



*Oversight Commissioner
Al Hutchinson*

This is the first report since my appointment as Oversight Commissioner in January of 2004. However, it is the tenth in a series of oversight reports that commenced in 2001. By way of a brief background, the Belfast, or Good Friday Agreement reached in 1998 led directly to the formation of the Independent Commission on Policing for Northern Ireland. This body was also known as the Patten Commission, and was tasked broadly with making recommendations designed to bring about a "new beginning" to policing in Northern Ireland. The Independent Commission published its report in September of 1999, wherein it made 175 recommendations addressing the efficiency, acceptability and accountability of what is now the Police Service of Northern Ireland (PSNI). The 175 recommendations were also designed to allow the new Police Service to draw on and sustain the support of the entire community of Northern Ireland.

Also recommended was a period of independent monitoring of the recommendations' full implementation, which ultimately led to the appointment of the first Oversight Commissioner, Mr. Tom Constantine, in May of 2000. He held this role until his retirement in December of 2003. As the first Oversight Commissioner, Tom Constantine applied his considerable law enforcement expertise and knowledge to instituting a viable oversight process. To support this process he assembled an accomplished oversight team, also made up of individuals with extensive professional policing and academic experience.

The oversight team then established a rigorous set of objective standards and benchmarks, by which to measure progress on the implementation of all of the Independent Commission's recommendations. Through the subsequent publication of numerous detailed, objective and impartial reports, the oversight team has provided a credible and independent chronology of progress, or lack of progress, of policing reforms in Northern Ireland. By law, the Oversight Commissioner is required to table three such reports before Parliament each year. Further details regarding the nature and pace of policing reforms, including the Patten Report and our own previous reports, can be found on our website at www.oversightcommissioner.org.

I want to be clear in my first report that the fundamental results-based and objective oversight process, along with our carefully maintained independence, has not and will not change during my tenure as Oversight Commissioner. The term is scheduled to end in May of 2005, a date that also marks the 5-year period of independent oversight originally recommended by the Independent Commission and enshrined in subsequent legislation.

In addition to normal reporting during the year of oversight remaining, I will also provide a series of more in-depth, thematic reports on those areas deemed crucial to sustainable success in a modern policing organisation. The first of these thematic reports will focus on progress made in the area of training, and on the impact that changes in training have on many areas within the Police Service. The training report will be appended to the oversight report scheduled for release in September of 2004. Future thematic reports will cover other areas of broad potential impact, for example human rights and the many forms of accountability, devolution of authority or policing with the community. More specific or narrower areas of scrutiny, including Special Branch, the police estate, the registration of interests, and others, will continue to be examined and systematically reported in the usual manner.



In my position I am often asked how I see the future of the policing reform in Northern Ireland. The structural answer is simple: in the three or more years that I have been personally involved in the oversight process, I remain impressed by the pace of change, by the policing institutions themselves, and by their demonstrated willingness and effort to bring about the "new beginning" envisioned by both the Independent Commission and the Belfast Agreement, particularly on the part of the Police Service itself.

For example, the Chief Constable and the Police Service's management team have shown that they are firmly set on the change path laid out by the Independent Commission. Local District Commanders are now resolutely exercising their devolved leadership and accountability roles, and are engaging with their District Policing Partnerships. The Policing Board demonstrated crucial early and sustained successes in its critical governance role, and the evolving District Policing Partnerships show every indication of meeting the Independent Commission's expectations as well. Finally, the Ombudsman and her organisation continue to demonstrate impartiality and professionalism in their crucial role in holding the Police Service to account, and in building available public trust in policing accountability.

If progress continues at the present rate, the majority of the Independent Commission's recommendations will either be functionally implemented, or will be well on the way to implementation by May of 2005. This is not to say that the desired state of policing will be achieved by that time. Despite excellent progress there remain crucial changes and successes that have yet to be fully realised. However, not all of the responsibility for achieving the new beginning envisioned by the Independent Commission lies with policing institutions themselves, as society in general also has a crucial role to play. For instance, if the goal of having a policing service truly reflective of society is to be realised, then the new policing arrangements must be actively and unambiguously accepted and supported by the entire community of Northern Ireland. This has not yet happened.

The Independent Commission noted in its report that one of the key aspects of making the police service representative and acceptable to all of the people of Northern Ireland was that local community leaders - clerical, political or otherwise - be seen to support the new policing arrangements, and openly encourage young people to choose policing as a profession. While the PSNI's recruitment figures continue to be encouraging, the level of overall community support envisioned by the Independent Commission as necessary for real change to occur has unfortunately not yet been provided. In addition, the Policing Board and District Policing Partnerships created to ensure police accountability, are not yet able to benefit from the full range of political representation necessary for true effectiveness.

An added and particularly shameful hindrance to the new beginning to policing are the threats, intimidation and attacks against those individuals who choose to involve themselves in policing, whether by serving in the PSNI or on key institutions like the Policing Board or the District Policing Partnerships. All of these individuals have not only shown great courage, but have also chosen to serve their community directly, rather than act to marginalise it. Engaging in, or supporting, this particularly harsh brand of vigilantism lacks any form of accountability. These trends are certainly worrisome enough, but when coupled with an increase in attacks on the most vulnerable in society, including seniors, minorities and young people, represent an attack on the innocent and on society and democracy as a whole. These issues will not be resolved by the

police alone, nevertheless, it is my firm view that these callous and brutal acts will also not succeed in deterring the wishes of the vast majority for peace and stability.

Notwithstanding the challenges that exist, encouraging signs of change are already present. One significant indicator is the large number of brave men and women from all communities who demonstrate their ability to move beyond conflict by joining the Police Service of Northern Ireland. By choosing the often difficult career of police officer, they show not only foresight but a commitment to serving their community in the most direct way. These men and women represent the future of policing, and will in time be shown to have brought about the kind of positive and lasting change in Northern Ireland that the Belfast Agreement ultimately symbolises.

It is my personal and professional opinion that progress towards achieving the new beginning envisioned by the Independent Commission is well under way. With increased community support any remaining challenges can also be overcome.

A handwritten signature in black ink, appearing to read 'Al Hutchinson', with a stylized arrow pointing to the right.

Al Hutchinson



ACC	Assistant Chief Constable
ACPO	Association of Chief Police Officers
ALR	Armoured Landrover
CALEA	Commission on Accreditation for Law Enforcement Agencies
CCTV	Closed Circuit Television
CS	O-Chlorobenzylidene Malononitrile
DCU	District Command Unit
DPP	District Policing Partnership
FTR	Full Time Reserve
GB	Great Britain
HMIC	Her Majesty's Inspectorate of Constabulary
HQ	Headquarters
IACP	International Association of Chiefs of Police
ICS	Information and Communication Services
IIB	Internal Investigations Branch
IT	Information Technology
LAC	Learning Advisory Council
NIM	National Intelligence Model
NIO	Northern Ireland Office
NPT	Neighbourhood Policing Team
OC	Oversight Commissioner
PACE	Police and Criminal Evidence
PBR	Plastic Baton Round
PITO	Police Information Technology Organisation
PSNI	Police Service of Northern Ireland
PTR	Part Time Reserve
RCMP	Royal Canadian Mounted Police
SEA	Station Enquiry Assistant
SLA	Service Level Agreement
TED	Training, Education and Development
TNA	Training Needs Analysis
UK	United Kingdom
UN	United Nations
VSSU	Voluntary Severance Support Unit

▶▶ commissioner's overview



The Independent Commission published its 175 recommendations in September of 1999. This was followed by the release of the Government's Updated Implementation Plan in August of 2001, which detailed accountability and time lines for the implementation of the Independent Commission's recommendations. In September of 2001 the Oversight Commissioner published 772 performance indicators, through which the process of implementation could be objectively measured. The measurement of change therefore actually began in September of 2001, two years after the release of the Independent Commission's report.

The oversight methodology involves an incremental, three-stage evaluation process for each of the 772 performance indicators. The first stage to be achieved is Administrative Compliance, whereby appropriate policies, procedures or formal guidance documents are expected to be in place as a foundation for the recommended change. The second stage involves an Evaluation of the policy or document and an assessment of its appropriateness and degree of relevance to contemporary law enforcement practice. The final stage of review is a Verification, which involves on-site reviews and field visits to determine if new policy is actually applied and the recommended change is occurring. Once we are satisfied that changes are taking place, we indicate that compliance with a recommendations has been achieved. However, this remains subject to ongoing monitoring throughout the remainder of the oversight term, as a way of guaranteeing that an observed change is not 'undone'.

Oversight reports begin with a Commissioner's Overview, which reflects a general summary of the oversight team's principal findings from a previous oversight visit. The summary is divided into two sections covering Progress and Accomplishments and Areas of Concern. This is followed by 14 chapter-based recommendation summaries which address each of the Independent Commission's recommendations. I have appended a summary table to this report, which represents a more qualitative 'report card' of where we assess progress on each recommendation to be at a point in time. Also appended is a brief list of the oversight team and each evaluator's area of review responsibility.

Progress and Accomplishments

Although not completed, the Training, Education and Development Strategy for human rights has continued to progress. All of the Police Service's courses have now been audited for human rights content according to a standard provided to us. In addition, the Policing Board put in place a detailed plan for monitoring Police Service compliance with the Human Rights Act 1998. This plan was developed by the Policing Board's Human Rights Advisor, and the first monitoring report is scheduled for release in September of 2004.

All of the accountability institutions noted by the Independent Commission are now in place. These include the Police Ombudsman, whose office was actually established before the Independent Commission's recommendations, the Policing Board and 25 out of a possible 26 District Policing Partnerships (DPPs); the exception being the Dungannon and South Tyrone DPP, which has yet to be formed. The Policing Board and the DPPs continually acquire information to assist in their accountability and governance roles, primarily through public meetings, opinion surveys and a host of other community or police liaison groups. This local input is then included in the overall Policing Plan and in district-level policing plans, the most recent of which were published in March of 2004.

Overall progress in shifting to a policing with the community strategy has also been noted, evidenced by a number of innovative and award-winning policing programmes developed in conjunction with the community. Both of the PSNI's Regions - Urban and Rural - share good practices among their respective District Commands Units (DCUs). In the DCUs surveyed there appears to be an increasing acceptance of the responsibilities and authorities that have been devolved to that level, with further evidence that these authorities are being exercised competently by Sector Inspectors, Sergeants and individual members of Neighbourhood Policing Teams.

Progress also continues to be made with respect to substituting police officers with civilian Station Enquiry Assistants (SEAs), and also reducing the number of Armoured Landrovers in use at any one time. Both of these aspects advance the Independent Commission's intent and the Police Service's goal of becoming a visibly community-oriented agency. With respect to public order policing, although an actual replacement for plastic baton rounds (PBRs) has not yet been identified, a number of possible alternatives have been identified (Attenuating Energy Projectile & Discriminating Irritant Projectile), while others are already at the disposal of the Police Service (water cannon). These alternatives are viable in many, though not all, public order situations, however, the new projectile rounds cannot reasonably be expected to be deployed before the summer of 2005. It is also noted that neither the Police Service nor the military have fired a PBR since September of 2002, which in and of itself represents a notable achievement.

Progress also continues to be made in the Police Service's internal management and planning areas. A performance management model ensures the integration of the National Intelligence Model (NIM) and financial planning into the Annual Policing Plan. The Policing Plan commits the Police Service to developing better activity-based costing. The Police Ombudsman and the Police Service are now agreed on the means and methods for the sharing and distribution of electronic data on public complaints against police officers. DCU Commanders are now receiving the information necessary to allow them to track both the number and manner of complaints, and police officers who are the subject of multiple complaints. This will permit an "early warning" and a more preventative approach to public complaints, particularly those involving potential problem officers, and represent a critical tool of internal management accountability. A system for conducting intelligence-led integrity checks on individual police officers is in place and functioning. There is a well-developed integrity strategy contained in the Leadership for Life programme, and staff of Internal Investigation Branch (IIB) collaborate with Training Branch in the inclusion of integrity material in all first-line manager courses.

While the recommendations of the Independent Commission regarding Information Technology (IT) will not be achieved in the five-year time line envisaged, other progress in this area includes the distribution of some 5,000 common computer terminals across the Police Service. The data communications network upgrade was completed on time and within budget, providing approximately 27,000 access points across the organisation, as well as a secure data communications infrastructure which now connects all PSNI locations. All of this represents an important contribution to operational efficiency and effectiveness.



In November of 2003 the Oversight Commissioner was provided with a plan explaining how the Police Service would implement the remainder of the Independent Commission's recommendations relating to Special Branch. We have recognised this plan as a solid effort made in good faith, and will carefully monitor the pace of actual implementation. Any specific progress, or lack thereof, will then be reported in September of 2004. A cautionary note is that it will then be 5 years since the Independent Commission first recommended changes to Special Branch. Unfortunately, the record of accomplished change in Special Branch has not been stellar, and we will continue to maintain a focus on the changes in this area of critical public interest.

The Full Time Reserve (FTR) has continued to decrease in size over time, principally through natural attrition. By December of 2003 the FTR had approximately 1,659 police officers at its disposal. The phasing out of the FTR which was recommended by the Independent Commission remains scheduled to begin in April of 2005, however the continued requirement for the FTR is subject to a security review by the Chief Constable. Progress also continues to be made towards achieving the number of regular police officers recommended by the Independent Commission. For example, the Independent Commission recommended that by year four of its projection, or by fiscal year 2003/2004, the number of regular police officers should be reduced to approximately 7,221. By late December of 2003, the Police Service had approximately 7,344 regular police officers as well as 1,659 members of the FTR, for a total of 9,003 uniformed officers.

The recruitment of regular police officers continues to be successful. Over a total of five recruitment competitions, over 33,000 applications have been received with almost 36% being from Catholics and 37% from women. There have now been some 1,160 recruits selected for training on a 50:50 Catholic and other than Catholic basis. Catholic police officers now represent approximately 14% of the total number of regular police officers, which is a significant increase from the 8% reported by the Independent Commission in September of 1999.

In the area of training, the long-awaited decision on the site for a new police college was communicated to the public in February of 2004. The purpose built, 'green-field' site will be in Cookstown, Co. Tyrone and completion is targeted for 2007. Several meetings of the Learning Advisory Council (LAC) have been observed, and this mechanism holds promise for providing the Police Service with critical input from individuals representing a broad base of the community, including business, academia and community groups.

Finally, legislation and regulations are now in place for Northern Ireland that allow formalised police exchanges, in particular between the PSNI and the Garda Síochána, to take place. Unfortunately, the lack of similar progress in the Republic of Ireland is an impediment to the exchange of police officers. Another noteworthy item is the selection of Belfast as the site for the European Conference of the International Chiefs of Police (IACP), which will take place in April of 2004. The conference will be attended by law enforcement, academic and other professionals from around the world, and provides an excellent opportunity for the Police Service to articulate and showcase the many positive changes it has made over the last few years.

Areas of Concern

The Independent Commission recognised that training was the key to instilling new policing concepts, particularly a human rights foundation, in both new recruits and serving police officers.

While significant progress in this area has been made, the Police Service had not as of December 2003 provided a plan for preparing new instructors in human rights, evaluated the outcomes of human rights training and learning, or assessed the impact of its revised human rights curriculum on the behaviour and activities of police officers. It is now almost five years since the Independent Commission made its recommendations, and almost three years since we released our performance indicators that specifically required that these issues be addressed.

Accountability in its various forms was another key area in which the Independent Commission made many recommendations. The Policing Board and the District Policing Partnerships have a pivotal role to play in providing for 'grassroots accountability'. As I have noted above, it is deplorable that those who courageously volunteer their time and effort in service of their community should face threats and intimidation from individuals or groups more concerned with protecting their power base and criminal enterprises. In the long-term, these antisocial behaviours will not succeed. However, in the shorter-term they require the application of disproportionate resources and attention on the part of police and others.

Policing with the community efforts also continue to progress, however ongoing operational demands often mean that Neighbourhood Policing Teams (NPTs) are re-deployed to other duties. These can include security, response to call or public order duties. The longer term risk of these re-deployments is that NPTs may be perceived by police managers as being a lower operational priority, or that NPTs are seen as useful reserve labour 'pools' to support other types of police duty, rather than being seen as critical policing resources in their own right.

The continuing lack of a comprehensive and coherent estate strategy also remains a concern. The Independent Commission made a number of recommendations in support of community policing. These included the development of a new type of police station which would be more accessible and welcoming to the public, while also being less fortress-like in appearance. Some new buildings are certainly proceeding along these lines, and some station enquiry areas have been renovated to a high standard. With respect to the overall police estate however, oversight field visits reveal that little has changed in practice. Most buildings remain forbidding from the outside, and many interiors are simply unhealthy places in which to work. In addition, renovations are planned, and business cases for the installation of CCTV systems submitted to the NIO, for buildings which are already slated for closure; currently under-utilised buildings are kept open and viable, diverting even more scarce resources. The Police Service has acknowledged the need for a comprehensive estate strategy, and the Chief Constable began a fundamental review of the estate in November of 2003.

The Government's fourth research report into alternatives to the plastic baton round (PBR) was released on 24 January 2004, and outlines two possible alternatives to the PBR: the Attenuating Energy Projectile and the Discriminating Irritant Projectile. The research continues to explore not only viable alternatives to the PBR, but public order issues in general. While the Independent Commission recognised the use of PBRs as a sensitive issue, and wished to see their use discontinued, it also recognised that implementing this recommendation might not be immediately practicable. The Independent Commission therefore recommended that substantial and detailed research take place into finding a possible alternative. Our present concern is that ongoing



research becomes an end in itself without the real possibility of an alternative, should one exist, being identified and actually implemented.

Recent media reports indicate that the Police Service considers 29 DCUs to be too many, and suggests that 12-15 DCUs would be preferable. While the management and structure of the PSNI is a matter for the Chief Constable and the Policing Board, the Independent Commission recommended that DCUs be formed along District Council lines not necessarily with efficiency in mind, but to permit local communities to engage with the Police Service through their respective District Policing Partnerships (DPPs). It would seem pointless to have gone through the lengthy and often difficult process of setting up 29 DPPs, only to have many of them declared redundant before they can even begin to have effect.

Civilianisation efforts also continue to represent a long-term concern. Although the Police Service has access to the assistance and expertise of a private sector recruiting firm, Grafton Recruitment, many potential applicants who advance to an eligibility list that Grafton manages are subsequently lost to the Police Service. This is often due to delays on the part of the Police Service in contacting, hiring and security clearing possible candidates, among other things. Such delays will not produce the results that the Independent Commission intended. This is particularly the case in employment fields where demand is greater than supply, including human resources, finance and information technology (IT). These are precisely the areas where the Police Service's needs for civilianisation are greatest.

Improvements in the IT area will not meet the intent of the Independent Commission within the time frames originally envisioned. This area is also subject to separate monitoring by an Independent Validator, and the Police Service has developed and implemented a recovery plan. The revised target date for completion is August of 2006. It is acknowledged that progress in this area represents a significant challenge to any large organisation, however lack of progress will place a number of other ongoing Police Service initiatives in jeopardy, particularly those dependent on Information and Communication Services for assistance.

As noted in our last report, a plan and time lines on changes to Special Branch were submitted in November of 2003. These appear to meet the Independent Commission's intent with respect to Special Branch. Implementation is currently underway, and while there are no immediate implementation concerns to report, it will remain to be seen whether the change plan submitted can be implemented as has been communicated to the oversight team. It is also important that the required changes in this critical area are achieved in the time frames now agreed to. Implementation of the plan will be closely monitored during all upcoming oversight visits and will be reported in more detail in our September of 2004 report.

Two concerns relate to the Full Time Reserve (FTR). The first revolves around the lack of support for FTR members to seek other employment in policing, as was recommended by the Independent Commission, or having their service in the FTR recognised by other UK police services. The second is that approximately half of all FTR members remain deployed in operational duties, or perform critical operational support functions. Previous submissions by the Police Service indicated that FTR members were no longer performing strictly operational duties, and that all had now been assigned to security or other support duties. Field visits showed that this was not in fact the case. The operational consequence relates to a potential impact caused by withdrawal of the FTR, without a clear strategy and transitional plan.

As covered in previous oversight reports, concerns still remain regarding the pace of change in the representative nature of the civilian component of the Police Service. For example, the percentage of Catholic civilian staff increased from 12.3% in 1999 to only 14.6% by December of 2003. As with regular police officers it should be noted that the complete community support envisaged by the Independent Commission, to help create a more representative civilian workforce, has not been forthcoming. It appears contradictory for some to blame the police for not being truly representative while simultaneously discouraging others showing even the slightest interest in a career with the PSNI, or a role on the Policing Board or a DPP. A continued lack of overt support for the new policing arrangements will only delay progress in making the Police Service more representative of the wider community it serves.

As of 31 December 2003 the Police Service had not finalised its arrangements with respect to the registration of notifiable interests amongst police officers. Although the registration system and processes are agreed to and largely in place, little has been achieved in the five years since this recommendation was first made. Nevertheless, we have since been made aware that the Police Service launched this process on 2 April 2004 with a General Order on Registration of Notifiable Memberships, to take effect on 19 April 2004. This will be subject to review, verification and ongoing monitoring by the oversight team, particularly given the delays to date.

The Independent Commission noted that the training, education and development of police officers and civilian staff would be critical to bringing about the new beginning for policing. Training in all its various forms will therefore be the subject of a special, detailed thematic review which will be reported in September of 2004. More immediate concerns relate to the Police Service's ability to recruit and train a sufficient number of qualified instructors, the integration of major core themes into all training and learning courses, the completion of appropriate Service Level Agreements with DCUs, and also the completion of the comprehensive Training Needs Analysis currently underway.

Finally, in 1999 the Independent Commission recommended a number of ways in which to open the Police Service to global policing experiences, including training, peacekeeping missions and other exchanges of personnel. With respect to this last issue, personnel exchanges with the Garda Síochána were considered particularly important. Enabling regulations in the Republic of Ireland have not yet been completed, which is a concern and impediment to fulfilling the intent of the Independent Commission. To date there have been few exchanges of police personnel into the PSNI, a decreasing number of exchanges out of the organisation, and no exchanges with the Garda. There are also no formalised training agreements in place. The risk of not implementing these and other related recommendations is that the Police Service may become entrenched in its thinking, and might run the risk of losing the many benefits to be achieved through international contacts and co-operation.

▶▶ human rights



A. Chapter Summary

Background

Quoting the 1998 Belfast Agreement, the Independent Commission on Policing for Northern Ireland noted that the fundamental purpose of policing should be the: "protection and vindication of the human rights of all". In order to achieve this goal, the Independent Commission recommended that the Police Service develop a: "comprehensive programme of action to focus policing in Northern Ireland on a human rights-based approach", and that the performance of the Police Service in implementing such a programme be monitored closely by the Policing Board. The Independent Commission recommended several specific actions that the Police Service should take to bring about a greater emphasis on human rights in Northern Ireland policing. They were:

- promulgation of a new oath for all serving officers;
- development of a code of ethics;
- expansion of human rights training for all police officers, recruits as well as serving officers, and civilian staff;
- incorporation of human rights awareness and practice in the performance evaluation of individuals; and,
- appointment of a lawyer to advise the Police Service about the human rights implications of its activities.

Progress and Accomplishments

In 1999 the Independent Commission recommended that: "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". Accordingly, the Oversight Commissioner developed 11 performance indicators that would be used to determine whether these goals were being achieved.

Our Report No. 9, released in December of 2003, noted that most of the Independent Commission's recommendations with respect to human rights have been implemented. The two items remaining at that time were the delineation of a human rights training programme by the Police Service and the formulation of a human rights monitoring plan by the Policing Board.

The Training, Education and Development Strategy for human rights has made substantial progress in the last few months. The Police Service's Training Branch has audited all of its courses for human rights content according to a standard provided to the oversight team. It has prepared an implementation plan containing a schedule and budget. Finally, the Police Service has created a Learning Advisory Council (LAC) composed of representatives from private sector and educational organisations.

The Policing Board published on 15 December 2003, its detailed plan for monitoring police compliance with the Human Rights Act 1998. The plan was prepared by the Policing Board's Human Rights Advisor. In addition to describing the elements of police performance that need to be monitored, the plan contains an appendix reviewing all of the human rights obligations

incumbent upon the police in Northern Ireland. The first monitoring report will be published in September of 2004.

Areas of Concern

The Independent Commission's consultations clearly showed that people across Northern Ireland wanted the police to protect their human rights from infringement by others, and to respect their human rights in the exercise of policing duties. The Commission also recognised that training was the key to instilling a human rights-based approach into both new recruits and experienced police personnel. Therefore, the lack of progress in certain areas of human rights training, including a plan for preparing new instructors in human rights, an evaluation of the outcomes of human rights learning, and an assessment of the impact of the human rights curriculum on police behaviour and activities, remains a concern.

Future Directions

The oversight team will monitor progress on the continued integration of human rights in the Police Service's training programme, for recruits, serving police officers and civilian staff. This will include monitoring the extent to which persons and organisations from outside the Police Service are systematically consulted and utilised with respect to: the preparation of human rights training materials, the training of instructors in human rights, the monitoring of lesson delivery, and the evaluation of the impact of human rights training, particularly on police officers. Oversight will also look for the preparation and publication of the Policing Board's first monitoring report, a component of which will be the impact of human rights training being developed by the Police Service.

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

A human rights programme of action has been approved by the Chief Constable after wide consultation, and will be published following assessment by the Policing Board's Human Rights Advisor.

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



Compliance with this recommendation has been achieved in respect of recruit officers. Serving police officers have completed declarations acknowledging the oath and this will be subject to verification.

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

Compliance with this recommendation has been achieved.

Recommendation 4: Training in Human Rights

Patten Recommendation:

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

Lead Responsibility: Chief Constable/Policing Board

All courses have now been audited for human rights content according to a standard provided to the oversight team. Individuals and institutions from outside the Police Service have been systematically involved in the delivery of training and in its accreditation. However, plans for evaluating instruction in human rights and its impact on behaviour remain to be formulated, as well as plans for providing training to new human rights instructors.

Recommendation 5: Appraisal of Human Rights Performance in Individuals

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

Compliance with this recommendation has been achieved. This recommendation will be subject to ongoing monitoring and evaluation (see also Recommendation 77).

Recommendation 6: Appointment of Human Rights Lawyers

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

Compliance with this recommendation has been achieved.

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

A human rights monitoring plan was published by the Policing Board on 15 December 2003. The plan is comprehensive in its coverage and noteworthy for its enumeration of the points at which human rights impinge on police activities. The plan calls for monitoring and assessment to begin early in 2004, with the publication of the first human rights monitoring report scheduled for September of 2004.

▶▶ accountability



A. Chapter Summary

Background

The Independent Commission devoted 35 of its 175 recommendations to providing oversight mechanisms designed to ensure the accountability of policing to the public and the law. Its recommendations cover the role of the Police Ombudsman and the creation of a Policing Board, District Policing Partnerships (DPPs), a Commissioner and complaints tribunal for covert law enforcement operations, and the strengthening of financial accountability.

Progress and Accomplishments

All of the institutions intended by the Independent Commission to ensure the accountability of the Police Service are now in place. These are the Police Ombudsman, the Policing Board, DPPs and a Commissioner and complaints tribunal for covert law enforcement operations. As of 31 December 2003 all DPPs had been established, with the exception of the Dungannon and South Tyrone DPP. DPP members, after brief training, are regularly holding public meetings and have developed policing plans in collaboration with District Commanders.

The Policing Board has published a detailed, province-wide survey to determine perceptions of crime problems, attitudes toward the police, and knowledge of DPPs. Along with input from public meetings, focus groups and a host of community crime-prevention and police liaison committees, this information has been used to formulate local policing plans. These have become elements in the policing plan for Northern Ireland as a whole, which was published by the Policing Board in April of 2004.

Areas of Concern

Continued efforts by individuals opposed to the reform of policing structures, to threaten and intimidate DPP members and others, remain a serious concern. As noted in previous reports, such intimidation is irresponsible and totally contrary to the principles of democratic participation and accountability. All communities in Northern Ireland benefit from local input into policing and crime prevention, particularly at a time of growing concern over harsh vigilantism and violent, organised criminal activity.

The coordination of the activities of DPPs, existing Community Police Liaison Committees and Consultative Forums, and the recently established Community Safety Partnerships remains a concern. There is some uncertainty at present regarding each group's respective role and purpose in mobilising the community and working with the Police Service. Unless these institutions can work cooperatively in the interests of their local communities, a duplication of efforts may result (see also Recommendations 44 and 45).

Future Directions

Oversight will continue to focus on the performance of DPPs as they evolve into their critical and complex role. In particular, this will involve monitoring the development of procedures for eliciting community input, and devising and funding strategic policing plans responsive to local needs.

B. Recommendation Summary

Recommendations 8 and 9: Creation and Responsibilities of the 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

Compliance with this recommendation has been achieved.

Recommendation 10: Police Planning Process

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.

Lead Responsibility: Policing Board/Chief Constable/NIO

Compliance with this recommendation has been achieved. This recommendation will be subject to ongoing monitoring and evaluation.

Recommendation 11: Annual Policing Plan

Patten Recommendations:

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.

Lead Responsibility: Policing Board/Chief Constable/NIO

Compliance with this recommendation has been achieved. This recommendation will be subject to ongoing monitoring and evaluation.

Recommendation 12: Annual Policing Budget

Patten Recommendations:

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

Compliance with this recommendation has been achieved. This recommendation will be subject to ongoing monitoring and evaluation.



Recommendation 13: Monitoring Strategic Trends

Patten Recommendation:

13. The Board should monitor police performance against the Annual Policing Plan and the 3 to 5 year strategy. It should watch crime trends and patterns, and police performance in public order situations. 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

Compliance with this recommendation has been achieved. This recommendation will be subject to ongoing monitoring and evaluation.

Recommendation 14: Powers of Appointment

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

Compliance with this recommendation has been achieved.

Recommendations 15, 16, 17, 18 and 19: Co-ordination with Other Agencies, Composition of the Policing Board, Background of Board Members, Appointment of Independent Members, Appointment of the Chairman of the Policing Board

Patten Recommendations:

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.
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

Compliance with these recommendations has been achieved.

Recommendation 20: 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.

Lead Responsibility: NIO/Northern Ireland Executive

Administrative compliance for this recommendation has not been completed. Responsibility for policing currently rests with the Policing Board and the Government, as represented by the Secretary of State.



Recommendation 21: Devolution of Responsibility for Policing

Patten Recommendations:

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 this recommendation has not been completed. Responsibility for policing currently rests with the Policing Board and the Government, as represented by the Secretary of State.

Recommendation 22: Simplification of Roles in Tripartite Arrangements

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

Compliance with this recommendation has been achieved.

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 with this recommendation has 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

The development of written policy with respect to this recommendation is the joint responsibility of the Policing Board and the Police Service. The NIO's responsibility has been discharged with the enactment of section 33 of the Police (Northern Ireland) Act 2000. The Policing Board and the Police Service have decided not to develop a written policy at this time. Nevertheless, they are explicitly aware of the issue and are discussing appropriate policies and practices on an on-going basis.

Recommendation 25: Powers of Policing Board to Require Reports

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.

Lead Responsibility: Policing Board/Chief Constable/NIO

Compliance with this recommendation has been achieved. This recommendation will be subject to ongoing monitoring.

Recommendation 26: Powers of Policing

Patten Recommendations:

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

Compliance with this recommendation has been achieved. This recommendation will be subject to ongoing monitoring.

Recommendation 27: Establishment of District Police 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

With the exception of the Dungannon and South Tyrone District Policing Partnership, compliance with this recommendation has been achieved.



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

Compliance with this recommendation has been achieved.

Recommendation 29: Meetings between DPPS and District Commanders

Patten Recommendation:

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.

Lead Responsibility: Policing Board

Because DPPs are in their first year of operation, a thorough assessment of their performance from the perspective of members, police personnel and the public is not possible at this time. The developments within and evolution of DPPs will continue to be monitored.

Recommendation 30: Annual Report of District Police Partnerships

Patten Recommendations:

30. The DPP should submit an annual report to the District Council and publish it.

Lead Responsibility: Policing Board/District Councils

As of 31 December 2003 DPPs had not prepared and published their first annual reports

Recommendation 31: Administration Costs of District Police Partnerships

Patten Recommendations:

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

Compliance with this recommendation has been achieved.

Recommendation 32: Expenditures by District Police Partnerships

Patten Recommendation:

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

Lead Responsibility: NIO/Executive Committee

This recommendation 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

Compliance with this recommendation has been achieved. This recommendation will be subject to ongoing monitoring.

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

Compliance with this recommendation has been achieved. This recommendation will be subject to ongoing monitoring.

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

Compliance with this recommendation has been achieved. This recommendation will be subject to ongoing monitoring.

Recommendation 36: Meetings of the District Policing Partnerships

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

Compliance with this recommendation has been achieved. This recommendation will be subject to ongoing monitoring.



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

The Police Service's Transparency Policy received final approval in April of 2003. Both the policy and the manner in which the Police Service promoted transparency will be assessed for best practices during upcoming oversight evaluations.

Recommendation 38: 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

Compliance with this recommendation has been achieved. This recommendation will be subject to ongoing monitoring.

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 been completed, and the recommendations are subject to ongoing monitoring. The remaining evaluation and verification steps relate to an examination of the Police Service's policy relating to covert law enforcement.

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 been completed, and it will be subject to ongoing monitoring. As recommended by the Independent Commission, there are sound and progressive systems of financial accountability in place, with Policing Board monitoring.

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

There is no new information to report. This recommendation will be subject to ongoing monitoring.

▶▶ **policing with the community**



A. Chapter Summary

Background

The Independent Commission recommended that policing with the community be the core function of the Police Service and of every police station. Crucial to the new beginning envisioned by the Independent Commission, the theme of policing with the community has implications for the structure of the Police Service, for its management, culture, recruitment and training. The long term goal was to deliver truly effective, locally-based policing that would not only address some of the current issues unique to Northern Ireland, but put it at the leading edge of policing in the United Kingdom, Ireland and internationally.

Progress and Accomplishments

In any society, the functional and cultural challenges implied by shifting a police service to a philosophy of policing with the community are considerable. Overall progress for the Police Service of Northern Ireland in this respect, given the relatively short time span since change was initiated, has to date been impressive. DCU Commanders and other front line police officers are the primary drivers of many of these changes, however Headquarters departments are also a critical source of support.

The Police Service's Corporate Development Branch has issued a number of important guidelines for use by DCUs, Regions and HQ departments, regarding the development and documentation of local policing plans. Community Involvement Branch has also published a wide variety of pamphlets, booklets and bulletins for public consumption. Of particular note are those aimed at children and young people at risk. For example, the Police Service's internet-based "UrZone" aims to educate youth on the challenges and threats posed by alcohol, drugs and sexual assault, among other things.

The devolution of responsibility and authority to field command staff was a key feature of the Independent Commission's report. District Command Units surveyed, were actively engaged in managing their resources, having provided evidence that devolved authority is increasingly accepted and exercised by sector inspectors, sergeants and members of neighbourhood policing teams.

A conference on the application of the National Model for Intelligence Led Policing was held in early December of 2003, with over 200 front line supervisors and managers in attendance. The Police Service will employ this model to target organised crime at all levels. In November of 2003 the Police Service's Crime Analysis Centre began the staffing of 18 analyst positions, eight of which are designated to be filled by civilians, to be dedicated to working on organised crime and related security threats.

All members of the Police Service's Learning Advisory Council were invited to attend police training consistent with the new Public Observation Policy. As part of the Police-Community Relationships Programme, community leaders and representatives of public, private and voluntary sector organisations attended orientation sessions for problem solving at several DCUs.

Areas of Concern

Although the basic structures institutionalising collaborative community problem solving are in

place, and are being practised by neighbourhood policing teams, the Police Service has not yet established a standard format for the computer-based recording and management of problem solving projects (see also Recommendation 93). If current administrative burdens represented by manual and hard copy recording are not addressed, front line police officers may abandon the documentation of problem solving initiatives as excessively bureaucratic and impractical.

On 9 October 2003 the Police Service reported that there were 100 Neighbourhood Policing Teams operating, with 655 officers assigned to community beats dispersed across the 29 DCUs. However, the re-assignment of neighbourhood policing team members to fill staff shortages in other areas, most notably in response policing and security duties, remains a concern.

For example, on 24 September 2003 the Police Service reported to the Policing Board the temporary transfer of 17 police officers in North Region from policing with the community to response units. Unless neighbourhood policing teams become dedicated in that role these teams will become reserve pools for any contingency, and neighbourhood policing will revert to the lowest organisational priority. However, it must also be noted that evaluation visits conducted in September and December of 2003 found significantly less evidence of this, particularly where security duties were concerned, than did previous oversight visits.

In September of 2002 the Police Service reported that consultation had begun with the Leadership and Management Faculty of Training Branch to establish Service Level Agreements (SLAs) for the training of operational police officers, however by 31 December 2003 no SLAs governing the provision of training services were in place. Although the Leadership for Life Programme will include training in problem solving models, processes and behaviours, a training schedule was not provided to the oversight team.

Future Directions

Policing Plans for 2004/2005 will be assessed for evidence of coordination, cooperation and partnership in identifying community priorities and action plans in upcoming reports. Oversight will also look for progress on problem solving folders, particularly for evidence of neighbourhood policing team interaction with Crime Analysts on community issues.

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 been completed. Section 20 of the Police (Northern Ireland) Act 2003 states clearly that policing with the community is a core policing principle. Corporate Development Branch issued a Handbook for Planning for internal use in March of 2003. This provides a comprehensive description of processes for the development and documentation of local policing plans. Also included is detailed advice on the process for the



inclusion of local priorities, ensuring ownership, accountability, transparency, and an ultimate focus on outcomes. Local problem solving processes are following the model proposed in the Implementation Plan for Policing with the Community.

The Police Service has not established a standardised method for the computer-based recording and management of problem solving processes, for use by neighbourhood policing teams. The planned integrated electronic duty briefing system will include information from problem solving folders. This provides clear direction to HQ departments, Regions and District Command Units on standards of communication and transparency for consultations and information sharing with District Policing Partnerships and Community Safety Committees. Observations of DPP meetings and an ACC accountability (i.e. performance evaluation) session allowed verification that these standards were being met.

The Police Service's internet website provides extensive information on local policing and on all 29 DCUs. Initially DPPs operated a policy of taking only limited questions from the public, however individual DPPs have since modified their practices to provide more direct access and transparency throughout their meetings. Questions to the police at DPP meetings observed were increasingly searching and direct.

Community Involvement Branch publishes a wide variety of informative pamphlets, booklets and bulletins for both internal and public consumption. Recent releases include: Working in Partnership, a booklet aimed at district command staff. It describes a comprehensive framework for establishing and maintaining partnerships and integrating the varied opportunities offered among others by the Community Safety Committees, District Policing Partnerships, Community Police Liaison Committees and other inter-agency partnerships.

In November of 2003 Community Involvement Branch was instrumental in launching a new youth diversion plan to influence the way in which police officers respond to children or young persons, particularly those deemed to be at risk. The Police Service also sponsors "UrZone", a web site offering a variety of educational messages to youth regarding the threats and challenges posed by alcohol, drugs, bullying, sexual assault, and also some of the risks associated with internet communication. Finally, in partnership with Belfast City Council the Police Service funded a pamphlet promoting an association formed to support Muslim Women in Northern Ireland.

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

The Police Service provides management reports updating the allocation of neighbourhood policing positions. As reported to the Policing Board on 9 October 2003, there were 100 Neighbourhood Policing Teams operating across Northern Ireland, with 655 police officers assigned to community beats dispersed among the 29 District Command Units. There were also 5,552 consultative forums of all types reported.

The re-assignment of Neighbourhood Policing Team members to other duties, primarily involving

response and security, remains a concern. For example, on 24 September 2003 the Police Service reported to the Policing Board the temporary transfer of 17 officers in the North Region from neighbourhood policing to response units. However, oversight visits conducted in September and December of 2003 found significantly less evidence of re-assignments to security duties than was previously the case.

In September of 2003 the Police Service reported that consultation had begun with the Leadership and Management Faculty of Training Branch to establish Service Level Agreements (SLAs) with DCUs. A consultation paper on training support and development issued on 25 March 2003 proposed a structure and system for delivering training by district training officers, however by mid-December of 2003 SLAs were still not in place (this issue is explored further in the Training, Education and Development chapter of this report).

Basic structures to institutionalise problem solving are in place. Problem solving is practised by neighbourhood policing teams, however further verification will follow once certain processes recommended in an audit conducted by Corporate Management in July of 2003 are in place. Principal among these is the installation of an automated problem solving folder.

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 been completed. A tenure policy endorsed by the Policing Board in early October of 2003 provides that members of policing teams should serve for at least 3, and preferably 5 years in the same neighbourhood. Senior Constables continue to form the nucleus of neighbourhood policing teams. The implementation of minimum tenure will not disadvantage officers from applying for other posts or for promotion. Each District Command Unit maintains records that permit the monitoring of tenure and re-assignment to other duties. As of 31 December 2003 the Police Service had not published a General Order confirming the details of the tenure plan. This document, when available, is expected to include details on implementation.

The Police Service issued General Order 13/2003 on 25 April 2003, instructing police officers to wear name badges. Badges were issued in April and May of 2003. An audit on the wearing of name badges conducted by the Corporate Management, and reported in July of 2003, found varying interpretations of the Order. The audit suggested that the General Order should be reviewed to clarify whether the option of wearing a name badge should in fact be left to the sole discretion of individual police officers.



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

DCU Commanders are applying pragmatic solutions to complying with this recommendation, while continuing to ensure the adequate training of police probationers in basic policing methods and functions. By October of 2003 there were 655 positions allocated to neighbourhood policing throughout the 29 District Command Units. This number is subject to significant variance, as District Commanders seek to balance their resources between neighbourhood policing and response positions. This issue is further affected by the current availability of resources and a changing operational environment.

Recommendation 48: Patrolling on Foot

Patten Recommendation:

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

Lead Responsibility: Chief Constable/District Commanders

District Commanders surveyed were actively engaged in assigning foot patrols, with evidence that devolved authority is increasingly accepted and exercised by sector inspectors, sergeants and neighbourhood policing team members. The achievement of higher levels of police visibility is a key feature of compliance and monitoring will continue until stability and uniformity is verified. The Policing with the Community Implementation Plan provides DCU Commanders with guidance for the allocation of resources, taking security conditions into account. Visits to selected districts identified evidence of an active resource management process demonstrated by Commanders and their sector inspectors.

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 been completed. The process of local goal setting is established in the Policing with the Community Implementation Plan, released on 1 December 2002. A suitable structure for reporting is provided in the common template for District Policing Plans, published in hard copy and on the PSNI web site. However, many of the DCU plans evaluated in 2003/2004 did not include objectives at the sector level. This issue will be reviewed following an analysis of more recent District Policing Plans 2004/2005, which were

published on 29 March 2004. Despite the lack of a standard electronic recording system for problem solving, Urban Region maintains a cumulative revolving record of local projects by category, descriptive title and status. Finally, Regions are also directing the sharing of good practices between their district commands.

On 9 October 2003 the Police Service reported that there were 100 Neighbourhood Policing Teams operating, with 655 officers assigned to community beats dispersed across the 29 DCUs. DCUs also reported numerous established consultative relationships of all types. The re-assignment of neighbourhood policing team members to fill staff shortages in other areas, most notably in response policing and security duties, remains a concern.

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. A comprehensive training, education and development programme for crime analysts is in place. Time lines for funding and continuing development extend for 5 years. Training in the use of analytical products is included in the recruit training syllabus. The policy, structures and design of the training curriculum for the Beat Officers Course, aimed at neighbourhood policing team members, is complete. However, only 194 of a potential 300 candidates have actually completed the course. A Service Level Agreement with Training Branch has also not been completed.

Basic and advanced crime analyst training is well established. The initial training of front line police officers has been accomplished through inclusion in the Course for All. The Leadership for Life Programme is focussed on 'Problem Solving Leadership,' and will include learning and development around organisationally accepted problem solving models, processes and behaviours. This course will be offered to junior officers and managers, but a training schedule was not provided to the oversight team. The PSNI developed a standardised format for presenting crime and police performance information to District Policing Partnerships (DPPs) and community forums. Reports include DCU priorities and policing plan crime targets with initiatives, impact statements and assessment tools.

The Policing Board is currently reviewing the format and timing of statistics provided to the DPPs. Problem solving folders examined included evidence of neighbourhood policing team interaction with the analyst on community issues. The oversight team will continue to monitor this process due to its importance as an element of policing with the community. Finally, beginning in November of 2003 the PSNI's Crime Analysis Centre began the staffing of 18 crime analyst



positions, eight of which are designated for civilian staff, to be dedicated to working on organised crime and related security threats.

Recommendation 51: Attendance at Police Training Courses

Patten Recommendation:

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

Lead Responsibility: Chief Constable

The Independent Commission noted that problem solving was not something that the police could do alone, and that community partnerships and liaison were essential. As individual beat officers would be called upon to attend District Policing Partnerships (DPPs) meetings to discuss difficult problems, the Independent Commission recommended that DPP members also be able to attend police training courses in problem-solving techniques. There is a provision for including DPP members in training initiatives. Consistent with the PSNI's new Public Observation Policy, all members of the Learning Advisory Council were invited to attend certain police training sessions.

In addition, a number of community leaders and representatives of public, private and voluntary sector organisations attended problem solving orientation sessions at District Command Units as part of the Police - Community Relationships programme. The Policing Board continues to focus on providing training for members of DPPs, and is directing a programme to orient and inform appointed members and their local managers regarding means of involvement with DCU Commanders and police personnel.

▶▶ **policing in a peaceful society**



A. Chapter Summary

Background

The Independent Commission made several recommendations covering the appearance of police stations, appropriate types of patrol vehicles, and the need to increase devolved authority to District Commanders. In addition, recommendations included those 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 would require.

Progress and Accomplishments

The Police Service, with recruitment and selection assistance from Grafton Recruitment, has demonstrated steady progress in employing Station Enquiry Assistants (SEAs) to replace police officers previously assigned to enquiry and receptionist duties. As of 31 December 2003 approximately 86 SEAs had been selected. The Police Service has reported that they will now transfer an equal number of police officers to operational duties. As of 31 December 2003, the Police Service was in the process of preparing a revised business case for the NIO in order to obtain funding to begin Phase 2 of this initiative and recruit an additional 123 SEAs. As of April 2004, the business case is described as being in the Treasury process

As noted in previous oversight reports, considerable progress has been made in substituting regular patrol vehicles for Armoured Landrovers (ALRs) and increasing the number of ALRs placed in strategic reserve depots. As of 31 December 2003 the percentage of ALRs in reserve depots stands at 45%, whereas in May of 2003 only 41% had been placed in reserve. The Police Service also recently took delivery of 227 new police vehicles, and has requested funds to purchase 100 additional vehicles over the next three-year period.

Areas of Concern

As of 31 December 2003 the oversight team had still not received a comprehensive estate strategy for the design and construction of new police stations, or for the renovation of existing stations. In November of 2003 the Police Service concurred with the need for a comprehensive estate strategy, and the Chief Constable directed that a fundamental review of the police estate take place. The lack of a comprehensive estate strategy has limited the full implementation of related recommendations, for example those dealing with station closures, the optimum number of DCUs and custody suites, de-fortification and CCTV.

With several exceptions, the vast majority of the 126 operational police stations across Northern Ireland continue to present fortress-like and forbidding exteriors. Progress has been made on improving several enquiry offices, but the remaining interiors surveyed do not constitute good working environments for police officers and other employees. Although it is acknowledged that the Police Service must provide as much public access to policing services as possible, the above concern is compounded by the high number of police stations with very limited opening hours for public callers. Many of these same police stations are simultaneously designated for the renovation of their enquiry offices.

As noted in our Report No. 9, released in December of 2003, Gough Barracks has not been closed as recommended by the Independent Commission. Although initially closed by the Police

Service along with two other holding centres, it was nonetheless used temporarily to house terrorist suspects on three separate occasions in 2003. The Police Service now designates Gough Barracks as a "mothballed" detention facility, meaning that it can be re-designated as a holding facility on short notice should the facility at Antrim be unavailable. This is not in compliance with the recommendation of the Independent Commission.

Future Directions

Oversight evaluations will continue to assess and confirm that Station Enquiry Assistants are being employed to release police officers to operational duties. In addition, the oversight team will look for progress on the development of a comprehensive audit or strategy for the police estate. The oversight team will also monitor any change to the status of Gough Barracks as a holding facility for terrorist suspects.

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

As of 31 December 2003 the Police Service did not have a comprehensive estate strategy which includes among other things short and long range plans, timetables, costs and proposed financing for the design and construction of new police stations, or for the renovation of existing police stations. A close examination of the plans and documents submitted to date by the Police Service highlights the need for a new, comprehensive estate strategy. The Police Service agreed with this view, and in November of 2003 the Chief Constable directed that a fundamental review of the police estate take place, and that a senior command officer be tasked to develop and submit a new strategy.

As noted above, several issues need to be resolved by the NIO, Policing Board, Police Service and the communities involved, before an estate strategy could be considered comprehensive. For example, the Master Programme List, dated September of 2003 and provided through the Estate Services Business Unit, identifies 43 police buildings for major and minor renovation. The Master List includes four stations that are also on a separate list for closure however, which calls into question the rationale of investing limited renovation funding in police stations that are also recommended for closure. In addition, other police stations that are not recommended for



closure, are nonetheless operationally closed, with only security guards present to discourage vandalism. A further review of the Master List of 43 stations proposed for renovation reveals that 18 stations, or 42%, are presently designated as having "limited" opening hours. Of the 126 operational police stations identified by the Police Service, only 55 stations are open to the public during normal business hours.

The Police Service has made progress in the renovation and re-branding of several enquiry offices, making them more welcoming and accessible to the public. The Police Service has also built two new police stations using new impact resistant design standards, with a further two under construction. As previously reported by the oversight team, improving the appearance of police stations will generally support other policing objectives, including community involvement, policing with the community, employee morale and recruitment drives for police officers and civilian staff.

The Independent Commission also recommended that civilian staff replace police officers who are performing enquiry and receptionist duties. The Police Service progressed this recommendation by initially selecting 34 civilian station enquiry assistants (SEAs) through a process of internal trawl. In addition, a successful contract with Grafton Recruitment has identified 52 candidates from outside the Police Service for SEA posts, for a total of 86 new SEAs. The merit list provided by Grafton for Phase 1 of this process will allow the employment of an equal number of Catholic and other than Catholic candidates. The necessary training programme for new SEAs has been established and is underway. There are also policy statements in place that direct DCU Commanders to transfer police officers who are replaced with SEAs, to patrol or investigative duties. Further evaluation and verification will determine if new SEAs are actually used to replace rather than augment police officers currently assigned to reception and enquiry duties.

The NIO provided funding to employ the 86 SEAs selected to date. The Police Service then submitted a second business case to the NIO, to fund an additional 123 SEAs. This was returned by the NIO on 19 November, due to the need for certain areas and issues to be clarified before further funding could be approved. Further funding for SEA positions is now on hold pending the approval of a revised business case by the NIO. The Police Service provided documents that described how 60 to 94 of the 260 total SEA positions would be distributed among the various DCUs. As of 31 December 2003 a timetable for staffing all of the 260 SEA positions had not been received by the oversight team.

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

The devolution of decision making authority away from Headquarters and to DCU Commanders was one of the key aspects of the change programme recommended by the Independent Commission. The ability of Commanders to manage their own budgets and assign finite resources based on the particular policing needs of a DCU was crucial to the evolution of a more adaptable and responsive policing service.

The District Policing Partnerships operating in 28 out of 29 DCUs now provide Commanders the means for consulting and analysing problems with the local community. Interviews with several Commanders in December of 2003 indicate that there remained some uncertainty regarding the specific expectations of Headquarters' once an authority had been devolved to the DCU level. The lack of a full complement of managerial administrative staff further exacerbates this situation.

Differences between static and mobile patrols have now been satisfactorily defined, and the Police Service intends to develop more written definitions regarding specific devolved authorities. Also under consideration is holding an internal workshop to review and discuss devolved authority at the DCU level. Both should resolve any misunderstandings and uncertainties that remain, and results will be monitored during upcoming oversight visits (see also Recommendation 76).

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

The Police Service has completed painting the word "Police" on the sides of all Landrovers, has developed a plan for the movement of Landrovers to reserve status, and is making considerable progress with substituting Armoured Landrovers (ALRs) with regular police vehicles. For example, during the period between April and November of 2003 the Police Service took delivery of 227 new police vehicles. Budget requests for the next three fiscal years (2003-2006) will include a line item seeking a further 4.6 million pounds for the purchase of 100 additional police vehicles.

The Police Service continues to make progress moving ALRs to strategic reserve. For example, in 2001 the Police Service had set itself a target of having 50% of its ALRs, or 225, in reserve depots. By late December of 2003 it had achieved just under target, 45%. By November of 2003 only 79 ALRs remained assigned to station patrol duties, a 30% reduction from April of that year, when 113 ALRs were in used in regular patrols. Between April and November of 2003, the number of ALRs assigned to reserve depots rose from 117 to 203, an increase of 73%. The remaining 168 ALRs are presently assigned to Tactical Support Groups, Specialist Support Branch and Training Branch, or are in workshops for repair.



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

The Police Service has provided a plan to reduce its dependence on the Army for support, as well as a description of the areas or circumstances where the army provides support to police officers. In the Policing Plan 2003 - 2006, the Policing Board and the Police Service announced the objective of examining ways to reduce police dependence on military support. Interviews conducted in December of 2003 indicated that an agreement is being developed between the Army and the Police Service that outlines the level of future support the Army will provide. These will be evaluated and verified by the oversight team when they are released. Although an improved security environment would reduce or eliminate the need for support from the Army, the Police Service will continue to require support when investigating bomb or other explosive type incidents.

A review of statistical reports provided suggest that there has been a significant reduction in the number of Army patrols sent out in support of the Police Service. The oversight process will continue 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

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. Evidence provided included extensive data on Army assistance during public order incidents. The Army has retained its capacity to provide support for the police (see also Recommendation 66). Oversight has now proceeded 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

The Terrorism Act 2000 stipulates that, depending on the security situation, the Secretary of State can phase out special powers specific to Northern Ireland.

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

The Police Service implemented this recommendation by distributing General Order 37/2001, The Terrorism Act 2000, Human Rights and Monitoring Issues, and conducting the necessary audits to ensure its successful implementation. The Police Service has provided quarterly statistical reports that cover actions taken by police officers under powers granted in the Terrorism Act. A review of these reports over a three year period shows some inconsistencies in application, and a general decline in the use of emergency powers.

For example, between April and September of 2003 the number of persons stopped and searched under section 84 of the Terrorism Act 2000 was 1,085. This represent a 53% drop from the same period in 2002, when the number of persons stopped was 2,307. For the same periods, the number of persons stopped under section 89 of the Terrorism Act dropped by 63%, from 1,778 to 654. In addition, the Police Service reported that no public complaints regarding the use of emergency powers have been received.

Finally, as of 31 December 2003, an administrative review of stops, searches and other actions taken under emergency powers, and appropriate follow-up or corrective measures, had not been conducted.

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

Although the three holding Centres were originally reported as closed, Gough Barracks did not remain closed as recommended by the Independent Commission, and as agreed to by the Police Service. Although initially closed along with holding centres at Castlereagh and Strand Road, and reported as such, Gough Barracks was used to temporarily house terrorist suspects on three different occasions in 2003. The Police Service reported that this was due to a lack of detention space at other designated holding centres on the dates required.

The Police Service now describes Gough Barracks as a "mothballed" facility which stands ready for use at short notice. During the three incidents of use in 2003, custody visitors were not given the legal authority to conduct inspections of terrorist suspects at Gough Barracks, as they would be permitted to at other facilities. A protocol has now been established to obtain a designation from the Secretary of State on a case-by-case basis, prior to any future use of the detention facility at



Gough Barracks. Future designation will include a provision allowing custody visitors to inspect and visit persons detained at Gough Barracks while it is in use. As this recommendation currently stands, it does not meet the intent of the Independent Commission.

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

The Independent Commission's recommendation that video recording should be introduced into PACE custody suites, to ensure equality of treatment for detainees, was presented in 1999. As of 31 December 2003 video recording or CCTV has been installed in just four out of 22 custody suites. The necessary operating instructions for the use of CCTV have been adopted by the Police Service and are currently in use at Antrim and the three other custody suites where CCTV has been installed. The Police Service reports that the NIO has not approved a business case for the installation of CCTV in the remaining 18 custody suites, at a cost of approximately 10 million pounds. The NIO has declined to fund further CCTV projects until the Police Service decides on the number and specific locations of the custody suites necessary to support the operational needs of the Service. Therefore, this recommendation cannot be fully implemented until the number and location of the suites has been decided. A decision on the number of super and regular custody suites must be coordinated with proposed new builds and major renovations to maximise use of limited funding (see also recommendations 52, 53 and 92).

Nevertheless a recent plan developed by the Police Service for the operation of 18 custody suites was sent to senior staff for review and approval and a final decision on the number and location of custody suites has recently been made. The Police Service reports that 4 super suites and 13 designated stations have been decided. This information will be verified and the issue monitored during future oversight evaluations.

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

During the most recent evaluation the oversight team was able to confirm that unannounced inspections had been occurring as intended. The Policing Board continues to review monthly reports submitted by the lay visitors. The answer to a pending legal opinion will permit the issuance of a complete set of guidelines for lay 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

This recommendation has not been implemented. The Chief Constable reviews the recommendation twice yearly, on 1 April and 1 October, and issues a determination to the Oversight Commissioner regarding the security situation. The Chief Constable reported that, as of October 2003, the security situation had not yet reached the peaceful environment envisaged by the Independent Commission, which would permit the implementation of this recommendation.

▶▶ public order policing



A. Chapter Summary

Background

The Independent Commission recognised that the public order policing experience of Northern Ireland's Police Service differed significantly from that of any other police force. It therefore saw the need for research into alternative tactical and strategic ways with which to address recurring public order situations. In addition, the Independent Commission made several recommendations that covered the role of the army, the establishment of a parade partnership and marshal training, and for identifying equipment that might be utilised by the Police Service to better deal with public order situations and other emergencies.

Progress and Accomplishments

The Government has published further research on its attempts to find an acceptable, effective alternative to the Plastic Baton Round (PBR). Based on research already completed, six vehicle-mounted water cannon have been purchased and delivery will be completed in the summer of 2004. The current evaluation and testing by the Steering Group of two new devices, the Attenuating Energy Projectile and the Discriminating Irritant Projectile, as possible options for a commander to have at his/her disposal also demonstrates progress toward successful implementation of Recommendations 69 and 70.

The NIO, Policing Board and Chief Constable have fully and successfully implemented Recommendations 71, 73 and 74 covering the use and reporting of the PBR by the police during public order situations. Evidence and documents have been obtained that satisfy all related performance indicators as listed in our Report No. 2, released in September of 2001.

Areas of Concern

Although the Steering Group has published four research reports (the fourth report released in January of 2004) the previous target dates for a decision on an alternative to the baton round, and for completion of further research, have lapsed. It is important that the Government and the Police Service conclude the research and make a determination on the implementation of alternatives to the PBR, in a timely manner.

Future Directions

Oversight will monitor progress on implementing recommendations related to the approval of parades, and on finding an acceptable alternative, or alternatives, to the Plastic Baton Round.

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

Documentation on the level of military support to DCUs between 1 October 2002 and 31 August 2003 was provided. This covers support and deployment for bomb or explosives incidents, public order and military patrols assisting the police. The total military commitment to Northern Ireland over the past four years has steadily decreased, from 18 battalions in 2000 to 14 battalions in 2003. The Police Service reports that for the summer of 2003 fewer public order units were made active and for shorter periods of time.

The Police Service has progressed this recommendation by developing a comprehensive plan outlining policies and procedures to be followed in public order situations associated with contentious parades and protests (see also Recommendations 58 and 59). The peaceful annual parades at Drumcree, Co. Armagh and in Derry/Londonderry in 2003, among others, illustrate the Police Service's (and the communities) ability to deal effectively with potential public order situations.

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 organisers should provide their own marshals, and the organisers 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

Evidence has been provided demonstrating ways in which the Police Service cooperate with parade organisers to facilitate the use of marshals, and to work with parade organisers and/or neighbourhood representatives in the planning of parades. The Police Service has been encouraging organisations applying for permission to hold a parade to have trained marshals in attendance. Two General Orders now require the recording of police efforts to work with parade organisers and/or neighbourhood representatives during the parade planning process.

With regard to the requirement that all parades include trained marshals, the NIO reports that 700 parade marshals have been trained over a two-year period. The Government remains committed to having parades regulate themselves, and would prefer to continue with its current approach of dialogue and persuasion, rather than adopting a more prescriptive role.

As of 31 December 2003 neither Government nor the Parades Commission had initiated the creation of organisations specialising in mediation and also in deciding on disputed marches, as had been recommended by the Independent Commission. The NIO advises that no action on these issues will take place until 2005.



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

In December of 2002 the NIO Steering Group formed to conduct research on a broad range of public order equipment, released its third report entitled: "A Research Programme into Alternative Policing Approaches towards the Management of Conflict". This report, like the previous two, is well written and researched, and is comprehensive in its coverage of known less-than-lethal devices available to policing organisations. The Steering Group's fourth report was released in January of 2004, however as this is beyond the deadline for documentation, a further assessment of this report must await the upcoming oversight evaluation. If the Independent Commission's recommendations are to be dealt with in a timely manner, it is important that the Government works toward developing a definitive time line for reaching a final decision on a possible alternative to the PBR.

Six vehicle-mounted water cannon specifically designed for use in Northern Ireland have been purchased. Delivery will be completed by the summer of 2004. Research current as of 31 December 2003 showed one of the two vehicles already delivered and now operational. The Police Service has prepared operational policy and guidance for the deployment and use of the new water cannon vehicle. This policy has been validated in order to ensure compliance with the provisions of the Human Rights Act 1998, the UN Basic Principles on the Use of Force and Firearms and the UN Code of Conduct for Law Enforcement Officials. A favourable statement on the bio-medical testing of the water cannon, by the Subcommittee on the Medical Implications of Less-Lethal Weapons, had not been provided as of 31 December 2003.

The previous decision by the Police Service to issue individual CS spray has not been implemented, as internal guidelines governing its use are still in the review and consultation phases. As noted by both the Policing Board and Police Service, the hand-held CS spray will not be purchased and introduced as an alternative to the PBR, but as a piece of personal protection equipment carried by all police officers during regular police activity, as well as to members of Tactical Support Groups. Oversight has proceeded to the evaluation and verification phases.

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

Documents addressing all relevant performance indicators have been provided, and the NIO, Policing Board and Police Service have successfully implemented these recommendations. As noted in previous oversight reports, the way in which the Police Service has operationally addressed the deployment and use of PBRs has improved considerably. This is highlighted by the fact that no PBRs have been discharged since September of 2002. Police officers now have access to strictly controlled baton gun training, the number of police officers authorised to use the baton gun is restricted, and protocols are now in place which clearly delineate the deployment of baton guns. Each incident of PBR use is now reported immediately to the Police Ombudsman, which provides for both transparency and police accountability. The policies and guidance adopted by the Police Service for the use and deployment of the PBR have a legal foundation and are clearly expressed. The Police Service notes that the policy and guidance is available to the public. Accessibility will be confirmed during future oversight evaluations.

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

As noted in our previous reports this recommendation has been implemented. Verification that identification numbers have been adopted will be ongoing.

▶▶ management and personnel



A. Chapter Summary

Background

The Independent Commission called for extensive change to the management style of the Police Service, including devolving authority to district levels, enhancing the internal accountability structure, reducing lengths of tenure in specialised positions such as public order and security duties, and a more comprehensive sickness absence programme. Further recommendations proposed a rigorous programme of civilianisation to release uniformed police officers for patrol duties, as well as various other efficiency measures.

Progress and Accomplishments

Corporate Development produced a [Handbook for Planning](#), a practical guide for the preparation of departmental, regional and district-level policing plans. A performance management model ensures the integration of the National Intelligence Model and financial planning into the Annual Policing Plan. Together these management tools enable ongoing tracking and audit of the annual planning process. This is a major step forward towards the goal of an integrated planning process.

Corporate Development is responsible for general audits. This initiative is in the early stage of development but the importance of ongoing review throughout the change process cannot be overstated. With accountability for ongoing operations and administration vested in Regional ACCs and in departmental heads at Headquarters, the corporate audit process provides a focus on the evaluation of systemic issues. In addition, the Policing Board and the Police Service are in the process of a Best Value review as described in the 2003-2006 and 2004-2007 Policing Plans. The Board has requested that the review be carried out by HMIC during March of 2004.

Annual performance evaluations of DCU Commanders are conducted by Regional ACCs in May and October. Ongoing consultation among Commanders ensures consistency of content, tone and format. Reviews are comprehensive and including financial accountabilities. The Policing Plan 2003-2006 commits the Police Service to developing better systems of activity-based costing. This will provide greater precision in budgeting and evaluating as financial devolution proceeds. Both Regions share good practices among DCUs.

The Office of the Police Ombudsman and the Police Service's Internal Investigations Branch (IIB) are now agreed on the means and method for sharing and distributing basic information on public complaints against the police. An electronic link for communication between the Ombudsman and IIB was established in December of 2003. DCU Commanders now receive statistical information to enable the tracking of public complaints against individual officers as well as the identification of complaints trends. Complaints statistics are also made available to the public through the Ombudsman's website.

A system for conducting intelligence-led integrity checks on individual police officers is in place and is functioning. The main features of the Police Service's integrity strategy are also contained in the curriculum of the Leadership for Life programme, aimed at all junior and middle managers. These presentations involve review of the policy, but the greatest emphasis is placed on scenario and simulation learning modules. IIB staff collaborate with Training Branch in the inclusion of integrity material in all first-line manager courses. Similar messages relating to integrity and integrity testing are inserted in police bulletins to DCUs as well as in Weekly Orders.

The Policing Board endorsed a new tenure policy on 1 October 2003. The final step in the process requires the issue of a General Order, including an implementation schedule. This policy is designed to mitigate against police officers becoming overly specialised in one area, thus losing the capability to undertake core policing duties throughout their career. Vacancy bulletins currently refer to issues of tenure, and the new appraisal system includes the identification of officers approaching the end of their tenure limit. Work towards moving the appraisal process to an electronic format is progressing.

Areas of Concern

Devolution of responsibility and authority to DCU Commanders is well advanced with regard to operations, financial management and aspects of human resource management, although work on some areas has not been completed. These include a clarified transitional policy, Service Level Agreements in specific areas, and as yet no functioning Early Warning or Officer Performance system for employees. For instance, a transitional policy issued in 2001 affords DCU Commanders the authority to deploy personnel within their district, within limits previously laid out. However, these terms are not specified in detail, and new Commanders should have the benefit of unambiguous authorities clearly sanctioned by the Chief Constable.

Despite progress on the management of complaints against police resulting from increasingly effective coordination between the Police Service and the Office of the Ombudsman, internal policy to provide guidance to Commanders for the management of tracking information has yet to be promulgated through a General Order. Although trend information is now made available to DCU Commanders, the nature of the tracking system among other things means that complaints information may be up to six weeks old.

The new performance appraisal system recommended by the Independent Commission was implemented in April of 2003. Senior police officers and civilian staff are primarily responsible for ensuring compliance. By December of 2003 the compliance level, in other words the degree to which appraisal forms are submitted as intended, was approximately 60%. Given the critical role this system is intended to play in the management of the Police Service's human resources, a 60% compliance level does not represent an auspicious beginning. Human Resources Directorate is currently undertaking a structural review of the initial appraisal cycle.

Sickness absence statistics reflect a positive trend for all categories of police officers over a twelve month period. Nevertheless a late rise in sickness absence among civilian staff is cause for some concern as is a possible levelling of the rate of decline in the sickness levels for regular police officers. With a comprehensive sickness management system now established, the Police Service is focussing on root causes of illness, with a view to obtaining a better understanding of the problem and isolating features or root cause, including economic influences that are open to solutions. There will be a parallel review of casual absence practices. The time occupied in administering recommendations for disability pensions remains a source of concern. Personnel Officers in each DCU are charged with assessing progress and advising Commanders of problems and possible solutions. Accountability reviews by Regional ACCs are calculated to have a positive impact on performance.

The Policing Plan 2003-2006 includes an extensive programme of civilianisation, with the aim of



replacing approximately 650 police officers with civilian staff before April of 2005. Success depends on identifying supplementary funding for 300 posts, achieving more efficiency by converting another 350 posts, and recruiting the required number of appropriate staff. Human Resources developed a plan to convert 210 Station Enquiry Assistants in two phases. 47 Holmes Indexers, 15 Transport Coordinators and 48 Belfast Regional Committee Controllers were also included in the plan, for a total of 320 civilianised posts by December of 2004. A bid for Patten non-severance funding for 300 posts was submitted to the Government.

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

The Policing Board continues to monitor the change management programme through progress briefings from accountable officers on a pre-determined schedule. Corporate Development produced a Handbook for Planning, a practical guide for the preparation of departmental regional and local policing plans. Content deals with policy, planning and performance. In addition, there is a performance management model to ensure the integration of financial planning and the National Intelligence Model into the planning processes for the Policing Plan. When fully executed, this process will ensure an integrated planning process that is considered vital to management performance.

The Government has established a method for evaluating the performance and development of Chief Police Officers, with provision for the assessment of Deputy Chief Constables and Assistant Chief Constables through the establishment of personal objectives and a personal development plan. This includes an in-year self-assessment and review process. The ACPO competencies employed include a factor for 'openness to change', however the adoption of this process by the Police Service was not as yet confirmed.

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

A transitional plan authorised by General Order 13/2001 affords DCU Commanders the authority to deploy personnel within their district. This document has not been supplanted by definitive

policy governing a Commander's authority for resource allocation. Business Managers have been designated for all 29 DCUs. Fifteen were in post by November of 2003. A further four candidates were scheduled to join by late January of 2004. Positions not occupied by permanent civilian business managers are filled by persons in an acting capacity awaiting completion of staffing actions. 22 of 24 Personnel Officer positions have been filled, with offers out to remaining candidates. The complement of staff support in DCUs may vary as the Police Service explores opportunities for the administrative amalgamation of smaller DCUs, or 'brigading', for the purposes of efficiency.

Finance Directorate operates a continuous consultation and feed-back system to identify problems and seek solutions. Financial management is a factor in the current appraisal system for Commanders. Assessment of effectiveness is on-going through scrutiny of monthly management reports. The Policing Plan 2003-2006 commits the Police Service to developing better systems of activity-based costing and these, together with the further expansion of devolved budgeting, will provide more precision in budgeting and evaluating in future years.

Service Level Agreements are in place to govern the relationship and respective responsibilities of DCU Commanders and Finance Directorate. There is no existing Service Level Agreement applying to staffing issues between Human Resources and DCUs. ACCs for Urban and Rural Regions advise that the Police Service continues to strive for the proper balance of authority and accountability between Headquarters, Regions and DCUs. Regional ACCs meet every four to six weeks to review organisational and 'corporacy' issues (see also Recommendation 54).

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

General Order No. 8/2003, dated 9 April 2003, introduced the new Annual Performance Review. The new appraisal system represents an intensive ongoing assessment of an officer's performance throughout the year. Each individual's personal role is defined and the appraisal tailored to his or her post, with performance measured within that role. Nine core elements are used to assess an officer's performance, including an awareness of and respect for human rights, and the objectives agreed to are designed to be in line with local policing plans.

However, by 31 December 2003 only 60% of returns were in. As pointed out by the Independent Commission in 1999, if the system is to work properly it will require the commitment and effort of both police officers and line managers. While pursuing late submissions, Personnel Branch is conducting a structural review to identify any skills gap in content or execution, in order to make changes for the next annual cycle. Work is also proceeding to move the process from hard copy to electronic format. The system is designed to function with devolved responsibility to Regions,



DCUs and Headquarters departments. The structural review is being undertaken by Personnel Branch, which will report its findings in 2004.

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

Annual performance reviews are conducted by Regional ACCs in May and October. The first cycle was conducted in October and November of 2002. Regional Commanders are provided with a common template with quantifiable measures for reviewing performance, a format developed with the assistance of Analytical Services. A common rating system is evolving, based on research conducted by the Home Office. They are consulting together to ensure consistency of content, tone and format. Urban Region maintains a cumulative updated record of local problem solving projects by category, descriptive title and status. Both Regions are ensuring the sharing of good practice information between District Commanders.

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

Trend information on complaints against police officers is available to DCU Commanders through an automated management system. Complaint statistics by DCU, including complaint outcomes, are now available to the public on the Police Ombudsman's web site. Agreement has been reached between the Ombudsman and PSNI with respect to the method whereby information on complaints against individual officers will be reported monthly, and disseminated to District Commanders. The Ombudsman also looks into civil actions brought against police officers. The Policing Board has published a Human Rights monitoring plan that will include procedures for communication between the Ombudsman, the Policing Board and District Policing Partnerships.

Guidelines were distributed to DCU Commanders describing a procedure for tracking police officers who were the subject of three or more public complaints over a 12 month period. The guidelines also spelled out management options for appropriate action. Before these guidelines can meet the criteria for publication as a General Order, additional consultation and refinement are needed. Information provided to police managers is limited to complaints, internal discipline and civil claims for management purposes. Not listed are other types of indicators, such as personal or performance problems, indebtedness, police or civilian motor vehicle collisions, as are taken into account in model Early Warning or Officer Performance Systems.

Discussion on the provision of more explicit complaints detail is continuing with the Ombudsman. Information and Communication Services has allocated funds for a more comprehensive case management system. Specifications clearly note the requirement to support the Independent Commission's recommendations in this regard. Outsourcing is anticipated, and the monitoring of progress will continue.

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

The Professional Standards Committee approved an Integrity and Professional Standards Strategy on 7 May 2002. Internal Investigations Branch (IIB) is responsible for intelligence-led integrity tests that would deal with suspected wrong-doing. This approach was endorsed by the Professional Standards Committee, the Superintendents Association, the Police Federation and the Policing Board. A detailed work plan was devised to implement the strategy. Quality service tests are the responsibility of Corporate Management. The Police Ombudsman is represented on the Professional Standards Committee, and senior staff of both the Ombudsman and the Police Service meet regularly to identify and resolve problems.

A directive describing random checks was distributed to all police officers. Notice of random checks, along with an explanation of purpose, is included in the curriculum of the Course for All and the Beat Officer's Course. A joint information session was held between the Ombudsman and IIB to inform DCU Commanders of emerging integrity issues, and the respective roles of the Ombudsman and IIB. The conference was also addressed by the Chair of the Policing Board. The main features of the Police Service's integrity strategy are integrated into the Leadership for Life programme's curriculum, aimed at all junior and middle managers. Other messages pertaining to integrity were inserted in circulars to DCUs, and Weekly Orders publish information on integrity testing and the interviewing of police witnesses. A number of random quality of service checks were completed in the five weeks preceding the most recent oversight evaluation on December of 2003.

An independent agency is contracted by the Policing Board to conduct surveys on public confidence. A Community Attitudes Survey was carried out by the Policing Board in 2003. This included a section on community perceptions of the police, with the results subsequently published. These surveys are a regular function of the Policing Board. IIB provided documentation stating that all new supervisory level 1 leadership programme candidates, both police and civilian, receive training with a complete demonstration-based model for supervisory responsibility. IIB now also collaborates with Training Branch on all courses for first line managers. Responsibility for random checks on an organisational basis falls within the scope of the PSNI Best Value and Continuous Improvement model, part of the overall mandate of Corporate Services.

Activity reports on the work plan are submitted to the Professional Standards Committee. The



DCC has regular oversight over the Integrity and Professional Standards Strategy. The Change Management Team of Corporate Planning is responsible for audits. No audit of the Branch has been conducted to this point. The Complaint Monitoring Committee of the Policing Board has been replaced by the Human Rights and Professional Standards Committee. This committee will be regularly briefed by the DCC supported by IIB.

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

The Police Service's Code of Ethics was issued to all police officers in February of 2003. The Code establishes ethical expectations and serves as the basis for internal discipline. Among the issues addressed in the Code are: professional duties, police investigations, privacy and confidentiality, use of force, detained persons, equality, integrity, property, fitness for duty and duty of service. A policy on gifts and gratuities is currently under development. Provision for administrative dismissal is contained in the Unsatisfactory Performance Regulations 2000.

Two police officers have been administratively dismissed under this legislation. Incoming appraisal reports are screened for unsatisfactory performance. Service reviews are underway in over 100 cases. Monitoring of this Regulation's implementation is ongoing. This issue will also be the subject of a review between the Police Service and the Policing Board in April of 2004.

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 with this recommendation has been completed. The tenure policy and implementation plan developed by the Police Service were endorsed by the Policing Board on 1 October 2003 and subsequently by HMIC on 9 October 2003. The policy and proposed implementation plan also address the Independent Commission's relevant recommendations.

The policy sets objectives for the length of time police officers spend in particular postings by category, and underpins the career management policy for officers up to the rank of Inspector. The policy also forms part of the Police Service's overall Human Resources Planning Strategy as well as the Training, Education and Development Strategy.

The tenure policy will ensure that officers do not become so highly specialised that they lose their ability to serve in other core policing areas throughout their career. Vacancy bulletins currently refer to tenure of post limitations, and the appraisal system includes the identification of officers approaching the end of their tenure category. A devolved management control system is also

described in the draft General Order, which awaits signature by the Chief Constable and promulgation across the organisation.

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

Targets established for the reduction of sickness absence for police officers, including members of the Full Time Reserve (FTR), were 18.5 days per officer by the end of 2003/2004, and down to 17 days by the end of 2004/2005. Quantitative targets have not been set for the Police Service's civilian employees. Cumulative monthly reports for the period January to December of 2003 reflect an annual sickness absence level of 15.11 days lost per regular police officer; 23.74 days lost per FTR member; and 14.88 days lost per civilian employee. On a rolling 12 month basis the combined rate of days lost per police officers was 19.24. The final tabulation for 2002/2003 was 20.14 days lost per police officer, and 15.95 days for civilian staff.

With comprehensive sickness absence policy now in place, the Police Service will focus on obtaining a better understanding of some of the background problems leading to sickness absence, and isolating root causes that might be addressed specifically. Conditions such as days lost to maternity will be isolated and comparators identified with the assistance of public health authorities. There will be a parallel focus on pattern of casual absence.

Two full time psychologists were appointed and took up post in April of 2003. Their role is to identify preventative interventions that may reduce the risk of psychological morbidity in the workplace. The Police Service conducted a Health and Well-being Survey in 2003, the results of which are being tabulated. The survey includes a stress audit and is intended to shed light on health and psychological issues, and their effects on sickness absence.

The comprehensive Managing Attendance Policy for 2003 effectively informed all managers and supervisors of their responsibilities for managing sickness absence, including the availability of occupational health and welfare support. Each DCU now has a specific multi-disciplinary team responsible for all aspects of healthcare including employee support. This provides employees with a point of contact for advice or action on health care issues. Personnel officers at DCU level will be responsible for administering the policy and advising command staff and although not all DCUs have Personnel Officers in place, staffing should be completed by January of 2004.



Performance data on absenteeism has been applied to promotional competitions since November 2002. A more explicit policy to ensure this practice is followed in local selection processes has been developed and was published as General Order 31 of 2003 in August 2003. Finally, activity and trend reports on a full range of statistics are provided to the Chief Constable and the Policing Board quarterly for their monitoring and action.

Recommendations 87 and 88: New Police Fund, Funding for Widow's 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 organisation.

Lead Responsibility: NIO/Chief Constable

As reported previously, implementation of these recommendations has been achieved. The Northern Ireland Police Fund completed the first year of operation. A report of the independent auditor to year end 31 March 2003 was made available, together with documented Procedural Guidelines issued March 2003 and a Feasibility Study for creation of an automated data base covering the widows and disabled and their families. An Annual Report 2002-2003 was issued in August of 2003. Four sub-accounts were created for administrative purposes. These are the: Disability Support Fund; Bereavement Support Fund; Disability Adaptations Fund; Educational Bursary Fund. The Fund administrator has established a comprehensive array of client services and established partnerships with associated helping agencies.

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.

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

The Policing Plan 2003-2006 includes an extensive programme of civilianisation within the context of the Human Resources Planning Strategy. Among other observations and goals, the Planning Strategy estimates the potential replacement of approximately 650 police officers with civilian staff before April of 2005. Full implementation depends on a number of factors, including identifying the necessary funding for staffing the first 300 posts, achieving more efficiency using current staff, staffing of a further 350 posts, and ultimately the ability to recruit the required number of persons with appropriate skills.

The Police Service has developed a plan with targets and time lines to achieve the civilianisation of 200 posts. These positions include 130 Station Enquiry Assistants, 24 Holmes Indexers, 20 Communications Officers, 15 Transport Assistants and a range of other posts within the Criminal Justice Units. A bid for an additional 300 posts for funding under Patten non-severance was made to the NIO in February of 2003. Although consultation with the Police Service on its bid for funding continues, as of 31 December 2003 no decision had as yet been taken.

The Policing Board and the Police Service are pursuing an ambitious Best Value review programme, described in the 2003-2006 Policing Plan. The Board has requested HMIC to carry out a review of current Best Value arrangements, scheduled for March of 2004. This will support the work of the National Audit Office in reviewing the Best Value plan. In line with the Independent Commission's recommendations, the Police Service has contracted out a number of functions. The Independent Commission also recommended that in the process of contracting out, consideration be given to allowing police officers or civilian staff interested in continuing to provide those services as a private sector company to be bought out by management. In addition, the Independent Commission recommended that management buy-out contractors be offered a secure contract for at least three years, to enable them to establish themselves before having to



tender for renewal. As of 31 December 2003 the Police Service had not provided any evidence that this initiative was being pursued.

Finally, although the Independent Commission did not conduct a detailed audit of the police estate itself, it nonetheless felt that there existed considerable scope for the rationalisation of the police estate. The Independent Commission ultimately recommended that the Police Service undertake a comprehensive audit of the entire estate, include outside experts in the audit, and develop a strategy for achieving an effective and efficient estate in line with its evolving policing objectives (see also Recommendations 52 and 53, and related Areas of Concern).

▶▶ information technology



A. Chapter Summary

Background

The Independent Commission recommended an urgent, independent and in-depth strategic review of the use of information technology in policing. Ambitious and far-reaching 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

Although the Police Service and the Policing Board are concerned about the limited progress on achieving the challenging IT goals agreed to previously, substantial progress has been made on the original 'quick wins' strategy designed to benefit DCUs and Regions. The data communications network upgrade was completed on time and within budget, providing approximately 27,000 access points across the organisation as well as a secure data communications infrastructure connecting all PSNI locations. In excess of 5,000 common terminals are now in place. The Police Service's internal data network, or intranet, features e-mail, electronic calendars, an internal telephone book and access to operational reports and statistics. Crime Analysts throughout the organisation are using sophisticated programme and presentation tools in support of Intelligence Led Policing. Other enhancements are nearing implementation. While none of these improvements contribute directly to the goal of a fully integrated systems architecture, cumulatively they represent an important contribution to operational effectiveness and efficiency.

Areas of Concern

The original plan developed by the Police Service met the requirements for a fully integrated technology system readily accessible to all staff, and taking advantage of the best available analytical and communications systems. While the plan was endorsed with some reservations by the Independent Validator in August of 2001, a status report made by the Validator to the Policing Board in January of 2003 reported serious concerns about a lack of progress. The Validator concluded that there was no fundamentally different technical architecture being put in place than had existed previously.

The Police Service responded with a recovery plan that requires a major reorientation of the work programme and priorities. The original target date for achieving objectives was March of 2005. The Police Service advised the Policing Board that given new circumstances, the target date should be extended to August of 2006. The Police Service also informed the Board that approximately 65% of the original time line had elapsed, with approximately 25% of resources applied.

The Independent Validator met again with the Policing Board Finances and Resources Committee on 17 October 2003 and again early in 2004. He remained sceptical that the organisation possessed the capacity to bring the strategy back into compliance and advised that failing major changes as earlier recommended, PSNI should abandon its efforts and outsource implementation of the IT Strategy, creating a small but new, internal team to manage and monitor the project. This would still require hiring in new skills.

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

The Independent Validator's reports have clearly and precisely spelled out significant issues and barriers which prevent the full implementation of this critical recommendation. Also outlined in the reports are the corrective steps needed to restore confidence in the overall IT plan. Specifically, the Validator advised that:

- the Information and Communication Services (ICS) function needs to be overhauled and reorganised;
- the active and 'questioning' involvement of senior users be restored;
- the ICS Committee, chaired by the Deputy Chief Constable, needs to be re-established;
- the Police Service's often cumbersome decision-making process affects the speed at which changes in the IT area can be implemented.

Another critical need identified by the Independent Validator was that a project of this importance and magnitude required the highest levels of intervention and practical project support, particularly from the PSNI's most senior management team. The Police Service responded by developing a recovery plan that requires a major reorientation to the work programme and its priorities. The original target date for achievement of the Strategic IT Plan was March of 2005. The Police Service has since advised the Board given new circumstances, the target date must be amended and extended to August of 2006, in other words over one year late.

The Independent Validator met again with the Policing Board in October of 2003, and again early in 2004. He remained sceptical that the organisation possessed the capacity to bring the IT Strategy back into compliance. He further noted that the failure to achieve the major changes that had been recommended earlier meant that the PSNI should abandon its efforts, and outsource implementation of the IT Strategy. In essence, this meant creating a new but small internal team to manage and monitor the project, which would also require hiring in new skills sets. There was also a growing realisation that ICS as currently constituted was designed more for infrastructure support, with little capacity or expertise in the delivery of new projects.

The Police Service had proceeded with a rejuvenated governance structure, known as the Information Management Steering Group, which included senior decision makers from cross-disciplinary functions of the internal user community. Nonetheless, the Police Service's recovery



plan is ambitious, and among other things urges the greatest degree of internal support as well as an acceptance by all branches that the need for progressing the IT issue has now become urgent. The recovery plan includes the following elements:

- a new organisational structure that allows applications delivery to be managed separately from infrastructure support;
- the establishment of clear accountabilities for project delivery;
- the outsourcing of selected functions;
- an improvement of contract and supplier management skills;
- a substantial increase in the number of technical staff required to implement the strategy;
- an increase in the number of administrative staff required to establish a programme management office; and,
- to have the majority of new staff hired by September of 2004.

Conditions seen to be critical to success are:

- a substantial increase in ICS staffing levels with competitive benefits;
- the creation of new incentives to attract, motivate and retain qualified staff;
- a significant investment in staff training and development;
- more robust support from the Human Resources Directorate regarding an expedited and innovative hiring and promotion strategies, staff reallocation strategies, the engagement of temporary employees; and,
- clear and dedicated support from other stakeholders.

Although the recovery plan requires increasing ICS staff to manage the development applications, staffing needs would decrease following the completion of the main body of work.

Ongoing drivers for change are:

- the information management strategy is vital to the long term and continuing success of the principal recommendations of the Independent Commission;
- implementation of the Policing Plan, including policing with the community and crime suppression strategies, is critically dependent on timely, accurate and accessible information for front line officers, investigators, analysts, DCU Commanders, the Chief Constable and the Policing Board;
- an integrated management information system is vital to the concept of devolved authority and development of an informed policing culture aligned with community needs;
- the Police Service's commitment to comply with national and local initiatives including the ongoing Criminal Justice Review (i.e. the Causeway Project), European Schengen Convention issues, PITO and ACPO.

The effective implementation of the recovery plan is critical to the overall success of the IT initiative, regardless of whether this is achieved solely by existing PSNI staff or by resort to external expertise and assistance.

▶▶ structure of the police service



A. Chapter Summary

Background

The Independent Commission recommended restructuring to encourage and facilitate policing with the community, including de-layering of the operational command organisation and a slimmer structure for Headquarters. Recommendations also called for the significant delegation of authority to District Commanders, including control over a devolved budget and all police resources within their district. Particularly important was the proposal of an amalgamated command for Special Branch and Crime Branch, in order to improve the organisation's ability to deal with rising levels of violent and organised crime. Also recommended was 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

A transitional General Order provides authority for DCU Commanders to deploy their personnel within the DCU or command area. A costed Policing Plan 2003/2004 is also in place, and a Local Financial Management initiative was introduced across the PSNI on 1 April 2003. Devolved budget management now amounts to 81.5% of the total. The Police Service provided a handbook to DCU Commanders which included guidelines for the development of local plans in consultation with District Policing Partnerships (DPPs). A complementary performance management process was installed which included milestones and qualitative requirements. The first real opportunity to assess cross-organisational cooperative community goal setting awaits the examination of district-level components of the Policing Plan 2004-2007. During DPP meetings attended from May to December of 2003 DPP members were observed to demonstrate a keen interest in policing and in working with the Police Service. Community forums and other bodies also display an increasing commitment to developing partnerships with the PSNI.

The Police Service has made several organisational changes in an attempt to implement the Independent Commission's recommendations concerning Special Branch. Changes were made in April of 2001, with the placement of Special Branch and Crime Branch under the command of a single Assistant Chief Constable (ACC). Five months later, in September of 2002, the Police Service consolidated the two branches into Crime Department, with the former Special Branch's activities divided into Intelligence and Specialist Operations. In July of 2003 a further organisational change resulted in the creation of two new departments, Crime Operations and Criminal Justice, with Intelligence and Specialist Operations assigned to Crime Operations.

In November of 2003 the oversight team was provided with a basic plan explaining how the Police Service would now deal with implementing the remainder of the Independent Commission's recommendations on Special Branch, while also incorporating to the extent possible, recommendations made by other outside reviews (Crompton, Blakey, Stevens). The plan sets forth objectives and time lines and is recognised as a solid, good faith effort which addresses the Independent Commission's intent regarding Special Branch. The key will now be the plan's full implementation and the achievement of its intended results, which oversight will carefully monitor.

Since the release of the Independent Commission's report in 1999 the combined number of police

officers engaged in Intelligence and Crime Support, formerly the Special Branch, has decreased by approximately 21%. Since the re-designations of Special Branch into different component parts in September of 2002, the number of police officers assigned to Intelligence has been reduced by approximately 10%. The reductions have largely been the result of normal attrition.

In 1999 the Independent Commission also recommended that the Police Service should in future not include a Full Time Reserve (FTR), and that this should be phased out over time. In 1999 there were approximately 2,900 members of the FTR. As of 12 December 2003 this number had dropped to 1,659 members, including 1,631 assigned to Regions and DCUs. The Policing Board and the Police Service have agreed to an 18-month phase out of the FTR from April of 2005, the objective being to have the FTR fully phased out by the autumn of 2006. This will be subject to a security review by the Chief Constable. Nonetheless, the Police Service projects that by May of 2005 the FTR will be down to 333 members. These efforts demonstrate progress in implementing the Independent Commission's recommendations in this regard.

The Police Service also presented a plan to the Policing Board for the deployment of 2,500 members of the Part Time Reserve (PTR) in all the 29 DCUs. With the concurrence of the Policing Board, the Police Service engaged the Consensia Partnership in January of 2003 to begin a pilot PTR recruiting programme in four DCUs. Consensia received approximately 2,400 applications, 45% of which were from females and 19% from Catholics. The Police Service developed three training options for members of the PTR: a four-week full time course of study, evening classes, or a "blended learning" concept. Offers of appointment have been sent to 176 successful applicants, and it is anticipated that those accepting appointment will be assigned to their training courses in the spring of 2004. Applicants have been asked by Consensia to state their preferred training option.

Areas of Concern

A policy defining the responsibilities and authorities for human resource allocation and staffing had not been issued as of 31 December 2003. A transitional policy from 2001, General Order 13/2001, provided bridging between the Police Service as it was pre-2001 and the present, however this document does not definitively specify the role, authorities and limitations of authority that DCU Commanders are intended to exercise in the new, devolved organisational structure. The same concerns apply to the absence of definitive policy on the role and authorities of the two Regional Commanders.

Some evidence remains that not all DCUs are taking advantage of the devolved authority afforded by the Local Financial Management initiative, or are accessing the administrative support offered by both the Regions and the Finance Directorate. Ongoing accountability reviews and the dissemination and communication of good practices by Regional Commanders should help improve performance over time.

Reductions to the number of personnel assigned to Headquarters are proceeding. In April of 2000 the police complement for Headquarters, including members of the Full Time Reserve, stood at 2,071 posts. By November of 2003 this figure had decreased by 658, to a total of 1,413 posts. The Human Resources Directorate has reduced by 17 posts since May of 2001, despite absorbing added functional responsibilities. The Media and Public Relations Directorate has



reduced by 15 police officer positions. Many of the other reductions are attributable to severance and to natural attrition. At this point, the reductions in police positions at Headquarters have not resulted in a concomitant rise in the police complements of the DCUs.

The staffing of district-level Business Manager and Personal Manager positions has not been completed. By early November of 2003, 15 Business Manager positions had been permanently filled, and 14 positions were occupied on an acting basis. 22 out of 24 Personnel Managers were in place.

The new reorganisation plan provided in November of 2003 relating to the intelligence function and Special Branch has the potential to move the implementation of these recommendations forward at a greater pace. The Police Service reports that implementation is proceeding on schedule, a fact which will be verified during this evaluation visit. It must be noted that the five years it has taken the Police Service to reach this critical juncture is a concern in its own right, and the implementation of the recommendations on Special Branch has been slow and often problematical. Consequently, the actual implementation results will be monitored very closely during this and subsequent evaluation visits.

The NIO is continuing its negotiations with the Police Federation concerning severance arrangements for Full Time Reserve members. However, other plans to provide employment counselling, assistance and entitlements similar to those of regular police officers have not been finalised. The finalisation of these plans must be progressed to ensure that members of the FTR have ample opportunity to seek other employment before their employment contracts expire, particularly with other policing organisations, as originally recommended by the Independent Commission. In March of 2003 it was reported that redeployment of the FTR had begun, with no assignments to regular police officer posts. During the December 2003 on-site visit, the oversight team found that members of the FTR were still being assigned to regular police officer posts. This is considered problematic because of the eventual operational impact caused by the removal of FTR from regular policing duties. There is no evidence of a transitional plan to deal with this.

Finally, the four pilot sites selected by the Police Service in which to recruit Part Time Reserve members do not appear to meet the intent of the Independent Commission's recommendation, that PTR members come from areas in which there are currently few PTR members or none at all. While the Police Service's launch of the revised PTR programme is a success, three of the four pilot sites selected are in predominantly non-Catholic areas. In addition, the test sites do not meet the criteria of being areas where there are currently few PTR members.

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

A policy to define the responsibilities and authorities for human resource allocation and staffing had not been issued as of 31 December 2003. Transitional policy in the form of General Order 13/2001 provides bridging between the pre-2001 organisation and the present, but this Order does not definitively specify the role, authorities and limitations of authority of DCU Commanders in the new devolved organisational structure. All structural changes have been completed. The staffing of Business Manager and Personal Manager positions has not been fully completed however. By early November of 2003 there were 29 district-level Business Manager positions that had been filled, but 14 of these positions were being occupied by personnel on an acting basis, while permanent appointments were pending. 22 of 24 Personnel Manager positions were filled, with offers pending on the remaining two positions.

A Costed Policing Plan for 2003/2004 is in place. The Local Financial Management initiative was introduced across the PSNI on 1 April 2003. Devolved budget management now amounts to 81.5% of the total. Comprehensive Financial Management Training sessions on the new devolved financial system were introduced in February of 2003, and continued through September of that year. DCU Commanders are included in the process, and trainees have given the training sessions a high rating. Goals for local financial management are clearly outlined in the Policing Plan 2003-2006. Some evidence remains that not all DCUs are taking advantage of the devolved authority afforded by the Local Financial Management initiative, or are not accessing administrative support being made available by the Regions and by the Finance Directorate.

The Police Service provided a handbook to DCU Commanders containing guidelines for the development of local plans in consultation with District Policing Partnerships (DPPs). A performance management process was installed which included milestones and qualitative requirements. A limited number of local policing goals for the Policing Plan 2003-2006 were established in consultation with community forums. The first real opportunity to assess community goal setting across various consultative organisations and groups must await the examination of the district-level components of the Policing Plan 2004-2007. Contacts with DPP members and observation of DPP meetings provided clear evidence that DPP members and members of the public had a keen interest in policing. Other indicators cannot be satisfied until the DPPs have had an opportunity to work through an annual budget cycle, and an assessment in the Chief Constable's Annual Report 2003-2004 is issued. Further management review and evaluations will be accomplished through twice yearly ACC accountability sessions with DCU Commanders. The monitoring of these issues will continue.



Recommendation 97: Reorganisation of Police Headquarters

Patten Recommendation:

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

Lead Responsibility: Chief Constable/NIO

Reduction to the size of Headquarters is proceeding. In April 2000 the police complement (including FTR) for Headquarters stood at 2071 posts. As of November 2003 the equivalent total was 1,413 posts, a reduction of 658. The civilian complement of Headquarters decreased by 14 posts during the same period. Human Resources Directorate shed 17 posts since May of 2001, despite absorbing added functional responsibilities. Media and Public Relations Directorate surrendered 15 police posts without replacement. Many of the other reductions are attributable to severance and natural attrition. The Independent Observer, Human Resource Strategy, reporting to the Board in September of 2003 noted a year to date (2003-2004) total of 63 net positions re-allocated to district commands. Planned rank reductions, not confined to Headquarters, total 204 including 9 positions at Chief Inspector or higher. A status report dated 27 August 2003 showed a net reduction to date of 4 C/Supt posts; 3 Supt; 19 Inspector and 47 Sergeant. At the same time, an increase of 5 Chief Inspectors was recorded. These figures are relevant to establishing a general trend to comply with the goals of the Recommendation, but the process is also reflective of re-balancing of ranks against needs.

The total number of ACCs and equivalents remains at 10, with chief officer staffing decisions determined by the Policing Board. Although overall goals for the reduction of ranks and positions have been established, there is as yet no detailed plan for implementation or target dates for completion. The Secretary of State has directed that the rank of Chief Superintendent will remain. Restructuring and redeployment plans for Headquarters were advanced by the Chief Constable in the Human Resource Planning Strategy in October of 2002 and endorsed by the Board. Headquarters must reduce by 566 posts or about 30%, to achieve a goal of 5,400 regular officers for the district commands. The reduction for regions was a further 214 posts or about 18%. The target date for completion is 31 March 2005. It is the responsibility of each Chief Officer to deliver the specified reduction in their respective areas. A complete inventory of ranks, numbers and location data will be requested in April of 2004.

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

These recommendations set forth significant changes relating to Special Branch, and its sharing of intelligence information to bolster the investigative capabilities of the wider Police Service. The Independent Commission offered this set of recommendations in the knowledge that in more peaceful circumstances, a decrease in paramilitary-related crime is often accompanied by a growth in other organised or violent criminal activity. These predictions have unfortunately been confirmed, as groups previously schooled in covert activities and the application of violence are readily transferring these skills to smuggling, extortion and drug trafficking. It is widely recognised that the Police Service requires a well-resourced, well-trained and fully supported intelligence capacity, and the oversight team agrees with this view.

Nonetheless, the lack of rapid progress on the implementation of many of these recommendations has been an ongoing concern and the following is a chronology of events. The oversight team initially identified the need for strategies, plans and policies to facilitate the amalgamation of Special Branch and Crime Branch in September of 2001. The plans submitted by the Police Service in January of 2002 were limited and did not fulfil the Independent Commission's intent. Subsequent requests for modified plans were not met by the Police Service, due to its view that other external reviews of Special Branch prevented the preparation of additional plans. The Police Service's delay was supported by the Policing Board with the caveat that a modified plan be submitted by November of 2002. Some structural changes were made resulting in a single ACC being placed in charge of Crime Department, which now included Special Branch, and the increased reporting of intelligence to DCUs and investigators.

One of the main external reviews of Special Branch was undertaken by HMIC. This report, containing 11 recommendations, was received by the PSNI in November of 2002. The Police Service and the Chief Constable quickly endorsed these recommendations. However, as of 31 December 2002 a revised plan had not been received. Two further reports were released in 2003, by Sir John Stevens and HMI Blakey, both making recommendations which impacted on Special Branch and police handling of intelligence. Due to the various recommendations impacting on Special Branch, the Chief Constable asked the Policing Board to give the Police Service eight weeks in which to analyse all of the recommendations and determine their full implications for Special Branch. The results of this analysis were presented to the Board in July of 2003. The Police Service provided the Policing Board with progress reports on two separate occasions: 3 December 2002 and 2 April 2003. The progress report of 3 December 2002 dealt positively with



the changes recommended by HMIC, indicating that all of them had been accepted and that work on many of them was already well underway. Implementation of six of the HMIC's recommendations was linked to the adoption of the UK-wide National Intelligence Model (NIM).

The Police Service established an NIM Project Board, which includes the Assistant Chief Constable, Crime Department and work began in May 2003 to implement the NIM. The Police Service agreed on a corporate approach to the implementation of the NIM, and announced it would commence the implementation phase in June of 2003, complete the rollout by December of 2003, and to review the NIM progress and effectiveness during the autumn of 2004.

The provision of a restructuring plan with timelines in November of 2003 was recognised as a good faith effort. Implementation has been reported as progressing on schedule and actual results will be evaluated during this April of 2004 evaluation visit.

Since the release of the Independent Commission's report the combined number of police officers engaged in Intelligence and Crime Support, formally the Special Branch, has decreased by approximately 21%. Since the restructuring of Crime Department the number of police officers assigned to Intelligence has decreased by approximately 10%. The incorporation of the NIM protocols, the intelligence needs of police officers engaged in the investigation of organised and serious crime, and the changing needs of terrorism and national security intelligence will affect future staffing needs. Overall reductions of up to 10% for each of the next three years are included in the Human Resource Planning Strategy, requested by the Policing Board and endorsed in November of 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

DCU Commanders have verified during the past three evaluation visits that intelligence sharing is more formalised than in the past, and that there has been an increase in both the quantity and quality of intelligence information being shared. Specific examples of intelligence sharing that assisted in specific serious criminal investigations were cited by district supervisors. DCUs have been made aware of the availability of and procedures for requesting specialised assets, though the availability is prioritised and therefore often limited.

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

On 1 October 2003, the Policing Board approved the draft of the Police Service's organisation-wide tenure policy, which also affects postings in the security area (see also Recommendation 83). This draft policy categorises Intelligence and Crime Support positions as "Core Specialist" or "Specialist Policing" posts. Core Specialist posts will have flexible tenure policy applied. At the end of the fixed five year tenure period, the chief officer or head of department may extend the period of tenure for a maximum of two years. Specialist Policing posts will have a fixed five year tenure period. When a chief officer or head of department believes that the post requires a longer period of fixed tenure, a longer period may be agreed with the Senior Director, Human Resources. The maximum fixed tenure in any post will be seven years.

The policy does not address retrospective application, which means that the intent of this recommendation will not have any effect until 2009-2011. The Police Service previously represented that the implementation of this recommendation was linked to the Policing Board's ongoing review of the Human Resource Planning Strategy, and had therefore been delayed until 2006. Due to this delay, documented evidence of an exception and appeals policy were not provided.

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

While progress on this recommendation has been steady, full implementation has not yet been achieved. The Independent Commission recommended in 1999 that the Police Service should not include the FTR, and that it should be phased out over time. However, the Independent Commission also recommended that members of the FTR should be given an opportunity to apply for the regular police service. At that time there were approximately 2,900 members of the FTR. As of 12 December 2003 there were 1,659 members, with 1,631 being assigned to Regions and DCUs. The Policing Board and the Police Service have agreed to begin phasing out the FTR, subject to a review of the prevailing security situation, in April of 2005. The phasing out period is scheduled to run over an 18-month period, meaning that the FTR should be fully phased out by the autumn of 2006. The Police Service projects that in any event, the FTR will be down to 333 members by May of 2005.

Since June of 2003 the NIO has been in continuing negotiations with the Police Federation concerning severance arrangements for those FTR members not eligible for early retirement or severance packages. Other plans to provide employment counselling, assistance and entitlements similar to those of regular police officers have not been finalised. These must be progressed if members of the FTR are to have the opportunity to seek other employment before their contracts expire.

In March of 2003 it was reported that the redeployment of the FTR had begun, with no assignments to regular police officer posts, consistent with the Independent Commission's recommendations. However, the most recent oversight evaluation showed that members of the



FTR continue to be assigned to and fill regular police officer posts. This raises the concern about an 'operational gap' occurring when the FTR is phased out. No transitional plan to deal with this gap has been provided.

Recommendation 104: Enlargement of the Part Time Reserve

Patten Recommendation:

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

Lead Responsibility: NIO/Chief Constable

The Independent Commission noted that the Part Time Reserve (PTR) suffered low recruitment from Catholic and Nationalist areas. The Government accepted the recommendation that a new PTR be locally recruited from every neighbourhood in Northern Ireland, and that appointments come from those areas where there are currently very few reservists or none at all. This would make the PTR more representative of the community while also enhancing the connection between the community and the Police Service. The Government has confirmed the broad objective of recruiting in under-represented areas.

Following funding by the NIO for four districts, and adoption of the necessary regulations, the Police Service presented a plan to the Policing Board for the deployment of 2,500 members of the PTR in all the 29 DCUs. With the concurrence of the Policing Board, the Police Service engaged the Consensia Partnership to begin a pilot PTR recruiting programme in January of 2003. Banbridge, Coleraine, Lisburn and Newtownabbey DCUs were selected as pilot sites. Consensia received approximately 2,400 applications for the positions, 45% of which were from females and 19% from Catholics. The Police Service extended 176 offers of employment to eligible candidates and indicated that the required training would commence in February of 2004.

The four pilot sites were selected by the Police Service as areas where recruiting was likely to succeed, although upon review this appears to fall short of the Independent Commission's recommendation to recruit PTR members from under-represented areas. While the Police Service's launch of the revised PTR programme is a success, it does not satisfy the need to specifically target areas in Northern Ireland which remain under-represented in the PTR programme, with three of the four pilot sites being in predominantly non-Catholic areas. In addition, the four test sites selected do not meet the criteria of being areas from which there are currently few PTR members. The Police Service reports that during further phases it is intended to adhere to the principle of targeting areas of low representation.

Current members of the PTR, who have been specifically selected, are also required to attend one of the pilot training sessions. Three training options were proposed: a four-week full time course, evening classes, or a "blended learning" concept. There are procedures for candidates to appeal decisions with respect to suitability vetting. There is no appeal with respect to rejection on medical grounds or performance in the exercises or tests. Meanwhile, Consensia has sent questionnaires to applicants designated for appointment seeking their preference as to the three options for training. It is anticipated that the next PTR recruitment campaign will begin in the Spring of 2004. It will be modified to incorporate any changes necessary based on a comprehensive evaluation of the pilot.

▶▶ size of the police service



A. Chapter Summary

Background

The Independent Commission compared the strength of Northern Ireland's 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 programme, and a phasing out of the Full Time Reserve.

Progress and Accomplishments

The NIO, Chief Constable and the Policing Board continue to progress the Independent Commission's recommendation that the Police Service achieve a complement of 7,500 regular police officers. The Independent Commission projected that by fiscal year 2003/2004 the Police Service would have 7,221 regular police officers available for duty, and that the Police Service would have phased out the Full Time Reserve (FTR). By 31 December 2003 the Police Service had approximately 7,344 regular police officers at its disposal, as well as 1,659 members of the FTR. Therefore, total number of police officers available for duty is approximately 9,003.

Current service contracts for members of the FTR have been extended until 2005, when the Service intends to phase out the FTR over an 18-month period (see also Recommendation 103). All indications suggest the Independent Commission's recommended 10-year goal will be achieved. Likewise, the early retirement or severance scheme has been successfully implemented, with 1,832 regular police officers and reserve members accepting voluntary severance or early retirement during the first four years of the programme.

Areas of Concern

Although a decision has been approved to phase out the Full Time Reserve (FTR) beginning in April of 2005, members of the FTR have not been fully informed by 31 December 2003 of the options that might be open to them. The current negotiations between the NIO and the Police Federation need to be resolved as soon as possible so that reserve members receive some direction as to their future employment, programmes and benefits, among other things. In addition, no further progress on opportunities for members of the FTR with other police services or with the UN has been made.

Future Directions

Oversight will continue to compare progress in meeting multi-year recruitment, severance and other targets intended to reach and maintain a Police Service of 7,500 regular police officers. The willingness of the Police Service to increase the number of civilian members with a view to releasing police officers for patrol duties, will also be monitored.

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

The Police Service and Policing Board have adopted a Human Resource Planning Strategy to achieve this recommendation by 2005, including the continued appointment of an equal number of Catholic and other than Catholic recruits for each recruit class. There are no indications or reports that suggest the Police Service will not achieve an establishment of 7,500 regular police officers within the 10-year period recommended by the Independent Commission. The Human Resource Planning Strategy also increases district and local police resources by deploying regular police officers from Headquarters, among other areas, to District Command Units, thereby increasing the number of officers in DCUs from approximately 4,445 at present to 5,400 by 2005.

The Independent Commission projected that in Year 4 of its calculations, or by fiscal year 2003/2004, the Police Service would have 7,221 regular police officers available for duty. The Commission also projected that at the same time the Police Service would have phased out the Full Time Reserve (FTR). As of 31 December 2003 the Police Service had approximately 7,344 regular police officers at its disposal, including student officers, as well as 1,659 members of the FTR. The total number of police officers and reservists available for duty is therefore approximately 9,003. Current service contracts for FTR members have been extended until 2005 when, subject to a review of the security situation, the Police Service intends to phase out the FTR over an 18-month period. Including FTR members and civilian staff, the Police Service has a total employee complement of approximately 12,449.

The Chief Constable's appointment of an Independent Observer to monitor the implementation of the Human Resources Planning Strategy, and assess its impact on the Police Service, also represents significant progress. The Independent Observer notes in September of 2003 that good progress on recruiting police officers has been made, and that there is every indication that the Police Service should achieve its goal of 7,500 regular police officers. Once an assessment of the Planning Strategy and its impact has been undertaken and received by the oversight team, compliance with this recommendation can be considered achieved.



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 commutation 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

Beginning in January of 2001 the NIO, the Police Service and the Policing Board successfully implemented an early retirement or severance package for eligible regular police officers and Full Time Reserve members, as recommended by the Independent Commission. During the first four phases of the severance programme, a total of 1,832 regular and reserve police officers accepted voluntary severance or early retirement.

One issue remaining involves a severance package and retraining for FTR members who are still working and are not eligible for early retirement. This is still the subject of negotiations between the NIO and the Police Federation. These negotiations need to be brought to a conclusion so the remaining reserve members can make timely decisions critical to their future.

Based on a report from the Chief Constable about a possible shortage of personnel, especially experienced detectives, the Policing Board approved the suspension of the severance programme for one year in order to retain officers with certain skills and to ease shortages. The Police Service also agreed that any future severance plans would be organised in such a way as to reduce disruption. The Police Service has announced the eligibility criteria and terms for the severance scheme for year five, which will begin 1 April 2004. It is anticipated that 340 officers will be allowed to accept the severance package in 2004. The Police Service states that it will "red circle", or protect from severance, or use other methods to ensure that critical positions are not left vacant. The NIO has agreed to extend the severance programme until 2010, unless its objectives are met before then.

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

The Police Service established the Voluntary Severance Support Unit (VSSU) to manage the implementation of this recommendation, including administrative processes related to

outplacement and training. The VSSU handles enquiries, produces severance programme information, and provides pension and career advice for regular police officers and reserve members. There is no similar programme envisaged for civilian employees. The Police Service has provided copies of their annual review of the effectiveness of the programme.

During the first three years of the programme, 670 police officers were approved to participate in external training plans. Of this number, 146 actually attended the training courses. The Police Service plans to increase the role and usage of the Police Retraining and Rehabilitation Trust.

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

The NIO has contacted the Associations of Chief Police Officers (ACPO) seeking an agreement to deliver a presentation about FTR members to ACPO members and agencies. As of 31 December 2003 there had been no significant progress in developing a programme to permit members of the Full Time Reserve (FTR) to apply for employment with police services in Great Britain. The reason given for the delay in processing this recommendation was the uncertainty about the future status of the FTR. This was resolved in October of 2002, when the decision was made to phase out the FTR over an 18-month period commencing in April of 2005. There is no discernable reason why this recommendation cannot proceed in order to provide current reservists with an opportunity to seek employment with other UK police services, before their contracts with the PSNI expire. Evidence of a current programme, a detailed plan and time lines, and the evaluation of results, are still required.

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

On 6 July 2003, the NIO and the Police Service contacted the Foreign Office regarding this recommendation, and were advised that the Home Office is currently managing a pilot scheme involving "retired regular police officers" from the UK. The only specific information provided by the Police Service on the status of this recommendation was that members of the FTR are now able to apply for positions in British policing contingents on UN peacekeeping operations. Neither the NIO nor Police Service provided documents or evidence pertaining to the outstanding performance indicators.

▶▶ composition and recruitment



A. Chapter Summary

Background

The Independent Commission envisaged a Police Service that is representative of and supported by the community it serves. A key component of achieving a representative Police 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 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 Police Service contracted with Consensia Partnership in January of 2001 for the recruitment of police officers on a 50:50 basis. Consensia, working in conjunction with the Police Service, has initially and continually produced excellent results. The recruitment and selection process is sophisticated and consistent with contemporary human resource practices, and involves both lay observers and lay assessors who are an essential component of the recruitment programme. These individuals have proven to be a significant asset to the entire selection process.

Over the five completed and one ongoing recruitment competitions, Consensia has received a total of 33,298 police officer applications. Almost 36% have been from Catholics and 37% from females. The goal of the Police Service is to appoint 540 police officers annually. From March 2001 to October 2003, the recruiting and selection process provided merit pools of 3,413 qualified applicants, from which 988 Catholics and those other than Catholic have been selected for appointment to police training on a 50:50 basis. Preliminary data indicate that the ongoing competition six will produce a merit pool of approximately 1,000 qualified applicants, which will provide more eligible applicants than the Police Service is able to accept into training.

In June of 2002 the Police Service engaged Grafton Recruitment, a well-established, international recruiting firm, to recruit civilian support staff. Grafton's programme for recruiting civilians is also well-designed and innovative, and meets contemporary policing and human resource standards. The Police Service is provided with a merit pool of potential candidates from which an equal number of Catholics and those who are other than Catholic are appointed. Grafton also recruits for positions for which less than six posts are available, and which therefore do not come under the 50:50 requirement. The recruitment programme includes independent community observers to evaluate the adequacy of testing facilities and whether assessment processes follow established protocols. A quality assurance programme is also in place. Grafton Recruitment has conducted eight recruitment competitions for civilian support staff where the 50:50 recruiting requirement applies. The most significant competition was for Station Enquiry Assistants, envisaged by the Independent Commission as replacing police officers assigned to enquiry desks. During this competition Grafton received 1,890 applications, which produced a merit pool from which the Police Service is able to appoint up to 92 Station Enquiry Assistants on a 50:50 basis. The remaining seven competitions also produced merit pools of qualified applicants from which appointments could be made consistent with the 50:50 requirement. Grafton also conducted 31 additional competitions for positions where the 50:50 requirement did not apply.

Areas of Concern

The Government's August 2001 Implementation Plan committed to developing a "package of measures" which would ultimately create a more representative PSNI civilian workforce and one which would also be more effectively integrated into the Police Service. As of December 2003 no evidence of a formalised plan or strategy, with goals and time lines to accomplish these objectives had been provided. Some measures designed to move towards a civilian workforce representative of the whole community have been implemented, yet they have not significantly changed the community background representation of the civilian workforce. Between 1999 and 31 December 2003 the percentage of Catholic civilian staff rose from 12.3% of the total number of civilian staff, to 14.6%, an increase of around 2.3% over a four year period. Clearly, the package of measures currently being employed is not producing the results recommended by the Independent Commission, or at a rate of change achieved for regular police officers.

The Human Resources Planning Strategy estimates the potential replacement of some 650 police officer positions with civilian positions before April of 2005. The Police Service has prepared an update to a business case to secure funding for these positions. The recruitment of the remaining 260 Station Enquiry Assistants is an opportunity to make the civilian workforce more representative of the community in general. While the business case is making its way through the Treasury process, it seems doubtful that civilianisation goals will be met. This is a concern.

The Independent Commission noted that the key to making a Northern Ireland police service more representative of all communities was that community leaders, including political leaders, local councillors, members of the clergy, teachers and sports authorities actively encourage young people to become police officers. Although the Catholic Church and public officials have publicly expressed support and encouragement for young people to join the Police Service, the continued success of the programme to attract police officer and civilian applicants representative of the community is dependent on the encouragement of even greater and more comprehensive cross-community support. This support has not been forthcoming from all segments of the community.

The recommendation relating to the registration of interests and associations was made by the Independent Commission in September of 1999, and accepted by the Government in its August 2001 Implementation Plan. The authority to require the registration of memberships is spelled out in section 51 of the Police (Northern Ireland) Act 2000. In August of 2003 the Police Service announced publicly that a policy requiring the registration of memberships by police officers in specific named organisations was moving forward. In September of 2003 the Police Service delayed communicating the requirements of this new policy directly to police officers, pending the preparation and printing of Guidance Books for distribution to each officer, which was scheduled to occur in October of 2003. Although the Police Service had prepared the Guidance Books for printing, and had prepared and submitted a business case, by 31 December 2003 the implementation of the registration of interests requirement was suspended pending a legal opinion regarding an issue that had arisen. Since that time however, the Police Service published a General Order on 2 April of 2004 which allows the implementation of this recommendation to commence on 19 April of 2004. Our evaluation and verification will now follow.



Future Directions

Oversight will continue to monitor progress on developing a more representative civilian workforce within the PSNI. Oversight will also review the implementation of the registration of interests requirement for police officers.

B. Recommendation Summary

Recommendation 111: Transfer of Police Civilian Staff

Patten Recommendation:

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

Lead Responsibility: Chief Constable/Policing Board/NIO

As noted by the Independent Commission in 1999, the Police Service's civilian workforce was approximately 12% Catholic and was comprised of members seconded from the Northern Ireland Civil Service and those directly recruited into the Police Service. In 1999, a large majority, or 78%, of this workforce consisted of Civil Service employees. The remaining 22% were a Direct Recruit category. The Government determined that the transfer of seconded civilian members of the Police Service to other Northern Ireland departments was not practical. Rather, in its August 2001 Implementation Plan the Government committed to the development of a "package of measures" the cumulative effect of which would be a more representative and integrated civilian workforce.

The measures were to include: the (1) direct recruitment of police support staff by the Chief Constable through a new recruitment agency; (2) requiring that seconded members of Northern Ireland Civil Service who accept promotion within the support staff of the Police Service give up their civil service status; (3) the appointment of an equal number of Catholics and those who are not Catholic from a pool of qualified applicants where the recruitment for civilian support staff is for six or more posts at the same level; and (4) the development of a management led programme to enhance the integration of police officers, support staff and traffic wardens.

The Police Service did not initially embrace the notion of civilianisation as a priority, nor the importance of a more representative civilian workforce. In addition, while the severance programme created enough open positions to permit the rapid hiring of police officers on a 50:50 basis, no such circumstances were present for civilian staff, and any changes in representation have been much slower to come about.

To date, the Police Service has not provided evidence of a formalised plan or strategy, with goals and time lines, that will result in a more representative civilian workforce. Progress had been made on implementing some of the measures set forth by the Government, however as yet it has not significantly changed the representativeness of this group of employees. Each of the 50:50 recruitment campaigns conducted by Grafton, the recruiting firm engaged by the Police Service to help recruit civilian staff, have to date produced sufficient merit pools to fill available positions. All Northern Ireland Civil Service employees of the Police Service who accept internal promotion are

becoming Direct Recruit staff. Between 1999 and December of 2003 this package of measures has resulted in an increase of 928 Direct Recruits, or an increase from approximately 23% of the total civilian workforce to 49.8%. At the same time, the internal percentage of civilian support staff that is Catholic has only increased from 12.3% to 14.6%, an actual increase of only 2.3%. Even though the number of Direct Recruits has nearly doubled, the efforts currently employed are not producing the desired results.

Early on, the Police Service implemented the requirement that Civil Service staff accepting promotion within the Police Service give up their Civil Service status and become classified as Direct Recruits. Also, as required by sections 44 and 46 of the Police (Northern Ireland) Act 2000, whenever there was a recruitment for six or more posts at the same level, the Police Service appointed an equal number of Catholics and other than Catholics from the pool of qualified candidates.

When recruiting for six or more posts at the same level, Grafton Recruitment provides the Police Service with a pool of candidates from which Catholic and other than Catholic applicants are appointed on a 50:50 basis. By November of 2003 Grafton Recruitment had conducted 39 recruitments, eight of which were for six or more posts. In each of the eight recruitments requiring appointments on a 50:50 basis, Grafton has provided a merit pool sufficient to meet the recruitment goal. These included such things as Station Enquiry Assistants, press officers, IT specialists, analysts, business and personnel managers.

The Human Resource Planning Strategy estimates the potential replacement of some 650 police officers with civilian staff before April of 2005. The Police Service has prepared an update to a business case in which it attempted to secure funding for these positions. This is now in the Treasury approval process. The recruitment of the remaining 260 Station Enquiry Assistants (SEAs), which is included in the business case, is a good opportunity to develop a civilian workforce more representative of the community in general. Progress will also permit police officers to be freed up for routine patrol duties.

The Police Service has not provided evidence of a management-led programme for enhancing 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). By 31 December 2003 work had not yet commenced on this project, but the Police Service is reviewing a proposal for a Pay and Grading Scoping that will provide a beginning of such a project.

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



The Northern Ireland Office, the Policing Board and the Police Ombudsman, all of which regularly interact with the Police Service, provide personnel data on a regular basis for review by the oversight team on how their employees are reflective of the population of Northern Ireland. Each agency has established plans and practices to ensure that their respective staffs are diversified to the degree possible and consistent with applicable legislation.

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, school teachers and sports authorities, should take steps to remove all discouragements to members of their communities applying to join the police, and make it a priority to encourage them to apply.
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 Independent Commission and the Government recognised that the key to making the Police Service more representative of the communities it serves is the broad-based and balanced recruitment of members from all communities. The Oversight Commissioner in past reports has noted that to accomplish this objective all community leaders, including political party leaders and local councillors, members of the clergy, schoolteachers and sports authorities, must take active steps to remove all discouragement to members of their communities applying to join the police, and to make it a priority to encourage them to apply.

The Catholic Church and leading public officials have publicly expressed support and encouragement for young people to join the Police Service, which has contributed significantly to the success of the police officer recruitment programme. Nonetheless there are examples where police recruits have been openly discouraged from joining and remaining with the Police Service. In our Report No. 9, released in December of 2003, we referenced a Community Attitudes Survey published by the Policing Board wherein 72% of the Catholics questioned as part of a Community Attitudes Survey cited fear of intimidation or attack on themselves or relatives as a reason for not joining the Police Service. Therefore, while successful, the continued success of the programme to attract police officer and civilian support applicants representative of the community is dependent on the encouragement of even more broadly based, cross-community support. The Policing Board's Community Affairs Committee, in conjunction with the Chief Constable, has been assigned the task of determining how best to broaden and ensure continued support.

The Government's August 2001 Implementation Plan also wanted to see links established between the Police Service and all schools, colleges and universities. The Police Service began but has not indicated completion of the development of a Citizen and Safety Education Programme that included representatives from several sectors of education, including the Council for Catholic Maintained Schools and representatives from integrated education establishments. In addition, the Police Service has conducted career conventions, career talks, distributed literature at several

schools and accepted applications for the work experience programme. Also, we previously reported that between September of 2000 and June of 2003 the Police Service took the work experience programme to a number of Protestant, Catholic, and non-designated schools. The Police Service has not provided progress on this initiative since June of 2003.

In January of 2003 six Career Advisors were transferred to operational policing as part of the Human Resource Strategy. Later in 2003, the Police Service suspended the work experience programme until September of 2003 when it was anticipated that the schools contact programme would become a key community involvement activity in all District Command Units, which did not occur. In addition, since the average recruit ages are 28 for females and 29 for males, there is a ten-year span between participation in a work experience programme and appointment to the Police Service.

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.

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

Section 42 of the Police (Northern Ireland) Act 2000 provides legislative authority for the establishment of a police cadet scheme. The Police Service does not anticipate the development of a Cadet Scheme until 2005.

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

As noted in previous oversight reports, the Police Service contracted the Consensia Partnership in January of 2001 to recruit police officers. Consensia has always included extensive lay participation as observers of the process and as trained assessors on assessment centre panels during each of the six competitions. Lay observers and assessors have proven to be an asset to



the selection programme. The recruitment programme itself is discussed in greater detail in previous oversight reports. The six competitions to date have attracted 63,810 requests for applicant information packs, which resulted in 33,298 actual applications being received. Almost 36% have been from Catholics and 37% from females (see also Recommendations 118 and 119). At the present rate, the recruitment competitions are resulting in a greater number of recruits than the Police Service is able to accept into training.

The Police (Northern Ireland) Act 2000 authorises a similar programme for the recruitment of civilian staff, and Grafton Recruitment was selected. Consistent with legislation, when recruiting for six or more civilian posts at the same level, an equal number of Catholics and those other than Catholic must be appointed. When recruiting for less than six posts at the same time, the 50:50 recruiting requirement does not apply. In addition to the competitions for civilian support staff under the 50:50 requirement initially conducted by the Police Service itself, Grafton Recruitment has completed eight 50:50 competitions for civilian support staff. The most significant competition is for 60 of the anticipated 260 station receptionists (Station Enquiry Assistants), envisaged by the Independent Commission to replace police officers at the enquiry desk (see also Recommendation 53). Grafton received requests for 6,217 Station Enquiry Assistant application packs of which 1,890 submitted applications. A total of 1,398 applicants were short-listed and a merit pool of 227 was established from which 92 qualify to be appointed on a 50:50 basis. The remaining seven competitions also produced sufficient applicants and merit pools from which appointments could be made consistent with the 50:50 requirement. Grafton has also conducted 31 additional competitions for positions where the 50:50 requirement did not apply.

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

Consensia's advertising programme for the recruitment of police officers is extensive and it includes press, television, billboard, cinema and on-line advertising designed to reach groups currently under-represented in the Police Service. The programme covers Northern Ireland, the Republic of Ireland and the United Kingdom. The responses from all communities have been positive (see also Recommendations 117 and 121). Preliminary data for Competition Six, which was launched in September of 2003, indicates that there may be a merit pool of nearly 1,000 qualified applicants. As previously indicated, at the present rate, the recruitment competitions are exceeding expectations. Nevertheless, Consensia is continuing its work to develop outreach programmes that will further enhance contact with young people and minority groups.

In much the same fashion, Grafton Recruitment, using information gained from focus groups, has developed an innovative and imaginative advertising strategy designed to reach groups which are currently under-represented in the Police Service. The strategy includes on-line and press advertising in specifically designated professional publications related to the positions being

advertised. The strategy primarily covers Northern Ireland, but also the Republic of Ireland. The eight competitions to date have resulted in merit pools sufficient to allow for the appointment of applicants representative of the broader community to the available posts. Grafton Recruitment continually evaluates its advertising strategies and makes adjustments as required.

No current information has been provided regarding reports, assessments and data specifying the number of applications received from beyond Northern Ireland. Also not provided is a requested strategy designed to identify and encourage applications from experienced Northern Ireland Catholic officers in other police services, or data specifying the effectiveness of this part of the recruitment programme.

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

Section 46 of the Police (Northern Ireland) Act 2000 provides legislative authority for the recruitment of qualified applicants on a 50:50 ratio for those identified as Catholic and those identified as other than Catholic. The Consensia Partnership, in conjunction with the Police Service and consistent with its contract to recruit and produce a merit pool from which police recruits can be appointed to training, has developed a comprehensive, job related selection process. The selection criterion has been approved by the Chief Constable and is consistent with that for other police services in the United Kingdom. Consensia continually evaluates the pass/fail rate and other aspects of each stage of the selection process and has from time to time made several modifications to improve the process.

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. Each of five competitions has provided a sufficient merit pool from which an equal number of Catholics and those other than Catholics have been selected for appointment to police training facility. The sixth competition began in September 2003 and initial data suggests that this competition will produce a merit pool in excess of the number the Police Service is able to accept into training.

Due to the success of the recruitment programme, the Police Service and Consensia are exploring ways to adjust the programme in order to produce a merit pool of applicants more closely aligned with the number that can be appointed to training. Several aspects of the programme are under review that not only reduce the surplus of candidates, but also significantly reduce costs, which include advertising, the number of annual competitions, and limiting the numbers of applicants participating in certain phases of the selection process.



The goal of the Police Service is to appoint 540 police officers annually. From March of 2001 to October of 2003 the recruiting and selection process provided five merit pools totalling 3,413 from which 988 recruits were appointed to training according to 50:50 requirements. The current ongoing Competition Six is expected to produce a merit pool of approximately 1,000 qualified applicants.

Similar to the recruitment provisions for police officers, sections 44 and 46 of the Police (Northern Ireland) Act 2000 require that where there is a recruitment competition for six or more vacant civilian staff posts at the same level, an equal number of Catholics and those other than Catholic should be appointed from the merit pool of qualified candidates. The Police Service began this practice consistent with the requirements of the Police Act and has established a process for the selection of civilian support staff consistent with this in its contract with Grafton Recruitment. Applicants are required to meet an established set of job-related competencies. Although a process is in place, Catholic civilian representation in the Police Service has increased only marginally since 1999 (see also Recommendation 111).

The Police Service and Grafton Recruitment have established an evaluation component to assess each step of the selection process. By December of 2003 Grafton completed eight competitions for six or more posts at the same level. In each case a merit pool was established sufficient to provide for the appointment of an equal number of Catholic and other than Catholic civilian staff. Grafton is also conducting competitions for positions where there are less than six posts available. The Police Service has selected 108 applicants from the various merit pools for appointment.

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

The Police Service has a policy allowing for part time work and job sharing for its civilian support staff. Police officers and members of the reserve are allowed unpaid leave for the purpose of career breaks, but the Police Service has not yet developed a policy authorising such breaks which is consistent with the intent of this recommendation. The Police Service indicated that a review of existing policy was not anticipated before the Service reaches 7,500 officers in April of 2004.

Recommendation 123: Child Care Arrangements

Patten Recommendation:

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

Lead Responsibility: Chief Constable

The Police Service has conducted research on childcare initiatives since 1999. As of 31 December 2003 more research was reportedly underway into a childcare voucher programme. No evidence has been provided to indicate when or if a decision on the full implementation of this

recommendation will be made.

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

The Police Service and Consensia continue to be in full compliance with the requirements of this recommendation. Police competitions are no more than six-months in length and Consensia and/or the Police Service maintains contact with applicants throughout the selection process.

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

The Government and the Police Service have fully implemented this recommendation. The Secretary of State appointed an Independent Assessor in May of 2001, for a period of three years, to validate decisions on disqualifications where candidates disagree with the decision. The Police Service periodically provides the oversight team data describing the number and reasons why police officer applicants are disqualified during each competition, which indicates no predisposition to disqualify applicants on the basis of community background.

Recommendation 126: Registration of Interests

Patten Recommendation:

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

Lead Responsibility: Chief Constable/Police Ombudsman

In September of 1999 the Independent Commission recommended the registration of interests and associations, which was accepted by the Government in its August 2001 Implementation Plan. The authority to require the registration of notifiable memberships is spelled out in section 51 of the Police (Northern Ireland) Act 2000.

In August of 2003 the Police Service announced that a policy requiring the registration of memberships by police officers in seven specified organisations was moving forward. In September of 2003 the Police Service delayed communicating the requirements of this new policy



directly to the police officers, awaiting the preparation of Guidance Books for each officer. At that time, it was anticipated that the Guidance Books would be sent to each police officer by 1 October 2003.

The Police Service has prepared the guidance books for printing, and has submitted a business case to the NIO seeking financial support for the project. Full implementation of the registration process was suspended pending a legal opinion on an issue. The Police Service has since published a General Order, 17/2004, Registration of Notifiable Interests, on 2 April 2004. This notes that the registration process will commence on 19 April 2004. The implementation of this recommendation will be subject to ongoing review and monitoring by the oversight team.

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 Síochána, 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 organisations should be actively encouraged.

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

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 Síochána. The Police Service has and continues to make efforts to identify Northern Ireland Catholic officers in other police services. The actions required by other recommendations relating to a slimmer headquarters, severance, and the size of the Police Service have significantly changed the makeup of the senior staff and there is no progress reported with regard to an increase in the number of Catholics in the senior ranks at this time (see also Recommendations 97, 105 and 106).

The Independent Commission also recognised that the Police Service could benefit from an infusion of diverse talent and experience from outside of Northern Ireland and recommended, regardless of religion, the encouragement of lateral entry and secondments from non-police agencies. Experienced officers may apply, compete for and be selected for lateral entry or permanent transfer, to positions above the rank of Constable. Police constables from other police services were originally unable to transfer laterally as trained constables. Instead they must successfully compete in a full trainee competition and then successfully complete the entire recruit-training programme. The Government has introduced new regulations to facilitate the entry of serving police officers at the rank of constable into the PSNI without having to undergo recruit training. The oversight team will be reviewing progress with lateral entry during the upcoming oversight visit.

▶▶ training, education and development



A. Chapter Summary

Background

The Independent Commission addressed the subject of training, education and development and focussed on the restructuring of this critical area as being pivotal for a successful transformation of the Police Service. The Independent Commission recommended the development of a Training, Education and Development (TED) Strategy for both the recruit and in-service training programs. The TED Strategy was to clearly demonstrate the inter-connection between the overall aims of the recommendations, and the objectives and priorities set out in the future policing plans of the Police Service and the Policing Board. The Independent Commission also emphasised the importance of a new state of the art Police College as critical to the long term success of the training programme and the transformation of Northern Ireland's Police Service. The new Police College was seen as the cornerstone to providing the recruit officer as well as seasoned police and civilian personnel with the environment conducive to modern learning and development techniques.

Progress and Accomplishments

An announcement on the final location for a new Police College at Cookstown, Co. Tyrone, was made by the Police Service and the Policing Board on 19 February 2004. The expected completion date remains 2007.

The Policing Board has hired a Training Specialist in an advisory capacity to provide critical follow up on its commitment to implement an effective monitoring framework. This monitoring framework has been approved as the primary instrument for ensuring the efficiency and effectiveness of the Police Service's delivery of training, education and development.

The integration of major core themes, including human rights, community justice and ethics/integrity, across all training and learning courses offered within the TED enterprise is progressing. Training Branch has completed an audit of all of its courses, ensuring that human rights content in particular meets established standards. The monitoring of this initiative will continue during upcoming oversight visits.

The delivery of the Course for All has also been completed. The Course has been provided to almost all police officers and civilian staff of the PSNI, and the PSNI intends to continue to make it available for those few remaining employees who have not yet participated. The evaluation of the Course for All was outsourced to the Chartered Management Institute and feedback was expected in late December of 2003. The measurement standards and criteria for the evaluation included sample testing of two groups: initial trainees at the beginning of the nine-month training period and those who attended more recently at the three month point in their training. This Evaluation Report will be reviewed during the upcoming oversight visit.

The approval of the TED Primary Reference Document by the Policing Board in April of 2002 ensured a comprehensive Training Needs Analysis (TNA) would be implemented. The TNA has been outsourced. Once results are received and analysed, the new TNA will provide the basis for the development of a comprehensive training strategy for the future. The revised TNA will be evaluated during the upcoming oversight visit.

The Learning Advisory Council (LAC) has now been established. Several meetings of the LAC have been attended by members of the oversight team. The LAC will provide the PSNI with critical input from a broad base of community representatives, including business, academia and community groups. The LAC has been tasked with setting up subject-specific committees and drawing on the participation of individuals with expertise in academia, commerce, finance, special interest organisations and a number of private and public sector areas. The initiative is also expected to raise the level of community involvement in the TED enterprise and take advantage of, and incorporate, best practices from the public and private sector. Collaboration between the Police Service and other police training facilities in the UK and Ireland is also continuing, as is that with educational institutions throughout Northern Ireland such as the University of Ulster, the Open University and the Association of Northern Ireland Colleges. However, more formalised links and exchanges with other training institutions both in the UK and Republic of Ireland, have been slow to develop (see also Recommendations 168, 169 and 170)

The development of a Registry is also a positive development. It provides TED management with critical data on over 250 learning programmes offered by four faculties, which together deliver approximately 10,000 training days annually, and is a management instrument that will facilitate strategic planning. The Registry will ultimately link to the PSNI Finance System, thus enabling more accurate budget forecasting.

The development of a Service Level Agreement (SLA) model was approved by the PSNI in September of 2003, and is being piloted in five DCUs, Ballymena, Coleraine, Magherafelt, Newtownards and South Belfast, although Training SLAs are not in widespread use.

Areas of Concern

Notwithstanding the progress that has been made in some areas of the TED, certain significant issues remain to be addressed. Among these is the inability to recruit and retain qualified training instructors. The many changes the organisation has undergone over the last few years, as well as more specific internal changes such as the move to a twelve-hour shift, may impact on the ability of Training Branch to encourage police personnel to consider becoming Training Instructors. The loss of instructors through normal attrition will also affect the ability to deliver the increasingly complex training programme.

The development of Service Level Agreements (SLAs) between Training Branch and the DCU Commanders remains an unresolved issue. The recent approval of a draft SLA model, and its piloting in a number of DCUs, are positive developments. SLAs, particularly in the training area, were recommended by the Independent Commission as a critical device in the delivery of training to DCUs. The DCUs have now been in place for 3 years, and an ongoing lack of completed and comprehensive SLAs in this area will continue to hamper the ability of DCU Commanders to meet their overall policing responsibilities.

Future Directions

A special thematic evaluation of training, education and development, and of its broader impact on other recommendations made by the Independent Commission, will be conducted during the evaluation visit in April of 2004. Results will be reported in September of 2004.

Additionally, oversight will continue to focus closely on progress related to the completion of the



TNA, the development of the Registrar System, civilianisation of positions at the PSNI Police College, the incorporation of civilian input into the TED Strategy through the Learning Advisory Council, and the revamped Part Time Reserve training programme, in particular the 'Blended Learning' approach being introduced. Oversight will also monitor the rate at which probationary constables appear to be leaving the Diploma in Police Studies' Programme.

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

The Training Needs Analysis (TNA) is linked to Service Goals, the Competency Framework and the Annual Performance Review. These data are intended to be incorporated into the development of SLAs with DCU Commanders. A Policing Board Monitoring Manager has been appointed to ensure follow up on the monitoring framework which will focus on four key areas of training: Identification and Design of Training; Delivery of Training; Outputs and Outcomes of Training; and Budget issues. The PSNI advised that the Crime Training Committee is meeting on a regular basis to ensure that the crime-related courses meet PSNI operational needs.

Recommendation 130: Training, Education 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

The PSNI has purchased a software package that allows for better tracking of data so that an accurate budgetary forecast can be implemented for fiscal year 2004/2005. The first costed Training Plan, dated May of 2003, is comprehensive and reflects the expenditures anticipated in the budgetary forecast, and will form the baseline for this year's budget. The development of a Registry will also assist in developing better controls over Training Branch's ability to accurately forecast its budgetary needs in the future.

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

The announcement on 19 February 2003, of a location for a new, state-of-the-art Police College, is welcomed. Nevertheless this is not scheduled for completion until 2007 at the earliest, meaning that the Police Service will continue to be using what have already been described as sub-standard facilities for the foreseeable future.

Recommendation 132: Service Level Agreements

Patten Recommendation:

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

Lead Responsibility: Chief Constable

The implementation of the Service Level Agreements (SLAs) between the Police Districts and Departments and Training Branch, remains to be finalised. The Police Service has developed a draft SLA model. The SLAs, linked to local Training Plans, are being piloted in a number of DCUs over a six-month period. The SLAs integrate District Training Plans with those of the Centre, and also serve to support and recognise the critical role of District Trainers, who are key to ensuring a seamless approach to training across the organisation.

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

Civilian Instructors already deliver certain components of the Recruit Training Programme's curriculum, including Communications, First Aid and Driver training. The Programme is being reviewed in order to identify what other components Civilian Instructors might deliver. The outsourcing of certain aspects of Recruit Training to universities and community colleges is under development.

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



The integration of Police and Civilian staff on joint training programmes is being initiated through the implementation of a pilot 6-day training module. A number of this training module's components are suitable for joint training with police and civilian staff.

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

This recommendation will be subject to ongoing statistical update and review. It has been highlighted that a significant number of Probationary Constables have left the Diploma in Police Studies' Programme. An analysis has yet to be undertaken by the Policing Board, to determine the cause for this, however interviewees spoke of the lack of available time due to work schedules and overtime call-outs.

Recommendation 136: Timing of Attestations 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 with this recommendation has been completed. The Independent Commission recommended that Recruits should be attested as Constables at the completion of their training rather than at the beginning so that attestation marked an achievement rather than a foregone conclusion. The policy on separation from the Police Service, based on physical fitness and firearms qualifications, is contained in the document on Student Regulations. Evidence has been provided to demonstrate that the number of successful Recruits continues to be very high.

The Independent Commission considered failure rates of approximately 10% to be typical. It also held that an academic programme with sufficiently rigorous standards would ensure that a Recruit's completion of the programme, and subsequent attestation, represented meaningful achievement. It has been noted that the level of failure for the academic programme continues to be reported as nil which, given typical failure rates in other police colleges, requires further examination and explanation.

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 with these recommendations has been completed. Verification of progress on these recommendations will continue to be undertaken.

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 with this recommendation has been completed. A number of interviews were conducted with Probationary Constables and Tutor Officers at District Command Units across Northern Ireland. The Training Programme continues to be impressive and overall it is well accepted by the Probationary Constables.

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

Lead Responsibility: Chief Constable/Policing Board

Administrative compliance with these recommendations has not been completed. Oversight's concerns regarding the Course for All and its ability to address these recommendations are



detailed in Report No. 7. The Course for All has been delivered to approximately 12,000 PSNI employees as of December 2003. The PSNI expects to reach the small number of remaining staff that have not had access to the Course for All in the near future. As of 31 December 2003 the Review and Impact Evaluation Report related to the Course for All had not been provided to the oversight team. The Northern Ireland Human Rights Commission completed its own review of the Course for All in April of 2004. This review appears to be thorough and comprehensive and will be analysed in greater detail in upcoming oversight reports.

The Learning Advisory Council (LAC) is comprised of PSNI and community representatives, as well as representatives from business and other sectors. The LAC is continuing to evolve and it is expected to provide independent analysis and support in planning, implementing and contributing to the achievement of the PSNI's training objectives. If currently high levels of participation can be maintained, the committee's role in addressing training issues has positive long-term implications.

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 with this recommendation has not been fully completed. While administrative compliance has not been fully achieved, as noted in Report No. 7 there has been significant progress made in implementing this recommendation. The Programme for the joint training of Civilian Analysts and Police personnel has been significantly advanced, with joint training taking place in the Management of Serious Crime course.

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 with this recommendation has not been fully completed. This critical course provides instruction on core themes including aspects of the Independent Commission's report as they relate to Policing with the Community, Community Safety, Community Justice, Human Rights, Ethics and Integrity and Problem Solving. Data provided by the Police Service indicates that attendance at the Beat Officer's Course, aimed at members of Neighbourhood Policing Teams, is less than anticipated with only 194 training positions utilised out of a possible 300.

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 with this recommendation has not been completed. A plan detailing when training curricula would be made available to the public had not been prepared as of December 2003. Compliance with this recommendation is linked to broader efforts to increase the transparency of the PSNI and it is important that ongoing progress continues to be made (see also Recommendation 37). Oversight will continue to monitor progress on this issue.

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 with this recommendation has not been completed. A written policy regarding public attendance at training sessions has been completed. The PSNI Learning Research Centre, the Director, TED and the Learning Advisory Council have agreed on the terms of reference for the policy on public observation of police training. The priority for those applying to observe courses will be given to:

- members of the Police;
- members of the District Policing Partnership;
- Lay Visitors;
- members of Statutory and Non Statutory Bodies involved in working with the Police;
- other members of the public involved in working with the Police.

The Policing Board is reviewing the provision of specialised training to District Policing Partnership members and District Commanders in order to determine ways to improve the frequency of the training.



Recommendation 149: Pilot Citizen's Course

Patten Recommendation:

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

Lead Responsibility: Chief Constable

Administrative compliance with this recommendation has not been completed. Work on a Pilot Citizen's course is not expected to begin prior to September of 2005. Reasons behind this delay will be examined during upcoming oversight visits, since these issues reflect on the critical degree of transparency the community can expect from the Police Service (see also Recommendation 37).

▶▶ culture, ethos and symbols



A. Chapter Summary

Background

Lead responsibility for the critical issues of name and symbols was assumed by the Northern Ireland Office, 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

Monitoring compliance with the Police Service's policy on maintaining a neutral working environment is ongoing. Although the Garden of Remembrance is now completed, funding is not as yet in place for the Museum project designed to complement the Garden.

Areas of Concern

There are no specific areas of concern for this report.

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

Compliance with this recommendation has been achieved.

Recommendation 151: New Police Badge

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.

Lead Responsibility: NIO/Chief Constable/Policing Board

Compliance with this recommendation has been achieved.

Recommendation 152: Flying the Union Flag

Patten Recommendations:

152. The Union flag should no longer be flown from police buildings.

Lead Responsibility: NIO/Chief Constable/Policing Board

Compliance with this recommendation has been achieved.

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

Compliance with this recommendation has been achieved.

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

Administrative compliance with this recommendation has been completed. The Garden of Remembrance was officially opened on 2 September 2003. Maintenance is the responsibility of the Board of Trustees of the Foundation. There is no progress to report on funding for the Museum. This issue will be monitored.

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

General Order 7/2003, issued on 3 April 2003, formally mandated the maintenance of a neutral working environment. The new appraisal system introduced on 1 April 2003 requires evaluation on responsibilities for maintaining neutrality standards. To assess compliance levels, a comprehensive inspection of the police estate was conducted in 2002. An audit of 11 DCUs by the Change Management Team, in the first quarter of 2003, found police premises to be in compliance, with two minor exceptions which were immediately corrected. Local maintenance is a supervisory responsibility. The monitoring of compliance will continue.

▶▶ co-operation with other police services



A. Chapter Summary

Background

The Independent Commission was asked to make proposals concerning the scope for structured co-operation with An Garda Síochána and other police forces. The Independent Commission's discussion in this area recognised the excellent operational co-operation between the (then) Royal Ulster Constabulary and other police agencies around the world. However, it noted that cooperation could be improved. The Independent Commission also noted that the globalisation of crime required police services around the world to collaborate with each other more effectively, and that the exchange of best practice ideas between police services would help the effectiveness of domestic policing.

Progress and Accomplishments

A legislative framework, including appropriate regulations, has been passed with respect to Northern Ireland. Similar regulations have not been completed in the Republic of Ireland. No actual formal personnel exchanges have occurred, although protocols are in place pending the legislative framework. Operational co-operation on policing matters does occur.

Areas of Concern

It is now two years since the Inter-Governmental Agreement between the British and Irish Governments was signed. The responsibility now rests with the Irish Government to complete the legislative framework that will allow appropriate exchanges between An Garda Síochána and the PSNI. It will soon be five years since the recommendation was made by the Independent Commission and no actual exchanges have occurred.

The longer-term concerns noted in previous reports remain. In 1999 the Independent Commission recommended a number of ways in which to open the police service to global experiences, including training, UN missions and exchanges of personnel. This last area was aimed at exchanges with the Garda Síochána in particular. There have been few UK or other police officers on exchange into the PSNI, and formal training links and exchanges do not yet exist. Operational co-operation is not a concern, and while two PSNI/Garda conferences have occurred, along with joint disaster training exercises, the other recommendations of the Independent Commission have seen few tangible results to date.

Future Directions

The oversight process will continue to await and examine results from the legislative framework enabling the PSNI/Garda exchanges, along with actual results in the areas of personal exchanges and training agreements.

B. Recommendation Summary

Recommendations 157 to 164: Cooperation between Police Service and Garda Siochana

Patten Recommendations:

157. The Northern Ireland police and the Garda Siochana 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 Siochana 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. Since our Report No. 9, released in December of 2003, there has been no significant progress to report in the areas of personnel exchanges. Legislative amendments had not been completed in the Republic of Ireland and there is also no progress on the communications links to report.



Recommendation 165: Joint Database Development with Garda Siochana

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

Administration compliance for this recommendation has not been completed. There is no progress to report.

Recommendation 166 & 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

No new information to report.

Recommendation 168: Links with Training Establishments in British Isles

Patten Recommendation:

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

Lead Responsibility: Chief Constable/NIO/Other Government Departments

There has been limited progress on this recommendation. Although there are informal contacts with the major training institutions in Britain, Ireland, and Scotland, formal arrangements have not been made for exchanges of training personnel.

Recommendation 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

44co-operation with other police services

There has been limited progress on this recommendation although the number of meetings between the PSNI and other police services, mostly in the United Kingdom, on matters of mutual interest, is increasing. The PSNI has also entered into a formal agreement with Georgian College in Ontario, Canada, for the exchange of staff, students, and materials. Plans specify a joint bachelor's degree in "Human Resources – Police". Plans for developing the capacity to assess "best practices" in use in other police services, on matters of concern to the PSNI, have not been implemented. In addition, the PSNI has not furnished current information about foreign police personnel who have come to Northern Ireland for training.

Recommendation 171: UN Peacekeeping Participation

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

As a matter of policy, the PSNI scaled back overseas policing missions. By 2005, secondments of personnel to Central Services are scheduled to end. Nevertheless there is a recent indication that a small number of police officers will be assisting in Iraq.

▶▶ 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 its 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 and 68, and in Schedule 4. Mr Constantine retired on 31 December 2003, at which time he was replaced by Mr. Al Hutchinson. Mr. Hutchinson will be the Oversight Commissioner for the remainder of the oversight mandate.

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 first public report for 2004 and the tenth in a series of reports. 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 agencies and organisations has been provided and is expected to continue. Adequate current resourcing and support have been received from the Government, along with respect for our complete independence.

Future Directions

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

B. Recommendation Summary

Recommendation 172: Appointment of OC

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

Reports and documents are being provided by the different agencies in response to the Oversight Commissioner's requests. In turn, the Oversight Commissioner is reporting publicly three times per year. Early in 2003 the Oversight Commissioner's mandate was extended by the Government until May 2005.

Recommendations 173, 174 and 175: Functions of Commissioner

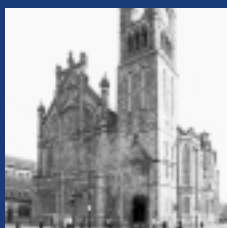
Patten Recommendations:

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 and documents are being provided by the different agencies in response to the Oversight Commissioner's requests. In turn, the Oversight Commissioner is reporting publicly three times per year. The Oversight Commissioner's mandate was recently extended until May of 2005.

▶▶ appendix a



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

Human Rights

Chapter & Recommendation	Implementation Status April 2004 ¹				
	Rec. Completed	Substantial Progress	Moderate Progress	Limited Progress	Minimal Progress
1. Human Rights Based Approach to Policing		✓			
2. New Police Oath (a) New Recruits (b) Existing Officers	✓	✓			
3. Code of Ethics	✓				
4. Human Rights Training (a) New Recruits (b) Regular Officers		✓	✓		
5. Appraisal of Human Rights Performance		✓			
6. Appointment of Lawyer with Human Rights Expertise	✓				
7. Monitoring Human Rights Performance		✓			

¹ All recommendations, completed or otherwise, are subject to continuing monitoring and review. Implementation status can therefore change according to progress or regression in a particular recommendation.



Accountability

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

Accountability

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



Policing with the Community

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

Policing in a Peaceful Society

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



Public Order Policing

Chapter & Recommendation	Implementation Status				
	Rec. Completed	Substantial Progress	Moderate Progress	Limited Progress	Minimal Progress
66. Public Order Emergencies			✓		
67. Provision of Marshals by Organisers of Parades		✓			
68. Development of Marshal Training		✓			
69. Investment in Research into Alternatives to PBRs		✓			
70. Police to be Equipped with a Broader Range of Public Order Equipment			✓		
71. (a) Procedures for Use of PBRs Consistent with Rest of UK (b) Baton Training Restricted to Small Number (c) Justification for PBR Use to be Submitted to Policing Board (d) Video Recording of Incidents of Use of PBRs	✓ ✓ ✓ ✓				
72. Police Officers' Identification Numbers	✓				
73. Monitoring of Police Performance in Public Order Situations by Policing Board and Police Ombudsman	✓				
74. Guidance Governing Deployment and Use of PBRs	✓				

Management & Personnel

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



Information Technology

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

Structure of the Police Service

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

*Decision made to phase out FTR from April 2005.



Size of the Police Service

Chapter & Recommendation	Implementation Status				
	Rec. Completed	Substantial Progress	Moderate Progress	Limited Progress	Minimal Progress
105. Future Size of the Police Service		✓			
106. Severance Arrangements for Officers aged 50 or above	✓				
107. Severance Arrangements for Officers before the age of 50		✓			
108. (a) Retraining Programme for Police Officers (b) PRRT to Have a Role in this Retraining Programme		✓		✓	
109. Opportunities in GB Police Forces for Reservists					✓
110. Opportunities with UN for Reservists					✓

Composition and Recruitment

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



Composition and Recruitment

Chapter & Recommendation	Implementation Status				
	Rec. Completed	Substantial Progress	Moderate Progress	Limited Progress	Minimal Progress
126.Registration of Interests			✓		
127.Identification of Northern Ireland Officers in other Police Forces by Recruitment Agency				✓	
128.Lateral Entry of Experienced Officers				✓	

Training, Education & Development

Chapter & Recommendation	Implementation Status				
	Rec. Completed	Substantial Progress	Moderate Progress	Limited Progress	Minimal Progress
129. TED Strategy (a) Recruit (b) In-service/other		✓	✓		
130. Training and Development Budget			✓		
131. New Police College			✓		
132. Service Level Agreements on Training			✓		
133. Civilian Input into Recruit Training			✓		
134. Training of Civilian Recruits			✓		
135. Achievement of Academic Qualifications by Recruits		✓			
136. Timing of Attestation as a Constable		✓			
137. Reduction of Hours Spent on Drill	✓				
138. Problem-Solving Should be Central to Recruit Training		✓			
139. Community Awareness Training for Police Recruits		✓			
140. Tutor Officer Scheme	✓				
141. Course on Impact of New Constitutional Arrangements, New Policing Arrangements and Criminal Justice Reforms		✓			
142. Instruction in Implications of Human Rights Act 1998 (a) Recruits (b) Police Officers		✓ ✓			
143. Management Training for Police Managers			✓		
144. Information Technology Training			✓		
145. Joint Training with Civilians			✓		
146. Neighbourhood Policing Training Programme			✓		
147. Publication of Training Curricula					✓
148. Public Attendance at Police Training Sessions			✓		
149. Pilot Citizens Course					✓



Culture, Ethos and Symbols

Chapter & Recommendation	Implementation Status				
	Rec. Completed	Substantial Progress	Moderate Progress	Limited Progress	Minimal Progress
150. Name of the Police Service	✓				
151. New Police Badge	✓				
152. Flying of Union Flag	✓				
153. Flying of PSNI Flag	✓				
154. Police Uniform	✓				
155. Police Memorials		✓			
156. Neutral Working Environment		✓			

Co-operation with other Police Services

Chapter & Recommendation	Implementation Status				
	Rec. Completed	Substantial Progress	Moderate Progress	Limited Progress	Minimal Progress
157. Written Protocols Between Police Service and Garda Síochána		✓			
158. Annual Conference for Police Services in Northern Ireland and Republic		✓			
159. Personnel Exchanges					✓
160. Liaison Officers at Headquarters and Border Areas					✓
161. Co-operation in Training			✓		
162. Joint Disaster Planning		✓			
163. Exchange of Officers and Pooling of Investigative Teams after Major Incidents					✓
164. Establishment of Communications Between Garda and Northern Ireland Police				✓	
165. Joint Database Development with Garda					✓
166. Development of Exchanges Between Northern Ireland Police and Police Services in GB				✓	
167. Training Exchanges and Joint Training Between Northern Ireland Police and Police Services in GB				✓	
168. Links Between Police Training Colleges				✓	
169. Further Development of International Training Exchanges					✓
170. Development of More Training Opportunities for Overseas Police Services					✓
171. United Nations Peacekeeping Operations					✓



Oversight Commissioner

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

▶▶ appendix b
the oversight and evaluation team



David Bayley, Ph.D.

Dr. Bayley has responsibility for evaluating Human Rights, Accountability and Co-operation with other Police Services. A Distinguished Professor at the School of Criminal Justice, State University of New York at Albany, Dr. Bayley specialises in international criminal justice with a particular interest in policing, particularly police accountability and human rights. He has consulted and extensively researched policing and police institutions in Bosnia, Britain, Canada, India, Japan, Singapore, the Ukraine and the United States.

Roy Berlinquette

Mr. Berlinquette has responsibility for evaluating Training, Education and Development. He served as a police officer for 36 years in the Royal Canadian Mounted Police (RCMP) where he finished his career as the Deputy Commissioner responsible for the entire Northwest region of Canada, as well as responsibility for the RCMP's Depot Training Academy in Regina, Saskatchewan. Mr. Berlinquette had a key role to play in a major recent restructuring and change initiative within the RCMP, and has extensive experience in the area of police training.

Gil Kleinknecht

Mr. Kleinknecht has responsibility for evaluating Policing in a Peaceful Society, Public Order Policing, Structure, Composition and Recruitment, and Size of the Police Service. He has served as a police officer for over 35 years, and has also held a number of executive positions. These include Chief of Police of St. Louis County, Missouri, and Assistant Director of the United States Marshals Service in Washington, DC. While in Washington Mr. Kleinknecht also served as Treasurer for the International Association of Chiefs of Police (IACP). He currently acts as a professional assessor in the accreditation of police agencies for the Commission on Accreditation of Law Enforcement Agencies (CALEA).

Robert Lunney

Mr. Lunney has responsibility for evaluating Policing with the Community, Management and Personnel, Information Technology, Structure of the Police Service and Culture, Ethos and Symbols. During a 44 year police career beginning with the RCMP, Mr Lunney was Chief of Police in Edmonton, Alberta, Head of Protective Services in Winnipeg, Manitoba, and Chief of Police in Peel Region, Ontario. He currently consults on public safety and community policing, where he has extensive operational and managerial experience. He is also coordinating a policing project in Jamaica for the Police Executive Research Forum.

Mark Reber

Mr. Reber is Chief of Staff to the Oversight Commissioner for Police Reform in Northern Ireland. In this role he acts as the principal point of contact in the Oversight Commissioner's absence, and manages the Belfast office and staff. Prior to taking up the position of Chief of Staff, he was the Director of Research for the Oversight Commissioner from January of 2002. Mr. Reber is seconded from the Royal Canadian Mounted Police, where he has held a variety of positions in Internal Affairs, Executive Services, and most recently held the post of Director of Change Management.

Charles Reynolds

Mr. Reynolds has responsibility for evaluating Policing in a Peaceful Society, Public Order Policing, Structure of the Police Service, Composition and Recruitment and Size of the Police Service. He served as a police officer for 40 years including serving as Chief of Police in four New England communities and as Special Assistant to the Director of Public Safety for the Navajo Nation. Mr. Reynolds is a past President of the IACP as well as a former Commissioner and Vice Chair of the CALEA. He currently consults on police management and also serves as an independent auditor for the United States Department of Justice. In this role he oversees restructuring and change programmes at two police agencies relating to civil rights.

Robert Warshaw

Mr Warshaw has responsibility for evaluating Training, Education and Development. Following several years as an officer in the United States Army, he served as a police officer for over 25 years. Mr. Warshaw has extensive experience as a law enforcement executive, and was Deputy Chief of Police in Miami, Florida, and Chief of Police in Rochester, New York. He has also served as the Associate Director of the Office of National Drug Control Policy in Washington, DC. Mr Warshaw currently consults widely on police and corporate management, and serves as an independent auditor for the United States Department of Justice.



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