



The proposed revisions for the policing services in Northern Ireland are the most complex and dramatic changes ever attempted in modern history. The historic background that produced the proposed revisions and the environment in which they will be implemented mandates that the planned oversight process be conducted in a fair, objective and professional manner. If the oversight process meets those objectives of fairness, objectivity and professionalism, it will increase the confidence of the citizens of Northern Ireland in their policing service. Conversely, if the oversight is seen as lacking independence, fairness or objectivity, it could seriously impact the acceptance of the new policing strategies. This report will outline the methods, procedures and experts that the oversight Commissioner will utilize to reach the highest possible standards of fairness, objectivity and professionalism.

The role of the Oversight Commissioner emanates from the agreement reached in multi-party negotiations in 1998. In Annex A of that Agreement, it was recognized that the opportunity existed for a new beginning for policing in Northern Ireland with a police service capable of attracting and sustaining support from the community as a whole.

The resultant Independent Commission on Policing for Northern Ireland (Patten Commission) included well recognized experts from a wide spectrum of the national and international community. They conducted an exhaustive study of policing issues in Northern Ireland and the resultant report has been recognized by law enforcement officials throughout the world as an outstanding research product and report. Their review included:

- private meetings with key governmental officials including the police,
- meetings with non-governmental organizations impacted by the policing issues,
- open public meetings that involved tens of thousands of private citizens,
- extensive public opinion surveys regarding the police service,
- site visits in Northern Ireland and additional nations.

The report, with its detailed analysis and 175 recommendations for revisions to policing strategies in Northern Ireland, is in general a well thought out and excellent contribution to professional policing. The recommendations focus on human rights, accountability, policing with the community, public order policing and numerous comprehensive changes to the policing systems. Although these suggested proposals are detailed and complex, they are based on five major tests:

- Does the proposal promote effective and efficient policing?
- Will the proposal deliver fair and impartial policing free from partisan control?
- Does the proposal provide for accountability both to the law and the community?
- Will the proposal make the police more representative of the society they serve?
- Does it protect and vindicate the human rights and human dignity of all?



It is with this background that the concept of an Oversight Commissioner was envisioned. In Chapter 19 of the Patten Report titled "Overseeing Change", the role of the Oversight Commissioner is discussed in depth. A review of the report, along with interviews with members of the Commission, shows their intent was to:

- ensure that the recommendations would be implemented comprehensively and faithfully,
- assure the community that all aspects of the report are being implemented and being seen to be implemented.

The caveat of the Commission that the Oversight Commissioner come from a county other than the United Kingdom or Ireland was a signal of the importance of an independent status for the Commissioner.

There are certain principles that are essential to the success of the Oversight Commissioner in fulfilling the role prescribed by statute and policy. These guiding principles are especially important in an environment where there are conflicting political views regarding policing and the proposed changes in policing. The fundamental question for the Oversight Commissioner will be whether he or she can be expected to conduct the review and reporting process in a manner that is seen to be objective, impartial and professional. This test of confidence requires that the Office be independent from the various entities and that the evaluations are always conducted in a rigorous fashion.

This confidence in the oversight process can be developed in a number of ways. First and foremost, the Oversight Commissioner should have a demonstrated and professional experience in managing large law enforcement agencies in a complex cultural environment. The second ingredient is the role of the government in supporting the independence of the oversight process. This has been demonstrated by the Secretary of State for Northern Ireland who during the selection process for the Oversight Commissioner provided assurances that the office was intended to be independent and impartial.

Immediately upon accepting the position on May 29, 2000, this Oversight Commissioner embarked on a fact finding effort intended to enhance the thrust of all of the communities in the oversight process. This included personal meetings with each of the key elected officials, representatives of the political parties, members of every level and geographic deployment of the Royal Ulster Constabulary, leaders of each of the major religious denominations, and a number of non-governmental organizations that have evinced an interest in the policing issues. In each of these meetings, it was emphasized that it is critical that the oversight process be fair, impartial and apolitical. Similar meetings were held with reporters from the print, television and radio media in an attempt to communicate the principles of the office to the general public.

The second stage in developing confidence in the process is the selection of a staff which is capable of carrying out the evaluation in a rigorous and professional manner. This required the identification of leading academic and law enforcement executives to assist in the assessment process which will result in the periodic reports that evaluate the progress of the participating

agencies. As in the case of the Oversight Commissioner, these experts will be selected from countries other than Northern Ireland, Ireland and the United Kingdom. Based on the virtual impossibility of an incumbent police executive to devote the time required for the assessment and evaluation process, it has been necessary to identify recognized experts who are no longer actively employed as police executives and who possess an international reputation for professionalism.

Fortunately, the Oversight Commissioner has been able to enlist the support of individuals who are recognized as some of the world's experts in the area of professional policing and human rights. Professor David Bayley recently retired as the Dean of the Graduate School of Criminal Justice at the State University of New York at Albany. This school is recognized as the leading graduate program of criminal justice in the United States, and Professor Bayley is an internationally recognized expert in the area of policing and human rights with strong experience on international issues. Robert Lunney served with the Royal Canadian Mounted Police for 22 years and then as Chief of Police in the city of Edmonton and the Peel Regional Police. He served as President of the Canadian Police Chiefs Association and has an excellent background in police accreditation programs. Charles Reynolds has had an extensive career as a Police Chief in a number of cities in New Hampshire and Massachusetts. He has been elected as President of the New Hampshire Police Chiefs and the New England States Police Chiefs Association. In 1990, he was chosen by the over 16,000 police executives of the International Association of Chiefs of Police (IACP) to serve as the President of the IACP. Mr Reynolds also has been a recognized expert in the area of police accreditation and the reorganization of police departments.

Although the background and experience of this Oversight Commissioner and the key advisors are certainly sufficient to ensure that the evaluation process is at the highest level of professionalism and objectivity, it was decided that it was essential to go further. The Oversight Commissioner has been able to enlist the assistance of the International Association of Chiefs of Police to provide expert advice. The IACP is the pre-eminent association of police executives in the world. It consists of over 16,000 members virtually all of whom are law enforcement executives. The Board of Officers and members of the Executive Committee are a Who's Who of active police executives in the world. The Association is supported by an outstanding staff of experts at their Alexandria, Virginia, Headquarters. The IACP has been at the forefront of developing model police policies and innovative programs.

The current IACP President Michael Robinson and the Executive Committee have agreed to establish a "Blue Ribbon" Committee of active police executives to act as a consultative body to ensure that the reports of the Oversight Commissioner are consistent with best practices and model police policies. This panel would serve on a "pro bono" basis with the Oversight Commission providing financial support for travel, lodging and per diem expenses.

As detailed in the following sections of this report, the Oversight Commissioner will utilize every available resource to ensure that the process is rigorous, fair and objective. If at any time in the future a new innovation or system becomes available to assist in the oversight process, it will be evaluated for applicability to our objective.

▶▶ scope and magnitude of oversight activity



The task of overseeing the implementation of the Patten Report as directed by legislation will be demanding and complex because of the range and ambition of its recommendations. The Patten Commission report addresses one of the most formidable and troubling problems of contemporary world politics; namely, how to develop and maintain a democratic rule-of-law within a society with a divided opinion on policing. The Commission's report constructs a model for the role of the police in addressing this problem. Its recommendations are extensive, 175 in all, and detailed, calling for fundamental changes in almost every aspect of policing in Northern Ireland: recruitment, training, structure, management style, facilities, discipline, strategy, technology, accountability, appearance and organizational culture. The Report recognizes that constructing a new police service that is both effective in terms of maintaining order and preventing crime and humane in acting in accordance with international standards of human rights is not a task that yields to simplistic solutions. It requires across-the-board changes, each requiring different programmatic strategies as well as close coordination with other changes.

For example, wholly new programs need to be devised for training, for the devolution of budgetary and planning responsibility to district commanders, and for the integration of locally developed crime prevention plans into an annual strategic program. Operational activity will undergo fundamental change, such as the creation of neighbourhood police teams, the deployment of foot patrols, providing civilian input into police training, and the linking of police training to civilian institutions as well as the police colleges of other police forces. These operational reforms rest on an ambitious agenda of infrastructure development which will require substantial financial support, such as the creation of a new police college, redesigning and acquiring information technology, improving the physical appearance of police facilities, especially police stations, and downsizing the number of police personnel while simultaneously raising the proportion of Catholics recruited.

Implementing the Commission's recommendations will require the participation of all ranks throughout the police service as well as close collaboration with agencies outside the police. Already the police have created an implementation committee of senior officers under the direction of the Chief Constable to coordinate the force-wide work of reform and restructuring. Each member of the team has been assigned responsibility for implementing particular parts of the recommendations. Administrative and operational units within the police have begun to study the implications of reform for their work and to draw up detailed programs of implementation. These plans were sufficiently advanced so that the Oversight Commissioner and his staff could be briefed on their visit to Northern Ireland in September about the planning in key areas such as human rights, downsizing and recruitment, information technology, and training and education. The implementation plans call for extensive reorganization of the chain of command, a process which is always met with unease and sometimes resistance whatever the nature of the organization affected. They also call for transformation in the quality of management, from rule-bound auditing, to responsibility- expanding facilitation. Eventually, every police officer in Northern Ireland, whatever their functional speciality, will have to be trained in their new responsibilities and in the ethos of a police service designed to gain the confidence and support of every citizen of Northern Ireland.

On top of all of this, the police service must accommodate entirely new mechanisms of outside supervision, such as the Policing Board, Ombudsman, and District Policing Boards which will scrutinize police more carefully than previously experienced or, indeed, more closely than any other police service among the world's developed democracies. Difficult and protracted discussions will be necessary to work out the procedures of supervision and the requirements for reporting. This is not the work of one day or even one year, and will require not only the goodwill of everyone involved, but a mutual understanding of the operational imperatives of both the police service and the new institutions of accountability.

The magnitude of the proposed revisions and the impact on the task of the oversight process is clearer when the details become apparent. Each of these hundreds of recommendations and subsets of the recommendations will produce numerous policy papers, manual changes, training curricula and course outlines. The cumulative impact of these documents may easily be in the thousands. In order for the oversight process to be effective, each of these documents will need to be reviewed in order to ensure compliance with the agreed upon performance indicators. It is expected that there will be numerous performance indicators for each of the hundreds of recommendations. All of these will be part of the evaluation process.

It is equally apparent that at each stage of the implementation process, senior staff, non-commissioned staff and line personnel will be involved in the change process. The number of individuals involved will surely number in the hundreds. The oversight process will require interviews and meetings with many of the key people involved in the change process.

In many of the proposed recommendations, it will be essential to conduct onsite visits to measure compliance with performance indicators. These site visits require a significant expenditure of the consultants' work efforts.

The Patten Commission calls for the reformulation of the goals and values of the police service. Human rights are the centerpiece of the Report. Its very first recommendation is: "We recommend a comprehensive programme of action to focus policing in Northern Ireland on a human rights-based approach". (4.6) The report goes on to say that protecting human rights is "more a matter of the philosophy of policing, and should inspire everything that a police service does. It should be seen as the core of this report".

Because of the centrality of human rights in the proposed revisions to policing Northern Ireland, assessments under this section will need to be made continually and will be featured in all of the Oversight Commissioner's reports throughout the year.

Because the Commission viewed the protection of human rights as the core function of the police, it gave great attention to creating mechanisms for enhancing the accountability of the police service. In fact, the Commission made more recommendations concerning accountability (35) than any other topic. It called for the creation of a Policing Board to replace the existing Police Authority, entirely new District Policing Partnership Boards, and strengthening of the Ombudsman. Recommendations are made for ensuring that complaints about behaviour are welcomed, carefully investigated and analyzed in order to provide guidance to management. Police operations, including training, are to be open to public inspection.



Changing the direction, character, and ethos of policing anywhere requires far-reaching changes in organisation and management. The Patten Commission recommended decentralizing operations, especially giving District Commanders greater control over budgets, personnel and operations. It also calls for the development of a more effective and modern information system based on a thorough appraisal of existing technical capacity.

Because all reforms depend on the quality of personnel, the Commission made many recommendations concerning the size and composition of the force, its training and its connections to police services outside Northern Ireland. For example, it recommended the construction of an entirely new police college and the formulation of new training curricula for recruits, in-service officers, all promoted officers, and civilian support staff. It wants training to reflect the needs articulated by operational commanders and to be open to inspection by the public. The police service is urged to establish cooperative links with training facilities abroad as well as to join other forces in international law-enforcement activities.

Viewed as a whole, the proposed changes in the Police Service of Northern Ireland reflect the best practices of professional democratic police forces in every aspect of its activities.

Because the recommendations require fundamental change across the entire spectrum of police activity and operations, the job of monitoring and assessing progress will require the Oversight Commission to marshal a wide variety of substantive expertise and to construct reliable systems for the collection and assessment of information. The core elements of this program are as follows. Details about methodology will follow in Section 3.

- (1) The Oversight Commissioner will need to inventory all of the proposed initiatives called for in order to be able to assess whether implementation priorities are appropriate and schedules both timely and feasible. There are 175 recommendations. This requires not only monitoring plans for each recommendation, but evaluating them as a whole to see whether their sequencing and coordination is appropriate.
- (2) Performance goals for each implementation program will need to be assessed in consideration of both legislative and Patten Commission objectives.
- (3) In order to monitor the progress of implementation, performance indicators must be determined for each recommendation. In some cases these will be statistical, for example, the religious composition of recruit classes, budgetary expenditures on information technology, and the establishment of District Policing Partnership Boards. In others, more qualitative indicators must be used, for example. The progressiveness of training curricula, cooperation between District Commanders and District Policing Partnership Boards, and the importance given by commanders to human rights.

Creating appropriate performance indicators for implementation will be intellectually demanding and time consuming. It is the heart of successful monitoring and assessment.

- (4) Once performance indicators have been set for each recommendation, the Oversight Commission will need to collect baseline information against which to measure progress.

- (5) The Oversight Commissioner and his staff will need to create a roster of implementing personnel who will be responsible for providing the information as well as the access that is needed to assess progress for each recommendation. The Oversight Commission will set reporting schedules with each designated liaison person, as well as schedules for interviewing involved personnel and observing operations. The responsiveness of implementers to the requirements of the Oversight Commissioner will be an important criterion of progress and professionalism.
- (6) Because changes are called for across such a broad front, it will be critical for the Oversight Commissioner to create an information system to organize, update, analyze and display information as it is collected. This will require careful planning and expert advice about the selection of computer hardware, software and communications technologies.
- (7) The proposed revisions recommend changes involving aspects of policing that cannot be readily documented, such as decentralization of command, cooperation between Chief Constable and the Policing Board, attentiveness to complaints and the importance given to human rights by academy instructors. As a result, the Oversight Commissioner and his staff will need continually to interview key personnel and observe activities on the ground. This will be the most time consuming part of the oversight work. In order to ensure monitoring across all the recommendations, detailed schedules will have to be constructed and continually updated among Oversight staff and responsible implementing personnel.
- (8) Based upon the information collected, the Oversight Commissioner must assess whether implementation of each recommendation is timely and appropriate. This will require careful study by the Oversight Commissioner and his staff of the information accumulated for each recommendation and thoughtful discussion about the level of achievement. Meetings for this purpose can be held in Northern Ireland during inspection visits as well as in the United States and Canada as is convenient to the staff. Assessments should be made periodically throughout the year. Although in most cases the Oversight Commissioner's staff can make these assessments, it may be necessary in technical areas to obtain the assistance of specialists.
- (9) Reports of progress toward the implementation of the recommendations should be made at regular intervals, probably three times a year. This will require the preparation of reports by each staff member according to assigned responsibilities, the sharing of those drafts, and their collation into a final document. The scope of each report will depend on the exigencies of implementation for each recommendation. Some recommendations will immediately be implemented, some may be postponed and some may move episodically. At the same time, several recommendations may be considered so central that continually reporting, monitoring and assessing is needed. Therefore, even though the Oversight Commissioner may not be reporting on each recommendation in every report, it will be necessary for him to determine the status of all recommendations at each reporting interval so that the cohesiveness of the implementation process is kept constantly in view. The ultimate objective of the proposed revisions is the construction of a police service



that would serve the needs of and eventually be accepted by all segments of the Northern Ireland population. The Oversight Commissioner must, then, construct his assessment process so as to review the entire reform process, with all its specialized parts, at regular intervals.

In sum, the exercise of overseeing the implementation of the revisions in policing will be a complicated analytical task for which there is no historical model to follow when implementing the oversight process.

The sequencing of the work that the Office of the Oversight Commission must carry out in assessing progress toward the implementation of the Patten Commission's recommendations is diagrammed in Figure 1. It should be realized that this is a simplification of what will actually be happening at any moment. Because oversight assessment must be an interactive and cumulative process, the Oversight Commissioner and his staff will be involved at any given time in all the activities outlined above. They will be keeping track of progress for all recommendations, but will be involved in different sorts of assessment activities on each.

**FIGURE 1: OVERSIGHT PROCESS**

**(Three Yearly Cycles)\***

**Patten Commission Recommendations**

1 2 3 4 5 6 7 8 9 10 175

Receipt of Implementation Plans and Schedules

Assessment of Their Responsiveness and Timeliness

Designation of Implementation Liaison Persons

Specification of Implementation Performance Indicators

Creation of Data/Document Reporting Schedules

Collection of Implementation Data/Documents

Qualitative Monitoring: Interviews and Observation on the Ground

Specialist Support

Assessment of Implementation Progress  
 Consultation with Panel of the International  
 Association of Chiefs of Police

Preparation of Report

Publication of Report

**NOTE:** All of these activities need not be performed on each recommendation during every report cycle, but each of them will be required for some recommendation every cycle.

▶▶ oversight methodology



The methodology to be utilized in carrying out the responsibilities of the oversight process will in many ways parallel the implementation strategy. Although the number of recommendations and their complexity will require adjustments in the methodology, a basic system of evaluation will serve as the foundation. It is important to note that because the changes in the policing services being proposed are so complex, there is no existing model available for guidance. As a result, many of the methods that will be utilized will have to be refined as the oversight process progresses.

1. Establishing Priorities – The first step in the assessment process will require agreement as to the priority for implementation of the revisions. The base information for this stage will occur when the enabling legislation is approved. This will produce an implementation plan for guidance to the agencies. When these priorities, time lines and goals are established, they will be reviewed by the Oversight Commission to assist in making sure that the assessment will be congruent with the established priorities. If clarification is required, joint discussions with the Oversight Commission and the affected parties will be conducted to address the setting of priorities. It is important that this step produce complete agreement on the priority listing to avoid difficulties at later stages of the process.
2. Establishing Indicators of Performance – When the recommendations are prioritized, it will be essential to develop measures of performance. These indicators will be required for each of the recommendations. The team of consulting experts will conduct a detailed review of the subject area. Because of their individual expertise, each of the experts will be responsible for a designated segment of the recommendations as they develop the measures which will be utilized to measure progress. They will consult with their respective liaisons from the participating agencies to ensure that the information is accurate and the performance indicators are reasonable measures to evaluate progress. This stage of the process is intended to build on the established good faith working relationship between the Oversight Commission and the participating agencies.
3. Baselining the Performance Indicators – Upon establishing the priority of recommendations and performance indicators, it will be necessary to create baseline data. This will be a review of exactly what is the status of the recommendation and the performance indicators at an agreed upon point in time. The team of consulting experts will request the participating agencies to provide them with the reports and data required to establish the baseline. As in other stages, the Oversight Commission will work in cooperation with the effected agencies to ensure that the data is accurate and timely.
4. Evaluation Process – This segment of the methodology will consist of a three stage evaluation. All of these stages are predicated upon the performance indicators having already been provided to the various agencies being required to implement the changes and report on their progress. The consulting team will also establish the reporting protocols and time frames for reporting.

- (a) The first stage of evaluation will be a document review of the progress on the various recommendations. The consulting team will request the agencies to provide all available documents (reports, policy changes, manual revisions and orders) that are specific to the performance indicators. The requests for this information will be directed to the designated senior representative of the agencies. Any misunderstanding or concern about the requests can be addressed by the chief executive of the agency communicating their concern to the Oversight Commissioner.
  - (b) Interview and Consultation – At this stage, members of the Oversight Commission will conduct personal interviews as required with the individuals or teams involved in the respective change issue. If it is required, meetings will be conducted with the principals implementing the change. This step is intended to follow up on the results developed in the document review stage.
  - (c) On Site Visits – For specific recommendations and critical issues, it may be required that the evaluation team conduct on site reviews of the issue. Although this level of review is labor intensive, it may be essential to utilize this strategy. It can include actual observations of performance indicators and interviews of line employees.
5. Analysis – At the conclusion of the three stage evaluation process, the results will be analyzed by the team of consulting experts assigned to the office of the Oversight Commissioner. They will prepare preliminary reports evaluating the progress of the respective agencies on the agreed upon recommendations as demonstrated by the attainment of the previously mentioned performance indicators. It is important to repeat, as discussed in the previous section, on the scope of the project that it is very likely that these recommendations will progress on an incremental basis. As a result, a significant number of the recommendations being assessed will be reported on a partial basis. All of these variables will require a degree of flexibility when implementing the oversight process.

At present, it is expected that the evaluation will be conducted approximately three (3) times per year and will include an in-country deployment of the expert consultants of seven to ten days for each evaluation. In the event there is an urgent need for an additional evaluation of an area deemed to be critical, arrangements can be made for an extra deployment and evaluation.

6. Peer Group Review – In an effort to further validate the results of the Evaluation, the Oversight Commissioner has been able to gain the support of the International Association of Chiefs of Police (IACP). This Association of over 16,000 police chiefs is the pre-eminent group of law enforcement executives in the world. Their president, Michael Robinson, with the support of the Executive Committee, has agreed to establish a "Blue Ribbon" panel of incumbent police chiefs to assist in a peer group review for specific decisions.



All of the communications, reports and assessments will require the implementation of an information and tracking system to be utilized in the oversight process. The system will include capability for all of the experts utilized by the Oversight Commissioner to create, retrieve and maintain data on each of the recommendations in an electronic filing system. It will also require compatibility with systems that are being utilized by the participating agencies.

At such time as the final evaluation of the various recommendations are completed, they will be forwarded to the Secretary of State for Northern Ireland in a manner and protocol consistent with established standards.

Subject to legislation and the resultant implementation plan, the Oversight Commissioner shall review, act upon, oversee progress and report on matters including, but not be limited to, the following elements of each of the proposed revisions:

#### **HUMAN RIGHTS (Recommendations 1-7)**

Review the:

- New Police Oath
- Code of Ethics

Assess the Human Rights Training Curriculum:

- for police officers and civilian staff as it relates to the Training, Education and Development Strategy (# 129)
- for new recruits and police officers already in service as it relates to # 137-139 and 141-144.

Review the Human Rights-based approach program of action. Monitor performance in Human Rights.

#### **ACCOUNTABILITY (Recommendations 8-43)**

Assess the activities of the Police Board as they relate to:

- requiring the Chief Constable to publicly account for the performance of the police service,
- the establishment and implementation of the planning process,
- monitoring police performance,
- appointment, discipline and removal of chief officers and civilian equivalents,
- coordination of its work with other agencies,
- strengthening of fiscal accountability.

Assess progress with devolution of responsibility for policing.

Review the establishment and assess the activities of the District Policing Partnerships.

Assess changes in transparency of police service activities.

Evaluate the activities of the Police Ombudsman.

Review and monitor internal controls on covert law enforcement. Evaluate the Annual Police Plan.

#### **POLICING WITH THE COMMUNITY (Recommendations 44-51)**

Assess progress with the development of neighborhood policing teams to include:

- tenure practices (#83),
- wearing of identification, depending upon the security situation,
- including probationary officers on teams for training purposes
- use of foot patrols
- empowerment of neighborhood policing teams to determine their local priorities, and
- objectives for incorporation into the District Policing Plan.

Evaluate the use of crime and complaint pattern analyses as problem solving approach to policing.

Assess the problem solving techniques training component of the Training, Education and Development Strategy (#129).

#### **POLICING IN A PEACEFUL SOCIETY (Recommendations 52-65)**

Consistent with the security situation, assess:

- the appearance of police stations,
- the substitution of police cars on patrol in place of land rovers,
- use of Army support in meeting public disorder.

Evaluate the devolution of authority to District Commanders for personal deployment.

Review the records on the use of emergency powers.

Assess the status, condition and use of holding centers and custody suites.

#### **PUBLIC ORDER POLICING (Recommendations 66-74)**

Evaluate the continued capacity of the police service to deal with public order emergencies.

Evaluate progress with research on an alternative to the Plastic Baton Round (PBR).

Assess guidelines and reporting procedures on uses of PBRs.

Evaluate the Parades Commission approval process.



### **MANAGEMENT AND PERSONNEL (Recommendations 75-92)**

Assess the activities of the change management team.

Evaluate the progress to devolve authority to District Commanders relating to:

- personnel and budget
- plans to address crime and police activity,
- complaints and discipline.

Assess progress:

- in the review of sickness absence and the development of a policy for the management of long-term sickness,
- in the development of a police and widow's fund,
- in evaluation of civilianization of support activities.

### **INFORMATION TECHNOLOGY (Recommendation 93)**

Assess the staffing, systems design, development, procurement and user education plans and progress.

### **STRUCTURE OF THE POLICE SERVICE (Recommendations 94-104)**

Evaluate the district command configuration and assess its ability to effectively police in partnership with the community.

Assess the reorganization of police headquarters.

Review the reorganization and operation of the Special Branch.

Assess progress with the phasing out of full time and enlargement of part time reserve components.

### **SIZE OF THE POLICE SERVICE (Recommendation 105-110)**

Review the plan for downsizing the police service to 7,500 regular officers. Assess the effectiveness of the severance program at meeting its goals. Review the retraining program for police officers, and assess the success at creating opportunities for reservists in Great Britain and with the UN. Review the qualitative and quantitative aspects of the recruitment program.

### **COMPOSITION AND RECRUITMENT (Recommendations 111-128)**

Assess progress at achieving a balanced and representative civilian workforce in the police service, staff of the Police Board, the NIO and office of the Police Ombudsman.

Assess progress at achieving a balanced and representative police service through:

- support from community leaders,
- establishment of police cadet schemes,
- recruitment and lay involvement in recruitment,
- selection of competent and diversified recruits,
- provision of special schedule and family arrangements and support for police services
- assessing the vetting of recruits and review the registration of interests.

Qualitatively and quantitatively assess the effectiveness of the recruitment agency.

#### **TRAINING, EDUCATION AND DEVELOPMENT (Recommendations 129-149)**

Evaluate the Training, Education and Development Strategy.

Review plans for a police college.

Review and assess the content of the police recruit curriculum.

Evaluate civilian input into the recruit training program.

Assess the achievement of academic qualifications by recruits.

#### **CULTURES, ETHOS AND SYMBOLS (Recommendations 150-156)**

Review and report on the official name, badge design and flags.

Review the design and assess the procurement plans for a new police uniform.

Evaluate the care and maintenance of police memorials.

Assess the neutrality of the working environment.

#### **COOPERATION WITH OTHER POLICE SERVICES (Recommendations 157 -171)**

Review the protocols and agreements covering key aspects of cooperation with the Garda Síochána and assess cooperation between the services.

Assess agreements and cooperative endeavours between the police service and the police services of Great Britain.

Review the links between the four principal police training establishments in the British Isles.  
Evaluate the development of international training exchanges.

Assess the readiness of the police service to participate in future United Nations peacekeeping operations.

▶▶ personnel and organisation



The Oversight Commissioner recognizes the challenge presented by this project in terms of complexity, magnitude and organizational systems that will be used to oversee, assess, and describe levels of conformance to the implementation plan and the recommendations contained on the Patten Report.

Fundamental to the success of the Oversight Commissioner is the appropriate staffing. The Commissioner has established a multi-component organizational system that staffs to ensure effectiveness in fulfilling the oversight responsibilities. The Staff and civil servants, staff consultants, select technical experts and a professional peer review panel.

#### **Chief of Staff and Support Personnel**

The yet to be appointed Chief of Staff and a staff of four civil servants in the Belfast office will support the Commissioner and staff consultants on a full-time basis. The Chief of Staff will be responsible for day-to-day liaison between the Commissioner's Office and the Police Change Management Team and for managing the information flow between the Commissioner's Office, Change Management Team and staff consultants. This will ensure that inquiries and responses relating to the various aspects of implementation are timely and appropriate.

The full-time professional civil servants will provide secretarial and administrative services, preparing briefing material for the Oversight Commissioner, conducting or commissioning research, monitoring the administrative progress of this evaluation, maintaining records of expenditure and monitoring, and advising the Oversight Commissioner of the status of budgets.

#### **Research Assistants**

Due to the scope and magnitude of the changes to be implemented and evaluated, it is the opinion of the Oversight Commissioner that the cadre staff in Belfast will require additional assistance. It is recommended that at least one (1) individual with research policy skills be assigned to the Office of the Oversight Commissioner to assist the Chief of Staff. This can be addressed by either one (1) full-time employee or two (2) part-time employees.

#### **Media Communications Expertise**

At such time as the Oversight Commissioner issues public statements or reports, it will be important to have an individual or media group assist in the process. This resource would assist in ensuring that the reporting system meets the objectives of full and factual public disclosure.

#### **Staff Consultants**

In order to insure that the responsibilities of overseeing and supervising the changes in the police service is impartial, objective, and professionally competent, the Oversight Commissioner has identified and engaged the services of three staff consultants. The independent experts have experience, training and skills in the various areas important to the assessment of the implementation progress. These areas include:

- working directly with law enforcement in Australia, Japan, Hong Kong, India, Saudi Arabi, Canada and the United States;
- internationally recognized expertise on police accountability and human rights;
- research background in a range of criminal justice and police management issues;
- teaching and designing criminal justice and police management educational and training courses;
- assessing, developing and evaluating police organizational structures and personnel management systems;
- developing, implementing and reviewing police complaint and disciplinary processes;
- developing, implementing and assessing polices recruitment programs;
- assessing police conformance to professionally recognized operational, administrative and technical standards;
- developing and managing police cadet programs;
- international criminal justice research or study in India, Japan, Australia, Canada, Britain, Singapore and the United States;
- researching and teaching criminal justice and police management;
- developing, teaching and practicing community policing;
- developing and assessing human resource systems;
- assessing strategic information technology needs and installing major systems changes;
- working with government entities.

The background and experience of the Oversight Commissioner will be an integral part of the Staff Consulting team. Commissioner Constantine has an extensive law enforcement career serving with the New York State Police for over 32 years. In this, the largest of the state police agencies in the United States, he held every available rank, rising from uniform trooper, to become the first head of that agency to rise from the ranks in thirty years. He then went in to become the Chief of the 9,000 member force of the United States Drug Enforcement Administration from 1994 to 1999. Although Commissioner Constantine devoted a good deal of his career to the investigation of organized crime and narcotics enforcement, he also has significant experiences in police training, accreditation and internal affairs.

Commissioner Constantine has served on the boards of the New York State Association of Chiefs of Police, the International Association of Chiefs of Police (IACP) and the Division of State and Provincial Police of the IACP, and is recognized as an international expert on law enforcement issues.

Robert Lunney is a forty-four year veteran in Canadian policing and is currently a consultant on police and public safety, most lately associated with the Police Executive Research Forum (PERF)



of Washington DC. Mr Lunney formerly served with the Royal Canadian Mounted Police; as Chief of Police in Edmonton; as Commissioner of Protection, Parks and Culture at Winnipeg; and as Chief for Peel Regional Police, Ontario. He is a past President of the Canadian Association of Chiefs of Police (CACCP), and a former member of the Executive Committee of the International Association of Chiefs of Police (IACP). Mr Lunney was involved in the accreditation of seven Canadian Police Services with the Commission on Accreditation for Law Enforcement Agencies (CALEA), Fairfax, Virginia, and is experienced with the assessment process. He has extensive experience as an innovator and practitioner of Community Oriented Policing Systems and, over the course of his career, has conducted organizational studies relating to human resource systems and training.

Charles D Reynolds has nearly forty years of law enforcement experience and is currently a police management consultant. He was formerly the Chief of Police in the communities of Gilford, Lebanon, Dover and Newmarket, New Hampshire; and Winthrop, Massachusetts. In addition, he served as Assistant to the Director of Public Safety for the Navajo Nation. Mr Reynolds is a Past President of the International Association of Chiefs of Police. He is a former Commissioner of the Commission on the Accreditation of Law Enforcement Agencies. In addition, Chief Reynolds currently serves as the independent auditor for the consent decree between the City of Steubenville, Ohio, and the United States Department of Justice. In that role, he reviews, assesses and critiques police performance and compliance with consent decree required police procedures and practices. Chief Reynolds is also participating in the development of a "best police practices" project at the Vera Institute of Criminal Justice in New York.

David Bayley, PH.D., a distinguished Professor in the School of Criminal Justice, University at Albany, State University of New York, is a specialist in international criminal justice, with particular interest in policing. He has conducted extensive research in India, Japan, Australia, Canada, Britain, Singapore, and the United States. His work focused on strategies of policing, the evolution of police organizations, organizational reform, accountability and the tactics of patrol officers in discretionary law-enforcement situations. Recently he served as a consultant to the U.S. government and the United Nations on police reform in Bosnia. Dr Bayley is an internationally recognized expert in police accountability and human rights. His participation will be of inestimable value to the evaluation process.

This consulting staff of experts will work with the Commissioner and the Change Management Team to establish a methodology for monitoring and assessing base lines, measurements, time lines and templates that will be used to assess progress in the implementation of Patten Commission recommendations. This will involve developing measures of progress, base lines for such measurements, schedules for reporting and formats for receiving and storing information. The staff consultants will also observe and monitor activities in the field. Three reports are planned each year. For each report, we estimate that the consulting staff will need to spend about 10-14 days on site, followed by 6-9 days for debriefing and 10-15 days for report writing. As progress is made, the time commitment will probably diminish.

Dr David Bayley will have primary responsibility for evaluating progress as it relates to human rights, accountability, and cooperation with other services. His research on policing strategies, evolution of police organizations and organizational reform will assure a contemporary assessment of progress. He will also assist the Commissioner with the evaluation of progress relating to training, education, and development.

Mr Robert Lunney will have primary responsibility for evaluating policing with the community, management and personnel, information technology, structure of the police service, and culture, ethos and symbols. Mr Lunney was a Superintendent in the Royal Canadian Mounted Police who served as Chief of Police in two major police agencies. Recognized as an expert in organizational change, he had conducted numerous human resource studies and is an acknowledged innovator and practitioner of community policing strategies. He recently participated in a strategic review of the information needs of the Hong Kong Police Department. His experience as a practitioner and consultant in contemporary policing will assure an objective and substantive evaluation of progress.

Mr Charles Reynolds will have primary responsibility for evaluating policing in a peaceful society, public order policing, size of the police service, and composition and recruitment. Mr Reynolds is a former police chief and an experienced practitioner, teacher and assessor of contemporary policing. Recognized as having an in depth understanding of police organizations and practices and of the means and processes to assess and evaluate organizational effectiveness, he has conducted several police organizational staffing and management studies and agency performance audits. In his role as a former Commissioner and current assessor for the Commission on the Accreditation for Law Enforcement Agencies, Chief Reynolds has reviewed compliance with accreditation standards for over 400 agencies. He currently serves as the independent auditor for the consent decree between the City of Steubenville, Ohio, Police Department and the United States Department of Justice. His experience as a police practitioner and as an evaluator of contemporary police practices will assure the development of a thorough, objective and substantive evaluation process and a thorough evaluation of progress.



The oversight responsibilities of the staff consultants are summarized in the following table:

General Topical Area	Bayley	Lunney	Reynolds
Human Rights	P	S	
Accountability	P		S
Policing with the Community		P	S
Policing in a Peaceful society		S	P
Public Order in Policing		S	P
Management and Personnel		P	S
Information Technology		P	S
Structure of the Police Service		P	S
Size of the Police Service		S	P
Composition and Recruitment		S	P
Training, Education and Development	S		
Culture, Ethos and Symbols		P	S
Cooperation with other Police Services	P	S	

P - Primary responsibility

S - Secondary responsibility

#### Technical Experts

In order to properly assess progress with recommendations that involve specialized technical knowledge, eg., information technology, it may be necessary for the Commissioner to engage select technical experts.

#### Professional Peer Review Panel

The Oversight Commissioner will prepare a report based on the evaluation completed by the staff consultants. Before the Commissioner submits his reports to the Secretary of State for Northern Ireland, he will meet with a six-member advisory panel of leading police executives from the International Association of Chiefs of Police (IACP) to ensure that the eventual decisions are consistent with best police practices. Headquartered in Alexandria, Virginia, USA, the IACP has 16,000 members from 112 countries. It has World Regional Offices in Stockholm and New Delhi and has consultative status with the United Nations Economic and Social Council and observer status with Interpol. The IACP encourages innovation in policing, and undertakes research into the "best practices" of policing worldwide.

▶▶ appendix a



**Thomas A Constantine  
Oversight Commissioner**

Forestview Purdy's Lane  
Newtownbreda  
Belfast, Northern Ireland  
BT8 4AX  
Telephone (028) 90508050

PO Box 9051  
Niskayuna Station  
Schenectady, NY 12309-0051  
Telephone (518) 377-3334

**October 13, 2000**

Colonel Michael D Robinson  
President  
International Association of Chiefs of Police  
Alexandria, Virginia

Dear President Robinson:

On May 30, 2000, I accepted the position of Oversight Commissioner with the responsibility for overseeing the implementation of change in policing in Northern Ireland. The position of Oversight Commissioner was recommended by the Independent Commission on Policing for Northern Ireland (the Patten Commission) in their September 1999 Report.

The issue of Policing in Northern Ireland was a central issue in the multi-party negotiations which produced the agreement known as the Belfast Agreement or the Good Friday Agreement of 1998. That agreement in Annex A established Commission on Policing for Northern Ireland. The Commission of International experts headed by Christopher Patten, the former Governor of Hong Kong, conducted an extensive study including private meetings, surveys and public hearings that involved thousands of citizens of Northern Ireland. The report of the Commission listed 175 recommendations for changes in the policing services of Northern Ireland. These proposed changes focused on human rights, accountability, policing with the community, public order polling and myriad of proposals regarding recruitment, training management and infrastructure needs. Although these changes are complex and of a magnitude that is virtually unparalleled in their scope, they build to a clear set of objectives. The intent is to have a policing services that protects human rights, is accountable to the public, is representative of all communities of Northern Ireland and has the respect of all citizens while maintaining its professional and technical expertise.

In an effort to engender confidence, the Commission believed there was a need to create a mechanism to oversee the changes of all of those involved in the development of the new policing arrangements. This oversight was intended to assure the community that all aspects of the report are being implemented and being seen to be implemented. The Commission recommended that an expert from a country other than the United Kingdom or Ireland be appointed as the Oversight Commissioner. The envisioned the Oversight Commissioner would periodically (three or four times per year) conduct a review of the progress of the component agencies to meet the agreed upon standards set out in the report. The Oversight Commissioner would then issue a public report for the executive and legislative principals.

Since accepted the position of Oversight Commissioner, I have stated privately and publicly that in order to be successful, it is essential that the oversight process be completely independent of all political interests. Further, that all assessments, reviews and reports meet the highest standards of integrity, objectivity and professionalism. It is my belief that if the oversight role is conducted in such a manner, it can provide a great service to the citizens and the police of Northern Ireland.

Conversely, if the Office of the Oversight Commissioner fails to meet highest standards of integrity and professionalism, it could result in a lack of confidence on the part of the citizens of Northern Ireland.

In order to insure that the office meets these standards, I have developed a number of initiatives. I have conducted personal meetings with all major elected officials, the leaders of all the varied political parties in Northern Ireland, met with all levels of the Royal Ulster Constabulary and numerous non-governmental organizations concerned with human rights. In addition, I have visited each of the leaders of the major religious denominations for lengthy discussions. In each of these meetings, the principle of independence and objectivity for the oversight process was strongly emphasized.

In an effort to further reinforce this standard, I have selected several well respected law enforcement officials to serve as consultants to the Office of the Oversight Commissioner. Professor David Bayley is the former Dean of the Graduate School of Criminal Justice at the State University of New York and recognized expert in the area of human rights in policing and international law enforcement. Robert Lunney is the former Chief of the City of Edmonton Police and the Peel Regional Police Department in Canada and has an excellent background in police accreditation programs. Charles Reynolds, the former President of the International Association of Chiefs of Police, also has been a key figure in the establishment of and improvement in police accreditation and monitoring programs.

Even though all of these stages of professional independence will produce outstanding oversight, it is felt that there is a need for additional rigorous reviews of the process. The IACP is the preeminent professional organization of police executives in the world. While deciding to accept the position of Oversight Commissioner, your advice along with the support of Dan Rosenblatt and the staff at IACP Headquarters, has been extremely helpful. Based on these conversations, I have been exploring ways in which the IACP could provide some assistance to the oversight process. Recognizing that sitting police chiefs cannot devote the time required for lengthy deployments to Northern Ireland, you and Mr Rosenblatt provided a potential solution. The suggestion called for the designation of a "Blue Ribbon" Panel of incumbent police executives to be convened on a periodic bases to assist the Oversight Commissioner to insure that the reports represent that best available practices in policing.

Mike, I appreciate the support that you and others in the IACP have provided me as we undertake this challenging task. The acceptance of representatives policing in Northern Ireland is not only crucial to the safety of the citizens who live there, it is vital to a police agency that has suffered terrible losses over the past thirty years. I will propose these strategies including the IACP participation to the Secretary of State of Northern Ireland. Included in this proposal will be financial support for travel, lodging and per diem for any executives designated for the IACP panel of recognized law enforcement executives.

Mike, like you, I have been involved in numerous law enforcement management issues. However, the implementation of the revisions in policing in Northern Ireland are by far the most important I have ever experienced. It is just situations for which the International Association of Chiefs of Police has the reputation to provide expert assistance. Again, I thank you for your leadership and assistance. If any further questions emanate from this proposal, please feel free to call me.

Sincerely



Thomas A Constantine

