three year term. Statutory backing is found in the Police (Northern Ireland) Act 2000, at Sections 67 - 68 and Schedule 4.

Progress and Accomplishments

The Oversight Commissioner has established an office and small staff in Northern Ireland, along with a United States and Canadian team of experienced senior law enforcement and academic experts to evaluate and report on the progress of change. This is the second public report for 2002, and full details can be located on our web site at: www.oversightcommissioner.org

Areas of Concern

There are no concerns at the present time. Full co-operation from all the stakeholders has been provided and is expected to continue. Adequate current resourcing and support have been received from Government, along with respect for our complete independence.

Future Directions

Reports will be submitted three times per year on an approximate schedule of April, September and December.

B. Recommendation Summary

Recommendation 172 - Appointment of Commissioner

Patten Recommendation:

172. An eminent person, from a country other than the United Kingdom or Ireland, should be appointed as soon as possible as an Oversight Commissioner with responsibility for supervising the implementation of our recommendations.

Lead Responsibility: Oversight Commissioner

Compliance with this recommendation has been achieved.

Recommendations 173, 174 and 175 - Functions of Commissioner

Patten Recommendations:

173. The government, the police service, and the Policing Board (and DPPs) should provide the Oversight Commissioner with objectives (with timetables) covering their own responsibilities, and should report on the progress achieved at the periodic review meetings, and account for any failures to achieve objectives.
174. The Oversight Commissioner should in turn report publicly after each review meeting on the progress achieved, together with his or her observations on the extent to which any failures or delays are the responsibility of the policing institutions themselves or due to matters beyond their control.
175. The Oversight Commissioner should be appointed for a term of five years.

Lead Responsibility: NIO

Reports are being provided by the different agencies in response to the Oversight Commissioner's requests. In turn, the Commissioner is reporting publicly three times per year.

Responsibility Areas	Section	Bayley	Lunney	Reynolds	Kleinknecht	Berlinquette	Hutchinson	Constantine
Human Rights	1-7	P	S			S*		
Accountability	8-38 39-43	P		S	S* S		P	
Policing with the Community	44-51		P			S		
Policing in a Peaceful Society	52-65			P	S			
Public Order Policing	66-74			P	S			
Management & Personnel	75-92		P	S				
Information Technology	93		P			S		
Structure of the Police Service	94-97; 103-104 98-102		P	S P	S* S		S*	
Size of the Police Service	105-110		S*	P	S			
Composition and Recruitment	111-128			P	S			
Training, Education & Development	129-149	S				P		S*
Culture, Ethos & Symbols	150-156		P			S		
Co-operation with other Police Services	157-167 168-171	S P				S	P	
Oversight Commissioner	172-175						S	P

Key to table

P - Principal

S - Secondary

S* - Secondary Back-up