



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

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

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

This is followed in each chapter by a summary of the results of the administrative benchmarking for the period ending 7 January 2002, for each recommendation.

The Commissioner’s Overview notes that, although the agencies made a substantial effort to comply with requests for evidence of compliance in the September 2001 review, they were limited in their ability to successfully comply. This was due to external factors beyond their control, including the enormity, scope and magnitude of the Independent Commission’s recommendations.

In addition, the fact that the Policing Board had not yet been established when the September 2001 evaluation was conducted impacted on the ability of some of the agencies involved to meet administrative compliance as intended. However, for this evaluation period ending 7 January 2002 many of these factors are no longer as relevant.

Among the Progress and Accomplishments noted is the launch of the Policing Board, which has already demonstrated substantial progress and effectiveness, particularly in the development of a new police badge and uniform. Also noted is the Police Service’s successful recruitment programme, which has shown outstanding results in its initial stages. We continue to receive excellent levels of co-operation from all of the institutions involved, including the Police Service, the Policing Board, the Police Ombudsman and the Northern Ireland Office, among others.

In the Areas of Concern it is noted that, if the oversight process is to achieve its aims, it is essential that the Oversight Commissioner continue to weigh any progress made against specific areas of concern. For example, lack of progress in the area of civilianisation, management of sickness absence within the Police Service, and lack of progress on a new Police College are all areas of concern. The lack of a restructured Special Branch that meaningfully accomplishes the Independent Commission’s intent to address ordinary crime is also an ongoing concern.

In terms of future oversight evaluations, areas that will command particular attention include, but are not limited to, implementing the community partnerships that the Independent Commission had envisaged, the devolution of appropriate authorities and support to District Command Units, the institution of human rights training at all levels within the Police Service, and progress within the training regime.



## Introduction

This is the first formal report of the Oversight Commissioner for the Year 2002 and is the fourth official report in a series that began in January 2001. The current report builds on the foundation developed in the three reports of 2001 and essentially measures the progress of the various institutions in the implementation of the recommendations of the Independent Commission on Policing for Northern Ireland. The detailed information of the oversight process can be found on our website, [www.oversightcommissioner.org](http://www.oversightcommissioner.org). In the review process, the Oversight Commissioner and his team of internationally recognised policing experts continue to follow the general oversight principles previously set out. Specifically,

- that the intended approach is fair, objective and independent;
- that the Independent Commission's recommendations are implemented and are seen to be implemented.

On 4 December 2001 the Oversight Commissioner released the third report that measured the actual progress in implementing the recommendations of the Independent Commission on Policing for Northern Ireland. The focus of this report was to determine the status of each agency in meeting the standard of administrative compliance for each of the recommendations for which they are responsible. Administrative compliance as evidenced by policies, directives, orders or regulations is critical as the starting point in measuring progress on the various recommendations. The Oversight Commissioner has stressed the importance of the administrative compliance phase of the evaluation process in all previous reports. In September 2001 he provided a comprehensive list of 772 Performance Indicators. These provided a blueprint for attaining administrative compliance and eventually operational evaluation.

In our December 2001 Report, we analysed for the first time the progress that had been achieved in meeting the standard of administrative compliance. The evidence required for this essential first step was developed after extensive research by the team of policing experts and is consistent with "best practices" in policing.

Although the agencies made a substantial "good faith" effort to comply with the Oversight Team's requests for evidence of administrative compliance in the September 2001 review, they were limited in their ability to successfully comply. This inability to provide the necessary evidence of compliance was often caused by external factors beyond the control of the agency responsible for implementing the recommendations.

One such factor, which in all likelihood will impact the progress of change throughout the entire process, is the enormity of the scope and magnitude of the recommendations of the Independent Commission. The responsibility for implementing these changes and providing documentation of compliance rests primarily with the Police Service of Northern Ireland (PSNI) and the Policing Board and, to a lesser degree, the Northern Ireland Office. As a result of the protracted negotiations that were required to produce an agreed-upon Implementation Plan, the Oversight Commissioner's Performance Indicators were also delayed and subsequently released on 19 September 2001. This meant that the agencies and institutions were necessarily given a brief period of time in which to provide the necessary evidence of administrative compliance.

An additional factor that limited the ability to achieve administrative compliance on a number of recommendations was that the Policing Board was not yet in place when the evaluation was conducted in September 2001. Many of the policy papers, regulations, orders or directives required for demonstrating administrative compliance require the review and approval of the Policing Board. The Oversight Commissioner recognised the impact of these factors on implementing the recommendations in his December 2001 Report.

In this April 2002 Report, which is based on the November/December 2001 oversight review, there has been a significant reduction in the number of external factors which impeded the ability of agencies to provide evidence of administrative compliance. First, the Performance Indicators and document requests have been available to all of the responsible agencies since 19 September 2001. The requests for evidence of compliance for the April 2002 Report had a 7 January 2002 deadline, which means that the agencies have now had approximately three and one-half months to analyse the requests and to provide the Oversight Commissioner with documentation. In addition, during the November/December 2002 on-site review, members of the Oversight Team conducted meetings with virtually all of the principals subject to the oversight review to ensure that they fully understood the nature of the requests and the documentation required to achieve the compliance standard.

Secondly, the Policing Board was established and in place as of November 2001. In the relatively brief period it has been in place, it has demonstrated substantial progress in its areas of responsibility. Based on the initial experience, it is expected that the Policing Board will be able to make significant improvements in providing the reviews and approvals required in the recommendations.

Although the magnitude and scope of the change may still impact somewhat on the ability of the various agencies to provide evidence of administrative compliance on some recommendations, it was expected that there would be a significant improvement in this report. It is essential to fulfil the requirement of administrative compliance before we can fully evaluate substantive progress on the reforms of policing as recommended.

In closing, it is important to reiterate that the quality of the oversight reviews is based in large part on the team of talented policing experts who agreed to serve on this important project. The experts, with their extensive operational and academic backgrounds, are sincerely committed to fulfilling their oversight role.

During the on-site reviews, the Office of the Oversight Commissioner is required to make numerous requests for personal interviews and documents. The individuals and institutions who respond to these requests have been co-operative and professional. The Secretary of State, the Northern Ireland Office, the Police Service Change Management Team and representatives of the Policing Board who are responsible for implementing the greatest portion of the recommendations, have continued to make themselves and their staffs available for our requests for information. In addition, the Ombudsman's Office and the General Officer Commanding of the Army, with important but fewer areas of responsibility, have also been co-operative.



I would also like to extend my appreciation to leaders of the religious communities of Northern Ireland. On each of my frequent visits they have taken time from their schedules to meet with me. Their knowledge of the community and their sincere commitment to improving the quality of life encourages me to believe that the objectives of peace and tranquillity can be achieved.

At the time of the November/December oversight review, I was advised that the Chief Constable, Sir Ronnie Flanagan, had announced his retirement from the Police Service. Since accepting the position of Oversight Commissioner, I have had a number of interactions with the now former Chief Constable and I found him to be fully cooperative and professional. The change process being undertaken in the policing of Northern Ireland is unparalleled in scope and magnitude. There is little doubt that the leadership and commitment of Chief Constable Flanagan was a critical factor in the progress that has been achieved to date. It will be equally important for succeeding Chief Constables to continue this challenging programme of police reforms.

It is our belief that if we conduct our oversight responsibilities in a professional, objective and apolitical manner, we can provide public assurance that the recommendations are being implemented as intended by the Independent Commission.

**THOMAS A. CONSTANTINE**  
**OVERSIGHT COMMISSIONER**

April 2002

ACPO	Association of Chief Police Officers
CALEA	Commission on Accreditation for Law Enforcement Agencies
CV	Curriculum Vitae
DCU	District Command Units
DPP	District Policing Partnership
DPPB	District Policing Partnership Board
FCO	Foreign and Commonwealth Office
GAA	Gaelic Athletic Association
GB	Great Britain
GOC	General Officer Commanding
HMIC	Her Majesty's Inspectorate of Constabulary
HQ	Head Quarters
NGOs	Non-Governmental Organisations
NIHRC	Northern Ireland Human Rights Commission
NIO	Northern Ireland Office
PACE	Police and Criminal Evidence
PBR	Plastic Baton Round
PRRT	Police Retraining & Rehabilitation Trust
RIPA	Regulation of Investigatory Powers Act
RUC GC	Royal Ulster Constabulary George Cross Foundation (s.70 Police Act 2000)
RUC	Royal Ulster Constabulary
UK	United Kingdom
UN	United Nations



▶▶ commissioner's overview



The November/December 2001 on-site review has produced evidence of continued progress in the implementation of the recommendations of the Independent Commission on Policing for Northern Ireland. The Police Service of Northern Ireland, the Policing Board, the Northern Ireland Office, the Ombudsman's Office and the General Officer Commanding of the Army have demonstrated progress in many areas. This progress is a testament to the talent, dedication and professionalism of all those who played a part in these achievements.

These accomplishments are set out in detail at a number of places in this report. However, it is equally important that the Oversight Commissioner continue to point out areas of concern where progress was expected but has not yet been fulfilled. The reports of the Oversight Commissioner should be viewed as comprehensively balancing the progress and accomplishments with the areas of concern.

In previous reports and comments, the Oversight Commissioner has stated that the scope and magnitude of the change inherent in the recommendations of the Independent Commission on Policing for Northern Ireland, the Police (Northern Ireland) Act 2000 and the updated Implementation Plan of August 2001 may require seven to ten years to fully complete. However, it is our opinion that most of the more critical recommendations can be completed in a much shorter period of time. As the oversight reviews have progressed, it has become increasingly obvious that the actual implementation of change has stretched the resources of the agencies responsible.

In our December 2001 Report, the Oversight Commissioner recognised that a number of external factors had affected the ability of agencies to meet the important first step of administrative compliance. These factors, along with a limited time to respond, initial workloads and the absence of a policing board, had for the most part improved at the time of the November/December 2001 review. As a result, it is to be expected that there would be substantial progress in this evaluation when compared to the previous report.

The Oversight Commissioner and the oversight team continue to have discussions, participate in meetings or receive briefings from the key staff members who are involved in the implementation of the recommendations. The level of professionalism and cooperation has continued to be excellent.

### **Progress and Accomplishments**

One of the most important aspects of the Independent Commission on Policing for Northern Ireland was the focus on the need for accountability. The Policing Board was seen to be an important institution vital to the new beginning for policing and to the success of all of the new policing arrangements recommended by the Independent Commission. The Policing Board, which held its first meeting on 7 November 2001, appears to meet the original objective of a board composed of elected officials and independent members representative of the community.

A review of the backgrounds of the Board members, the Chairman and Vice Chairman reveals individuals with good credentials and a demonstrated commitment to public service. In the initial meetings and interaction with the Chairman, Vice Chairman and Interim Chief Executive, the Oversight Commissioner has been impressed by their ability and dedication.

The Policing Board has and will be presented with a number of challenging issues such as the need for policing strategies, policy approvals, training strategies, budgets and selection of key leadership candidates, all to be addressed within a relatively short period of time. The Board was able to craft



a solution to the contentious issue of the selection of badges and symbols. In addition, several other complex issues have been brought to the Board for resolution. It has demonstrated a sense of professionalism and strength of purpose in being able to craft skilful solutions to these issues. These successes in the earliest stages of its existence demonstrate the importance of the Policing Board in the policing of Northern Ireland. If the Board is able to continue to operate in a professional manner, it will play a major role in engendering the important community support that is essential to the new policing service.

A key component in achieving a Police Service that is representative of and supported by the community it serves is a sound and successful recruitment programme. Such a programme should reach and attract all segments of the population, especially those segments that have been under-represented in the past.

The recruitment programme in Northern Ireland, under the guidance of the Consensia Partnership has shown outstanding progress in the initial stages. As a result, a pool of highly qualified candidates was established. The graduation of the first class of these new officers on 5 April 2002, is a very important milestone both substantively and symbolically. This successful achievement in a relatively short period of time is a credit to everyone involved in the process.

In the December 2001 Report, we advised as an area of concern that a human rights lawyer had not been appointed at the time of our September evaluation. A qualified human rights lawyer has been appointed effective 1 October 2001, which we view as a positive accomplishment. However, as of 7 January 2002, the human rights lawyer had not yet reviewed the policies and programmes put in place prior to her appointment. It is important for the lawyer to examine existing policies and programmes if the intent of the Independent Commission, to ensure the protection and vindication of the human rights of all, is to be realised.

The Police Ombudsman has cooperated fully in providing the Oversight Commissioner's Office with policy papers, reports and briefings. The Ombudsman has established a computer-based data system for the analysis of complaints against police. The Ombudsman's Office has also provided computers and the associated electronic links to the Police Service of Northern Ireland.

The Police Service of Northern Ireland has made substantial progress in the planning and policy development areas of a Policing with the Community strategy. The formal introduction of the strategy was held in abeyance pending the appointment and direction of the Policing Board.

In addition, the Police Service has made considerable progress in establishing and communicating specific procedures for stops and searches in an emergency, and in setting out the responsibility for reporting and review. The General Officer Commanding (GOC) has also ensured that all required information was provided.

In November of 2001, the Northern Ireland Office released the second report describing the current research on less lethal force and potential alternatives to the plastic baton round. The report is a thorough and detailed discussion of the current state-of-the-art on less lethal force alternatives. The Police Service of Northern Ireland has issued professional written policies for the utilisation of less lethal force and has supplemented the directives with a comprehensive training programme.

In November 2001, the Gaelic Athletic Association recalled its Rule 21 prohibiting members of the Police Service of Northern Ireland from being members of the Association. The Independent



Commission specifically stated that the continued existence of such a rule would have been a deterrent to the recruitment of Catholics, or a factor in separating those Catholics who did join the police force from an important part of their culture.

The Northern Ireland Office, the Policing Board and the Police Service of Northern Ireland have made substantial progress in the area of "Culture, Ethos and Symbols." The new name "Police Service of Northern Ireland" was officially adopted on 4 November 2001. The Policing Board demonstrated excellent leadership reaching consensus on the design for a new badge. The Policing Board and the Police Service of Northern Ireland have concurred on the scope and form of uniform changes.

The Secretary of State for Northern Ireland announced funding of over 1 million pounds for the construction of a garden of remembrance and museum dedicated to the sacrifices and history of the Royal Ulster Constabulary.

Both the British and Irish governments have demonstrated commitment to achieving a timetable for a formal agreement that will allow the Garda Síochána and the PSNI to move forward their institutionalised cooperation. A first formal policing conference will be held in April 2002 and is a positive step forward.

#### **Areas of Concern**

Notwithstanding the many positive accomplishments, it is understandable that in a change of this magnitude there remain areas of concern. I have highlighted a number of key issues that will be monitored closely for progress. Understandably, there has not been sufficient time in many areas to render informed and consultative decisions. Nevertheless, continuing progress is expected.

One of the major areas of concern is the adequacy of police resources to implement the required changes while simultaneously providing adequate police protection to the citizens of Northern Ireland. The final determination as to the appropriate size of the Police Service of Northern Ireland rests with the Policing Board and the Government. The issue was discussed in depth by the 2000/2001 HMIC Inspection Report and will likely be the subject of future analyses. Based on past experience, the issue of lack of adequate police resources in agencies undergoing significant change has had an adverse impact on the success of the programme.

While it is not the role of the Oversight Commissioner to advise as to the optimum size of a policing service for Northern Ireland, there are several recommendations that impact on the issue. The recommendation to civilianise numbers of positions presently held by police officers, programmes to reduce the extensive amount of sick leave and implementing the part-time reserve all have the potential to provide a significant increase in the number of officers available for patrol response. The concerns about the progress on these recommendations will be detailed at several places in this report.

It remains for the Police Service to finalise a comprehensive plan for implementing a human rights approach to policing. The Police Service has also not provided evidence of a programme of bringing the new police oath to the attention of serving officers, ensuring that they understand it and understand the need to carry out their duties in accordance with it. It has not implemented a system for assessing the human rights performance of individual officers.

The Policing Board has made excellent progress. However, the establishment of the District Policing Partnerships remains a crucial step for the entire accountability process and it will be important to meet the September 2002 planned start for the Partnerships. In addition, as Policing

with the Community was a key foundation for the Independent Commission, it is important that the Policing Board approve a strategic plan for transition to the community policing model. Equally, once a plan is agreed, the Police Service will need to proceed rapidly with comprehensive implementation.

The Independent Commission saw the issue of civilianisation as central to its vision of policing in Northern Ireland, and there is concern over the Police Service's lack of progress on this issue. Aside from helping to develop a more open culture within the Police Service, increased civilianisation would significantly improve the use of police resources by releasing highly trained officers to perform police duties.

In addition, the management of sickness absence is in need of close attention by both the Police Service and the Policing Board, as this would also have a significant impact on police strength. For example, the 2000/2001 HMIC Report, which provides figures for 1999/2000, indicates that the Police Service average of sick days per officer per year is approximately 20.5, almost 8.5 sick days per officer higher than the average for England and Wales. Until this issue is aggressively addressed, police strength and effectiveness will consistently be below their potential.

As of 7 January 2002 the Police Service had not established a system of complaint pattern analysis, nor one for the registration of interests by police officers. The Police Service has not yet established a policy requiring a post utilisation review of each incident involving use of the baton round.

The Police IT strategy (Recommendation 93) remains a formidable task, still remaining vulnerable to the concerns identified by the independent validator, and subject to the high expectations of all areas of the Police Service. This area will require Policing Board monitoring.

Of particular interest to the public is the issue of Special Branch reorganisation, and subsequent policies and practices. In early January 2002, the Chief Constable issued an internal conceptual policy paper that described a limited amalgamation of the command level structure. It describes the Special Branch under one single command, along with the realignment of support units to the responsibility of Crime Branch. The plan provided does not appear to meet the intent of the Independent Commission's recommendations to bring the resources of Special Branch together with Crime Branch, to improve the effectiveness of the Police Service of Northern Ireland in dealing with violent and organised crime.

Also of continued interest to the evaluation team is the issue of a slimmer HQ structure, which in itself could have significant benefits in terms of an increase of front-line patrol officers.

The Independent Commission viewed the training and development of serving and future police officers as critical to a new beginning. It is important that the Policing Board approve the Police Service's Training, Education and Development (TED) Strategy, and offer guidance on the recommendations contained within it. It will be important for the Police Service to move quickly on implementing the TED Strategy, including the needs analysis. It will be equally important that a dedicated budget for this Strategy be identified and set aside.

There has also been a lack of significant progress on the launch of a new Police College. This issue was considered by the Independent Commission as critical to the new beginning. Progress on this issue would not only be symbolic, but would have practical implications for capacity training of both new and current police officers in the many areas identified by the Independent Commission.



### Future Directions

Since Policing with the Community is at the core of the “new beginnings” theme of the Report of the Independent Commission, the oversight process intends to focus on the annual policing plans approved by the Policing Board, particularly concerning an implementation plan with timelines for community partnerships, support systems and increasingly, on actual problem solving.

By the next evaluation District Police Commanders should have received and implemented the discretionary (devolved) authority to decide, in consultation with their local community, how best to balance police resources between static posts and mobile posts. Therefore, the issue of whether or not the Policing Board must first grant authority to District Commanders to consult with local communities in balancing resources needs to be resolved soon. The oversight process will monitor the methodology the Policing Board adopts to measure police performance against the current Annual Plan.

The Police Service has made some progress in implementing policies and procedures to routinely record the use of emergency powers. With respect to covert law enforcement, if the degree of transparency articulated by the Independent Commission is to be achieved, approval of UK codes of practice and subsequent Police Service policies is considered critical.

The evaluation team will also be reviewing the potential impact and effectiveness of change plans for Special Branch, particularly as it relates to linking Special Branch with Crime Branch, and also further reductions to its overall complement. In addition, the timelines for the phasing out of the Full Time Reserve and enlarging the Part Time Reserve, subject to the security assessment, will command close attention.

Over the next few months the oversight process intends to examine the quality of human rights training provided to all segments of the police community, particularly that provided to recruits and serving officers.

Finally, we will continue to focus and measure the accomplishments and best practices evolving from the Training, Education and Development Strategy, as this is understood to be a critical step in the overall effectiveness of the Police Service .

In concluding this summary, I remain encouraged by the willingness, commitment and effort displayed by all parties to this process. There is no doubting the desire of most to see the Independent Commission's recommendations fulfilled, to achieve the envisioned new beginning. I am particularly encouraged by the excellent start of the Policing Board in its new governance role.

There should also be no doubt about the significance of the challenge, nor the time, resources and sustained commitment required for this change to occur. The security environment creates a continual drag on the momentum of the change, and financial and human resources are constantly under pressure. Equally, all parties will need to ensure they are not diverted by these challenges. I will continue to evaluate and report the progress or lack of progress as it is found.

▶▶ human rights



## A. Chapter Summary

### Background

In Strand Three of the Belfast Agreement, human rights featured prominently as the first item under the section on "Rights, Safeguards and Equality of Opportunity." The Independent Commission made the protection of human rights the centrepiece of its recommendations, noting that it is a matter of the philosophy of policing, and should inspire everything that a police service does, and it should be seen as the core of their report.

Accordingly, the first seven recommendations of the Independent Commission are devoted to human rights.

### Progress and Accomplishments

After extensive consultation, the Police Service formally submitted its new Code of Ethics to the Policing Board on 31 December 2001. The Code fully incorporated provisions of the European Convention on Human Rights, as well as being responsive to the Human Rights Act 1998. The Police Service also appointed a qualified human rights lawyer in October 2001, however as of 7 January 2002, the human rights lawyer had not yet reviewed the policies and programmes put in place prior to her appointment. This is important to accomplish if the intent of the Independent Commission, to ensure that the protection of human rights was understood and incorporated throughout the Police Service, is to be met. Two classes of recruits have been trained in the new Police Oath and attestation will take place upon graduation.

The Police Service also sponsored a well-attended human rights conference in October 2001. It has hired a consultant to train policy writers in human rights compliance and is participating in an ongoing programme of the Council of Europe in human rights and police professionalism.

### Areas of Concern

A comprehensive plan for implementing a human rights approach to policing had not been finalised. It will be important to forward this plan for Policing Board consideration by the March 2002 schedule. The Police Service has not supplied evidence that serving police officers have been made fully aware of and understand the new oath as required by legislation. This will require evidence of the programme, form of administration, schedule and record of administration.

There are also concerns about the full implementation of the Independent Commission's recommendations regarding human rights training, and the development of a system for assessing the human rights performance of individuals.

### Future Directions

In the next few months, we intend to examine closely the quality of human rights training provided to all segments of the police community. We will be particularly interested in the human rights course for recruits and the short seminars for serving officers designed to raise their understanding of the rationale for the new oath. Finally, we will examine the impact of the human rights lawyer, including her review of existing and developing policies and training programmes.

## B. Recommendation Summary

### Recommendation 1 - Human Rights Based Approach to Policing (PI #1-4)

Patten Recommendation:

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

**Lead Responsibility: Chief Constable/Policing Board**

Administrative compliance for this recommendation has not been completed. An officer at the rank of Assistant Chief Constable will continue to direct the work of the Human Rights Branch and will be responsible for continual monitoring of the comprehensive programme.

The Police Service's comprehensive human rights plan has not been finalised. A draft human rights plan was circulated during December 2001 for comment to the Northern Ireland Human Rights Commission, the Equality Commission, the Ombudsman, the Committee on the Administration of Justice, and selected academics.

### Recommendation 2 - New Police Oath (PI #1-4)

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**

Administrative compliance for this recommendation has not been completed. The Police Service and the Policing Board have assigned responsibility. The text of the oath as recommended by the Independent Commission on Policing for Northern Ireland was adopted as Section 38(1) of the Police (Northern Ireland) Act 2000. Because it conforms to the text provided by the Independent Commission, it meets our criteria showing commitment to human rights. Recruit classes after September 2001 have been trained in the new oath.

The Chief Constable is obliged by section 38(2) of the Police (Northern Ireland) Act 2000 to bring the new oath to the attention of serving officers and to ensure that they understand it and understand the need to carry out their duties in accordance with it. The Police Service is also required to maintain a record of this process.

Our performance indicators requested evidence of the form of administration, schedule, and record of administration. As of 7 January 2002, this has not been provided and is a concern.



### **Recommendation 3 - Code of Ethics (PI #1-7)**

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**

Administrative compliance for this recommendation has not been completed. Assignment of responsibility has been made by all agencies, and a draft Code was forwarded to the Policing Board on 31 December 2001. The Code will be assessed for "best practice" when it has been approved by the Policing Board.

The draft Code fully incorporated provisions of the European Convention on Human Rights and has been circulated for comment to the Northern Ireland Human Rights Commission, the Committee on the Administration of Justice, the British Irish Rights Watch, the Ombudsman, the Mediation Network, and several academics.

### **Recommendation 4 - Human Rights Training (PI #1-11)**

Patten Recommendation:

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

**Lead Responsibility: Chief Constable/Policing Board**

Administrative compliance for this recommendation has not been completed. Responsibility has been assigned within the Police Service. The Police Service has not provided a specification of the differences in human rights training between the old and new programmes, whether for recruits, civilians, or in-service personnel, nor a detailed implementation plan including staff, budgets and time schedules. Also lacking is evidence of the integration of human rights in all training modules. Related to this, the Police Service has not supplied changes made to functional modules, or programmes for modifying the culture of the training institution.

There is evidence that certain non-governmental organisations, such as the Northern Ireland Human Rights Commission and the Mediation Network, have observed some training sessions, and the Police Service has begun to compile statistics on the number of recruits who have received such training. However, the Police Service has not provided material about the content of such training, nor has it provided a plan for selecting, training, and supervising the teachers of the human rights component, nor for the evaluation of the human rights training. Plans for evaluating learning outcomes and the impact of human rights training on behaviour have also not been provided.



#### **Recommendation 5 - Appraisal of Human Rights Performance (PI #1-3)**

Patten Recommendation:

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

**Lead Responsibility: Chief Constable/Policing Board**

Administrative compliance for this recommendation has not been completed. The Policing Board has assigned responsibility. Our performance indicators required the description of the (approved) new elements in performance appraisal that respond to the human rights mandate. As of 7 January 2002, they have not been provided.

#### **Recommendation 6 - Appointment of Lawyer with Human Rights Expertise (PI #1 - 3)**

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**

Administrative compliance for this recommendation has been completed with the appointment of a lawyer with human rights experience, effective 1 October 2001, and the supply of a CV and job description. The appointment was made on the basis of a job description that followed the recommendations of the Independent Commission. The CV of the lawyer shows that she has the training and experience called for. However, as of 7 January 2002 the lawyer had not reviewed existing policies and programmes put in place prior to her appointment. The intent of the recommendation was to provide expertise at a senior level to ensure that the necessity of protecting human rights was understood and incorporated throughout the Police Service. Examination of existing policies and programmes will be necessary for the Police Service to fulfil the intent of the human rights recommendations of the Independent Commission.

#### **Recommendation 7 - Monitoring Human Rights Performance (PI #1-4)**

Patten Recommendation:

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

**Lead Responsibility: Policing Board/Chief Constable**

Administrative compliance for this recommendation has not been completed. Responsibility for monitoring the human rights performance under this recommendation lies with the Policing Board, which has assigned administrative responsibility. As of 7 January 2002, it had not adopted such a plan.



▶▶ **accountability**



## A. Chapter Summary

### Background

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

### Progress and Accomplishments

The most critical development in this regard occurred on 4 November 2001 with the creation of the Policing Board. The selection of members, both political and independent, was carefully done and in conformity with principles suggested by the Independent Commission.

Although still very new when this report was written, the Policing Board had begun to fulfil its obligations on a broad front. After consultation with the Police Service, the community, and the government, it began the process of formulating an Annual Policing Plan, the first of which would be submitted to government in March 2002. The Policing Board was in the process of hiring three chief officers of the Police Service, including the Chief Constable. It was also writing codes of practices for District Policing Partnerships.

Through direct computer links provided by her office, the Ombudsman is regularly providing the Police Service with analyses of patterns of complaints. This represents a major step forward in accountability as well as in the management of risk.

The financial accountability for human resources, structures, and processes for both the Policing Board and the Police Service are developing in a positive and co-ordinated fashion.

### Areas of Concern

The responsibilities of the Policing Board are significant and although it has only been in existence for a short time, and has made commendable progress, much work remains to be done. For example, the Policing Board must oversee and facilitate the establishment of District Policing Partnerships. It reports that the process of selecting members, and monitoring a code of practice is proceeding well with extensive community consultation. We will monitor that the Policing Board's goal of having them in operation by September 2002 is achieved.

The NIO has not yet published a code of practice with respect to the initiation of inquiries by the Policing Board.

### Future Directions

The Policing Board is required to monitor police performance against the Annual Plan, the long-range strategy, and trends with respect to fair employment, equal opportunity, training, public satisfaction, and complaints against the police. We will be particularly interested in the methodology they adopt for carrying out this wide-ranging responsibility.

In the area of covert law enforcement, approval of UK codes of practice and subsequent Police Service policies will be expected if the degree of transparency articulated by the Independent Commission is to be achieved. In the area of financial accountability, the development of appropriate authorities, guidelines, and policies will be monitored.

## B. Recommendation Summary

### Recommendations 8 and 9 - Creation of a Policing Board (PI #1-7)

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**

Administrative compliance for these recommendations has been completed. The Policing Board was established. It held its first meeting on 7 November 2001. The Policing Board is governed by the Police (Northern Ireland) Act 2000, whose provisions conform to the recommendations of the Independent Commission. With the creation of the Policing Board, the Police Authority ceased to exist and its staff was transferred to the Policing Board.

### Recommendation 10,11 and 12 - Police Planning Process (PI #1-7)

Patten Recommendations:

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

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

Administrative compliance for these recommendations has not been completed, although administrative responsibility has been assigned. A document entitled the "Annual Policing Plan" describes the process the Policing Board is following in preparing the annual policing plan and setting priorities. It stipulates a process and a time-table. The process of determining the objectives and priorities of the Policing Board will be managed by a Tripartite Working Group consisting of representatives of the Policing Board, Northern Ireland Office, and the Police Service. Initial elements of the Annual Plan were considered at a Policing Board meeting in December 2001, which was to be followed in early 2002 by extensive consultation with local Councils, Community



and Police Liaison Committees (CPLCs), Members of the Northern Ireland Assembly, the Police Ombudsman, Northern Ireland Members of Parliament, and voluntary, community, trade union, and minority ethnic groups.

After the Annual Policing Plan has been approved, we will assess the processes of consultation and negotiation among the Policing Board, the Chief Constable, and the Northern Ireland Office, and the Policing Board's procedures for "monitoring police performance against the budget."

#### **Recommendation 13 - Monitoring Police Performance (PI #1-5)**

Patten Recommendation:

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

**Lead Responsibility: Policing Board/Police Ombudsman**

Administrative compliance for this recommendation has not been completed, although administrative responsibility has been assigned.

#### **Recommendation 14 - Policing Board Role in Police Appointments (PI #1-4)**

Patten Recommendation:

14. The Board should have the responsibilities for appointing 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**

Administrative compliance for this recommendation has not been completed. Responsibility for its implementation has been assigned. Although the required authority was provided in the Police (Northern Ireland) Act 2000, policies and guidelines for carrying out the enumerated responsibilities have not been made available.

#### **Recommendation 15 - Policing Board Co-ordination with Other Agencies (PI #1-4)**

Patten Recommendation:

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

**Lead Responsibility: Policing Board**

Administrative compliance for this recommendation has not been completed, although responsibility has been assigned. We have been informed that the Policing Board is awaiting the preparation by the Northern Ireland Office of a code of practice with guidelines for interagency co-ordination.

#### **Recommendation 16,17,18 and 19 - Composition of Policing Board (PI #1-9)**

Patten Recommendations:

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

**Lead Responsibility: NIO**

Administrative compliance for these recommendations has been completed. The appointment of Policing Board members, both political and independent, meets the intent of the Independent Commission on Policing for Northern Ireland.



On 17 September 2001, the Secretary of State invited the four political parties to nominate members to the Policing Board. The SDLP, the DUP, and the UUP nominated members on 20 September. Sinn Fein did not. In selecting members, the d'Hondt system was observed, as set forth in Schedule 1, paras. 1-13, of the Police (Northern Ireland) Act, 2000. Because Sinn Fein chose not to participate, the UUP and the DUP acquired an additional seat.

The Northern Ireland Office opened a competition for the nine independent members of the Policing Board on 2 October 2000, with a supplementary competition on 23 August 2001. This was done in accordance with a protocol made available to the Oversight Commissioner on 1 October 2001. This process resulted in the appointment of independent members on 29 September 2001.

The Independent Commission recommended that the independent members "be selected from a broad range of 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." Based on the short biographies provided to the Oversight Commissioner, this objective has been achieved. The independent members have backgrounds in business, voluntary organisations, non-governmental organisations, media/arts, and education.

The terms of appointment, including remuneration and expenses, of independent members have been made available to the Oversight Commissioner.

The Chairman and Vice-Chairman were appointed on 29 September 2001 by the Secretary of State, as stipulated by the Police (Northern Ireland) Act 2000. Both are independent members of the Policing Board. The Chairman is an Emeritus Professor of Human Resources Management at the University of Ulster; he is part-time chairman of the Labour Relations Agency and Editor of Economic Outlook and Business Review. The Vice-Chairman is chairman and chief executive of Northland Films and director of the Northlands Centre for Addiction Treatment.

#### **Recommendation 20 and 21 - Devolution of Responsibility for Policing (PI #1)**

Patten Recommendations:

20. Responsibility for policing should be devolved to the Northern Ireland Executive as soon as possible, except for matters of national security.
21. The powers of the Policing Board proposed in this report, in relation to both government (as now represented by the Secretary of State) and the Chief Constable, should in no way be diminished when the government role in the tripartite arrangement passes to the Northern Ireland Executive.

**Lead Responsibility: NIO/Northern Ireland Executive**

Administrative compliance for these recommendations has not been completed. Devolution of responsibility for policing has not yet occurred.



**Recommendation 22 - Simplification of Roles in Tripartite Arrangement (PI #1-2)**

Patten Recommendation:

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

**Lead Responsibility: NIO**

Administrative compliance for this recommendation has been completed. The Northern Ireland Office informs us that simplification has been accomplished through sections 24-26 of the Police (Northern Ireland) Act 2000. These provisions commenced on 4 November 2001.

**Recommendation 23 - Repeal of Power to Issue Guidance to the Police (PI #1)**

Patten Recommendation:

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

**Lead Responsibility: NIO**

Administrative compliance for this recommendation has been completed. This power was repealed when Schedule 8 of the Police (Northern Ireland) Act 2000 was commenced by order on 4 November 2001.

**Recommendation 24 - Operational Responsibility (PI #1-3)**

Patten Recommendation:

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

**Lead Responsibility: NIO**

Administrative compliance for this recommendation has not been completed. The NIO has assigned a responsible person. The Government accepted in the updated Implementation Plan of August 2001 that the Policing Board needs to have adequate powers in order to hold the Chief Constable and the police to account for the performance of their functions.

As of 7 January 2002, the Policing Board and the Chief Constable have not provided policy, directives or memoranda of understanding clarifying operational responsibility.



### **Recommendation 25 and 26 - Powers to Require Reports and Initiate Inquiries (PI #1-6)**

Patten Recommendations:

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

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

Administrative compliance for these recommendations has not been completed, although responsibility has been assigned. Enabling authority to require reports was provided in section 59 of the Police (Northern Ireland) Act 2000. This section went into effect with the commencement order of 4 November 2001. The power of the Policing Board to initiate inquiries is provided under Section 60 of the Police (Northern Ireland) Act 2000. Assessment of performance under recommendation 25 will be taken up in future reports. Pursuant to the updated Implementation Plan of August 2001, the government will issue a best practice code setting out how the Secretary of State would approach proposals from the Policing Board for inquiries under Section 60 of the Act. As of 7 January 2002 this had not been finalised.

### **Recommendation 27 - Creation of District Policing Partnership Boards (PI #1-5)**

Patten Recommendation:

27. Each District Council should establish a District Policing Partnership Board (DPPB), 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 DPPB should be held by an elected member, with rotation between parties from year to year.

**Lead Responsibility: NIO/Policing Board/District Councils**

Administrative compliance for this recommendation has not been completed, although responsibility has been assigned. Necessary enabling authority was provided by the Police (Northern Ireland) Act 2000. The Policing Board has prepared a draft code of practice for the DPPs, which was formulated after consultation with the Society of Local Authority Chief Executives (SOLACE), the Belfast City Council, and the Northern Ireland Office.

The Oversight Commissioner has been informed by the Policing Board that District Councils will identify political members in May 2002, who will then be appointed based upon the local balance of parties. For independent members, a process and time-table for their selection and appointment have been set out in the NIO's draft code of practice (January 2002). Various NGOs, and the Equality Commission, have been consulted about this process.

September 2002 appears to be the earliest date for the District Policing Partnerships to become operational.

#### **Recommendation 28 - Arrangements for Belfast (PI #1-3)**

Patten Recommendation:

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

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

Administrative compliance for this recommendation has been completed by the enactment of sections 20-21 of the Police (Northern Ireland) Act 2000, which stipulate that there shall be four District Policing Partnerships in Belfast. The Belfast DPPs had not been established at the time this report was written, but will be created following the provisional time-table noted above.

#### **Recommendation 29 and 30 - Method of Operation of DPPBs (PI #1-6)**

Patten Recommendations:

29. There should be monthly meetings between the DPPB 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 DPPBs should be taken fully into account by the police and by the Policing Board in the formulation of policing plans and strategies at the central level.
30. The DPPB should submit an annual report to the District Council, and publish it.

**Lead Responsibility: Policing Board**

Administrative compliance for these recommendations has not been completed, although responsibility for their implementation has been assigned. The Police (Northern Ireland) Act 2000 provides appropriate enabling provisions. A code of practice for DPPs had not been approved by the Policing Board as of 7 January 2002.

#### **Recommendation 31 - Administration Costs of DPPBs (PI #1-3)**

Patten Recommendation:

31. The approved administration costs of the DPPB 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**



Administrative compliance for this recommendation has been completed. The Police (Northern Ireland) Act 2000 Schedule 3, para. 11, provides appropriate enabling authorisation. Assessment of practice will be made in future reports.

#### **Recommendation 32 - Expenditure by DPPBs (PI #1-2)**

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 DPPB to purchase additional services from the police and other statutory agencies, or from the private sector.

**Lead Responsibility: NIO/Executive Committee**

Administrative compliance for this recommendation has been completed. However, the Police (Northern Ireland) Act 2000 did not provide for taxing authority.

#### **Recommendation 33 - Consultative Forums at Local Level (PI #1-6)**

Patten Recommendation:

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

**Lead Responsibility: Policing Board/DPPs/Chief Constable**

Administrative compliance for this recommendation has not been completed, although responsibility has been assigned. There is evidence of policy and direction by the Police Service and the Policing Board. There are two sets of police-community committees in the field, whose functions are similar to the recommended Consultative Forums. They are the Community and Police Liaison Committees (CPLCs), which are neighbourhood based, and Community Forums, which coincide with District Command Units. Together they number 142.

The Policing Board proposes to regularise the work of CPLCs by having them develop constitutions and appoint officers. A model constitution was sent to the Oversight Commissioner and will be circulated in the community. Furthermore, the Policing Board will support the CPLCs financially, distributing funds according to published guidelines. The Policing Board reports (January 2002) that it wants the DPPs "to assume responsibility for the funding and support of local consultative forums".

#### **Recommendation 34 - Contacts Between Policing Board and DPPBs (PI #1-6)**

Patten Recommendation:

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

**Lead Responsibility: Policing Board/DPPs**

Administrative compliance for this recommendation has not been completed, although responsibility has been assigned. A code of practice for DPPs had not been issued as of 7 January 2002.

**Recommendation 35 - Meetings of the Policing Board (PI #1-4)**

Patten Recommendation:

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

**Lead Responsibility: Policing Board/Chief Constable**

Administrative compliance for this recommendation has not been completed. The Policing Board has assigned responsibility. A code of practice by the NIO for the Policing Board had not been provided by 7 January 2002.

**Recommendation 36 - Meetings of the DPPBs (PI #1-3)**

Patten Recommendation:

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

**Lead Responsibility: Policing Board/DPPs/NIO**

Administrative compliance for this recommendation has not been completed, although responsibility has been assigned within the Policing Board and NIO.

**Recommendation 37 - Openness of the Police Service (PI #1-5)**

Patten Recommendation:

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

**Lead Responsibility: Chief Constable/Policing Board**

Administrative compliance for this recommendation has not been completed. Responsibility within the Police Service has been assigned. Future requests of the Oversight Commissioner will focus on the Police Service's plans for publications, comparisons with global best practices and an examination of arrangements for communications.



### **Recommendation 38 - Role of the Police Ombudsman (PI #1-4)**

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. Her/she should have a dynamic co-operative relationship with both the police and the Policing Board, as well as other bodies involved in community safety issues. He/she should exercise the right to investigate and comment on police policies and practices, where these are perceived to give rise to difficulties, even if the conduct of individual officers may not itself be culpable, and should draw any such observations to the attention of the Chief Constable and the Policing Board. The Ombudsman should have access to all past reports of the RUC.

#### **Lead Responsibility: Police Ombudsman**

Administrative compliance for this recommendation has been completed. The Oversight Commissioner has been provided with a policy statement establishing data-sharing arrangements between the Police Service and the Ombudsman. There is evidence for the co-ordination of data-sharing between the Ombudsman and the Police Service with respect to complaint data.

A computer-based data system has been created whereby the Ombudsman analyses all complaints made against the police, whether they are made to her office or to the police, in order to determine trends and patterns of occurrence, including accumulated complaints against individual officers. This information is shared through dedicated computer links with the Police Service.

### **Recommendations 39,40, and 41 - Covert Law Enforcement (PI #1-9)**

Patten Recommendations:

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

#### **Lead Responsibility: Home Office/NIO**

Administrative compliance for these recommendations has not been completed. The Regulation of Investigatory Powers Act (RIPA) is in effect, with UK-wide application. A Surveillance Commissioner has published a 1999/2000 report and a Complaints Tribunal is appointed and in

operation. There has been a delay in issuing UK codes of practice under Section 68 of the Regulation of Investigatory Powers Act 2000 because the process depends on the allocation of parliamentary time.

**Recommendation 42 - Strengthening of Financial Accountability (PI #1-8)**

Patten Recommendation:

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

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

Administrative compliance for this recommendation has not been completed. Financial accountability is shared between the Policing Board and the Chief Constable. Draft codes on the financial accountability relationships have been issued by the NIO, but remain to be finalised. The Policing Board has provided documentation showing that together with the PSNI, commendable progress is being made to establish an appropriately balanced accountability regime, staffed with qualified personnel. The integration of the Policing Plan with the Continuous Improvement Performance Plan will not occur until 2003, although transitional arrangements are in place.

**Recommendation 43 - Designation of Chief Constable as Sub-Accounting Officer (PI #1-5)**

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**

Administrative compliance for this recommendation has been completed. The Chief Constable has been designated in writing as the Accounting Officer for the PSNI, as has the Chief Executive for the Policing Board. Accounting policies will be examined once the Policing Board has had an opportunity to become fully functional in its audit/review role.





▶▶ **policing with the community**



## A. Chapter Summary

### Background

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

### Progress and Accomplishments

In the interval immediately following official acceptance of the recommendations of the Independent Commission, senior command staff and officers appointed to command of the new District Command Units actively promoted new community initiatives. Formal introduction of community policing was held in abeyance pending the appointment of the Policing Board. The Chief Constable forwarded a strategic plan to the Board for endorsement and a presentation is scheduled for early 2002. In December 2001 senior officers accompanied members of the Policing Board and others to the United States to examine issues of good practice.

### Areas of Concern

There is a pressing need to begin the transformation to Policing with the Community immediately following endorsement by the Policing Board. Concurrent with agreement to proceed, the Police Service must provide enhanced support systems for neighbourhood policing teams in the form of information systems (IT), analytical support, training in problem solving, establishment of community partnerships, and logistical resources to ensure functionality.

### Future Directions

Policing with the Community is at the core of the "new beginnings" theme of the Independent Commission. The plan approved by the Policing Board will be demanding of the initiative and perseverance of managers, supervisors and officers serving in the District Commands. The oversight process will focus on the detail of implementation plans including timelines, support systems and increasingly, on actual performance with problem solving and community partnerships.

## B. Recommendation Summary

### Recommendation 44 - Community Policing as a Core Function (PI #1-11)

Patten Recommendation:

44. Policing with the Community should be the core function of the Police Service and the core function of every police station.

**Lead Responsibility: Chief Constable/Policing Board**

Administrative compliance for this recommendation has not been completed. The Policing Board designated a responsible person. The Police Service produced a strategic plan for transition to a community policing model. The Chief Constable will present the proposal to the Board for approval. Service-wide implementation with timelines and other operational criteria awaits a

decision by the Board. The Chief Constable's plan has been distributed to command officers. DCU Commanders were consulted on development of a structure for sector policing. All ranks have been informed of the impending changes by a series of information bulletins. The following issues are in abeyance pending launch of the community policing initiative and the beginnings of the transitional process: assessment of progress with community and emergency response agency partnerships; collaborative identification of priorities and plans; participation in problem solving; continuity of assignment of personnel; transparency of operation; and evidence of public information programmes. Extensive preparatory work was completed identifying the interdependency between this pivotal recommendation and 42 others including information and training components.

#### **Recommendation 45 - Dedicated Neighbourhood Policing Teams (PI #1-15)**

Patten Recommendation:

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

**Lead Responsibility: Chief Constable/District Commanders**

Administrative compliance for this recommendation has not been completed. The creation of service-wide neighbourhood policing teams awaits endorsement of the community policing plan by the Policing Board. In the interim, DCU Commanders have received a comprehensive training package highlighting Policing with the Community issues. A problem solving methodology was formally adopted and incorporated in the community policing plan. Electronic problem solving folders were introduced on a trial basis in selected DCUs. The following issues are held in abeyance pending launch of the community policing initiative: a strategic plan for introduction of policing teams; evidence of plans to guide the disposition of resources; evidence of a directive requiring the collection and maintenance of statistics accounting for the allocation of patrol hours by activity; an accounting for the number of officers assigned to neighbourhood policing; plans for the use of computer based information systems for crime analysis; an information programme for officers; a public education programme; and implementation of a personal performance appraisal system to evaluate the performance of officers assigned to community policing roles. There can be no beginning on the sampling process intended to measure compliance until these initiatives are well underway.

#### **Recommendation 46 - Service in Neighbourhood Policing Teams (PI #1-5)**

Patten Recommendation:

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

**Lead Responsibility: Chief Constable**



Administrative compliance for this recommendation has not been completed. The tenure policy (Recommendation 83) forwarded to the Policing Board for endorsement is proof of administrative compliance for planning and policy. Under this proposal, members of policing teams should serve for at least 3 and preferably 5 years in the same neighbourhood. The proposal that officers clearly display their names on their uniforms is legislated in Section 55 of the Police (Northern Ireland) Act 2000. The form of display was approved by the Policing Board. However, the display of locality information remains under consideration by the Chief Constable's Policy Committee.

#### **Recommendation 47 - Police Probationary Training (PI #1-5)**

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**

Administrative compliance for this recommendation has not been completed. Upon graduation, and following probationary training, the first graduating class of PSNI recruits will be deployed to DCU Commands later in 2002. Although the Chief Constable has committed to having probationary officers serve a significant part of their probationary training in team policing roles, a policy directive to that effect was not provided as of 7 January 2002. Contextual documentation listing the number of other training opportunities considered necessary was also not provided. However, the Police Service did provide evidence of a plan for the assignment of at least the first class of probationers.

#### **Recommendation 48 - Patrolling on Foot (PI #1-8)**

Patten Recommendation:

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

**Lead Responsibility: Chief Constable/District Commanders**

Administrative compliance for this recommendation has not been completed. The Police Service is awaiting acceptance of the community policing plan by the Policing Board before formally launching this initiative. The plan submitted to the Board includes foot patrol as a preferred patrol method in a list of operating principles to be fielded where practical and where they contribute to locally agreed priorities. Upon approval this plan will constitute direction to commanders. Patrolling on foot is routinely practised in some DCUs.

#### **Recommendation 49 - Role of Neighbourhood Policing Teams (PI #1-6)**

Patten Recommendation:

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

**Lead Responsibility: Chief Constable/District Commanders**

Administrative compliance for this recommendation has not been completed. The introduction of policing teams is included in the design for community policing before the Policing Board. When implementation begins, oversight will focus on the directive defining neighbourhood policing teams together with terms of reference and evaluation criteria. Methods of recording and reporting the activities of the teams will be reviewed, and the degree to which DCU Commanders are empowered to manage the neighbourhood programmes within the framework of PSNI policy will be evaluated. In the longer term, there is an expectation that neighbourhood policing teams will be featured in the new strategic plan and the annual policing plan. In the final assessment, we expect to find results of this strategy emerging in locally established objectives.

#### **Recommendation 50 - Crime and Complaint Pattern Analysis (PI #1-13)**

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 not been completed. The plan and structure for crime analysis are in place and qualified senior staff have been appointed. Full staffing is incomplete. Thirteen new analysts were appointed since the last report and there is a competition to staff another training and development consultant position. A service level agreement governs the relationship between the Analysis Centre HQ and those locations where analysts are assigned. A corporate database of all analytical products is available and issued to all crime operations managers and other key personnel monthly. A training and development plan to support crime analysis and problem solving was not provided as of 7 January 2002. Information was not available to assess technology and logistics support, but the IT strategic plan includes specifications for crime analysis and the Police Service reports ongoing communication between the Analysis Centre and Computer Services Branch on service provision.

#### **Recommendation 51 - Attendance at Police Training Courses (PI #1-5)**

Patten Recommendation:

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

**Lead Responsibility: Chief Constable**

Administrative compliance for this recommendation has not been completed. District Policing Partnerships have yet to be established. Provision for DPP members and other community leaders to attend police training courses in problem-solving techniques is included in the comprehensive Training, Education and Development Strategy, but this plan is not yet approved by the Policing Board.



▶▶ **policing in a peaceful society**



## A. Chapter Summary

### Background

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

### Progress and Accomplishments

The merger of the building branches of the PSNI and former Police Authority of Northern Ireland is a positive step towards developing a clear and concise estate strategy. All the Landrovers have had the word "POLICE" added, and Force Order 58/2001, Issues of Strategic Reserve Armoured Landrovers (ALR), implements a policy to increase the number of ALRs held in strategic reserve and forward base them at key locations. This order requires that 50 percent of the ALRs be placed in strategic reserve by March 2002, and that ALRs must not be used for routine patrol purposes.

Progress has been made by the Police Service with the distribution of Force Order 37/2001, The Terrorism Act 2000 - Human Rights and Monitoring Issues. This order establishes specific procedures for stops and searches under an emergency and for reporting and review responsibilities. The order also provides the suspect, who is stopped, searched or questioned under the Terrorism Act, the right to review police report(s) prepared by the officer. Implementation of this order is underway and the Police Service reports that the first quarter data for 2002 will be available in April 2002.

The three holding centres at Castlereagh, Gough Barracks and Strand Road have been closed, with Gough Barracks closed as of 8 October 2001.

### Areas of Concern

The government has yet to issue a Code of Practice for the video recording of PACE Custody Suites. In addition, the Police Service has not yet developed a plan for installing video recording equipment in all of its PACE Custody Suites. As of 7 January 2002, we had not received a plan for installations, however the Police Service reports that this is due to the fact that it awaits the completion of the Musgrave Street pilot project.

The employment of civilian receptionists to replace police officers remains a concern. Although the Strategic Optimisation Plan submitted by HR Planning states that 260 civilian station receptionists would replace an equal number of constables within a one-year period, this has not been implemented. In addition, considering the time required for recruitment, selection and training, this one-year time-frame appears unattainable. If properly addressed, this has the potential to provide a significant increase in the number of officers available for patrol response.

### Future Directions

A continuation of the briefings on the short and long-range plans and strategies for new police stations and renovations, including custody suites, as well as the receipt of the remaining documents requested on 11 September 2001, will be necessary during the next oversight evaluation.



District police commanders, by the next evaluation, should have received and implemented the discretion (devolved authority) to decide in consultation with their local community, how best to balance police resources between static posts and mobile posts. A decision on whether or not the Policing Board must first grant authority to the District Commanders to consult with their local community in balancing their resources (between static and mobile posts) needs to be resolved.

As noted under Progress and Accomplishments, the Police Service has made progress in implementing policies/procedures to routinely record the use of emergency powers. Future oversight evaluations will include a review of similar army procedures when the powers under the Terrorism Act are applied.

## B. Recommendation Summary

### Recommendation 52 and 53 - Appearance of Police Stations (PI #1-6)

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**

Administrative compliance for these recommendations has not been completed. The Police Service previously designated a responsible person; the NIO and the Policing Board have now done so. The Police Service provided a 1997 inventory of the estate and a copy of an estate strategy review. The review outlines the Police Service estate needs and includes long and short-range plans for new and renovated police stations, and proposed police station closures. It contains basic design concepts, specifications and recommendations concerning the appearance of new build stations, as well as funding requests, and is consistent with the intent of Recommendation 52. Design plans and photographs of the Moira Station were made available as an example of the appearance and impact resistant design standards for new builds.

The Police Service has not developed a photographic inventory of existing police buildings (estate); however, they have advised that photographic surveys of specific stations are available. The estate strategy review requires that future new builds satisfy the needs of the community (region), obtain community consultation, incorporate community policing requirements, and be consistent with the building consolidation/closure plan. Specifications or architectural designs for new or renovated police facilities have not been received as of 7 January 2002.



The D Department in their document on the Appearance of Police Stations (19 November 2001) states that the security situation at the police station locations has little or no bearing on establishing a more congenial workplace environment, or establishing public reception areas that are more welcoming. Therefore, renovating the reception areas and employing civilian receptionists has the ability to move forward independent of the plans for new or renovated police stations. In reference to Recommendation 53, the Estates Business Services Unit has distributed a programme of works to the DCU Commanders for their comment and approval.

It was reported to the oversight evaluators that funding has been provided to employ receptionists to begin staffing police station reception areas; however, a staffing plan/document for reception areas utilising civilians has not been implemented, and consequently there have been no civilian receptionists employed to replace police officers. If implemented, this recommendation could provide a significant increase in the number of officers available for patrol response (see also Recommendations 90 and 111.)

#### **Recommendation 54 - Devolved Authority of District Commanders (PI #1-9)**

Patten Recommendation:

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

**Lead Responsibility: Chief Constable/District Commanders**

Administrative compliance for this recommendation has not been completed. The Police Service has designated a responsible person. The establishment of District Commands is well documented. The Police Service provided a general organisational chart and Force Order 13/2001, Transitional Arrangements for the Introduction of District Command Units, as evidence of progress with the devolution of authority to District Commanders. The requested documents or written directives granting district police commanders the discretion to decide (in consultation) how best to balance their resources between static posts and mobile patrols were not provided as of 7 January 2002 because they have not been finalised. The Police Service reports that this recommendation cannot be fully implemented without the Policing Board granting authority to the District Commanders to consult with their local community in balancing their resources between static and mobile posts. See Recommendation 76 for more detail on devolved authority of District Commanders.

#### **Recommendation 55, 56 and 57 - Police Vehicles (PI #1-7)**

Patten Recommendations:

55. Police cars should continue to be substituted as patrol vehicles in place of armoured Landrovers, and the use of armoured Landrovers should be limited to threatening situations.
56. As soon as possible (that is, as soon as the incidence of deployment ceases to be regular) armoured Landrovers should be moved to depots, to be kept in reserve for use in public order policing for as long as this contingency may be required.
57. The word "Police" should be painted onto the sides of all Landrovers.

**Lead Responsibility: Chief Constable/Policing Board**

Administrative compliance for these recommendations has not been completed. The Police Service previously designated a responsible person; the Policing Board has now done so. The Police Service provided an inventory of current vehicles by make, model, type, and district/department assignments. Although budget summaries showing the purchase of police cars over the next three years were provided, specific long and short range plan(s) to substitute police cars for armoured landrovers (ALRs) was not provided as of 7 January 2002. Five separate force orders describe in detail the use of police cars while on patrol (with emphasis on the care and maintenance), the relivery and painting of "Police" on ALRs, and the placement of ALRs in strategic reserve (depots). A formal periodic review process, over a 2-3 year period, of the number of ALRs held in strategic reserve (5 locations) is a part of one force order and should ensure progress in this area.

**Recommendation 58 - Army Support-Security Demands (PI #1-3)**

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**

Administrative compliance for this recommendation has been completed. The NIO, the Police Service and the GOC have designated responsible persons. The Police Service provided a plan to reduce the dependency on army support, which is predicated on the security situation. Documentation was provided describing the areas and circumstances where the army provides support to the Police Service, the procedures used to acquire that support, and the extent of the support generally provided.

**Recommendation 59 - Army Support-Public Order Demands (PI #1-3)**

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**

Administrative compliance for this recommendation has been completed. The NIO, the Police Service and the GOC have designated responsible persons. In the event the security situation changes, the Oversight Commissioner should be advised. The Police Service provided its operations plan for dealing with public order situations, including circumstances that must be present and the procedures it follows when utilising the army for public order policing. The document included extensive data on army assistance with public order incidents for the period 1 January - 20 September 2001. Documents were provided describing the procedures for the use of the army and their involvement in public order situations. The army provides support to the Police Service in public order situations as requested, but it does not routinely collate statistics on the specific number of occasions.



#### **Recommendation 60 - Emergency Legislation (PI #1-2)**

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**

Administrative compliance for this recommendation has been completed. The NIO has designated a responsible person and provided a copy of the Terrorism Act for reference and review.

#### **Recommendation 61 - Records on the Use of Emergency Powers (PI #1-5)**

Patten Recommendation:

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

**Lead Responsibility: Chief Constable/GOC**

Administrative compliance for this recommendation has not been completed. The Police Service and the GOC have designated responsible persons. Force Order 37/2001, The Terrorism Act 2000 - Human Rights and Monitoring Issues, outlines in detail the justification and procedures for all stops and searches under an emergency and establishes a reporting and review responsibility for all stops/searches made under the Terrorism Act (2000). The order includes specific responsibilities of the DCU Commanders for monitoring and administratively reviewing the use of these powers. The new PACE forms used to record incidents of stops, searches and seizures include a human rights checklist to be used by police officers. The new reporting forms are designed to be non-discriminatory and compliant with the requirements of Section 75 of the Northern Ireland Act 1998. PACE records will be available to the suspect if requested. The implementation of this order and forms is underway and first quarter 2002 data will be available in April 2002.

The GOC also provided through the Chief Constable documents governing the military use of emergency powers as well as detailed monthly statistics on the use of these powers.

#### **Recommendation 62 - Holding Centres (PI #1-6)**

Patten Recommendation:

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

**Lead Responsibility: NIO/Chief Constable**

Administrative compliance for this recommendation has not been completed. The NIO and Police Service have each designated a responsible person. The Police Service provided documentation that with the closure of the three "holding centres", all prisoners arrested under Section 41 of the Terrorism Act (2000) will now be held in the newly renovated 'temporary' custody suite located at the Lisburn DCU. The Police Service reported the new permanent joint facility at Antrim will be

available by April 2003. The number of prisoners detained previously at Gough Centre, as well as the Lisburn custody suite, was provided by the Police Service.

The Police Service provided a December 2001 inventory of cells located in the various police stations and a statistical report on the number of PACE detainees between April 2000 and June 2001. A Scoping Study on terrorist detention space needs was provided, noting that a copy had been forwarded to the NIO for assessment and a decision on funding. Specifications or design drawings for construction or renovation of custody suites have not been provided as of 7 January 2002.

#### **Recommendation 63 - Video Recording in PACE Custody Suites (PI #1-8)**

Patten Recommendation:

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

**Lead Responsibility: NIO/Chief Constable**

Administrative compliance for this recommendation has not been completed. The NIO and Police Service have each designated a responsible person. The Police Service reported that it will not develop directives/plans for installing or managing video recordings in custody suites located at other stations until completion of the Musgrave pilot scheme. The Musgrave Station pilot using video recording to test the equipment and procedures was delayed. It was scheduled to begin in October 2001, but is now due to commence in the spring of 2002 and will be limited to the video recording of custody areas only. Interviews will be recorded if the suspect gives his/her permission. Audio and video recording equipment has also been installed at the temporary detention facility, Lisburn DCU. A Code of Practice for custody suite video recording has not been approved.

#### **Recommendation 64 - Inspection of Custody and Interrogation Suites (PI #1-9)**

Patten Recommendation:

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

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

Administrative compliance for this recommendation has not been completed. The NIO and the Police Service have each previously designated responsible persons; the Policing Board has now done so. The Policing Board has for its consideration a proposal to ratify the current arrangements for the Custody Visiting Scheme and to extend the Custody Visiting Scheme to cover suspected terrorist detainees.



#### **Recommendation 65 - Objective of an Unarmed Police Service (PI #1-2)**

Patten Recommendation:

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

**Lead Responsibility: NIO/Chief Constable**

Administrative compliance for this recommendation has not been completed. The NIO and Police Service have each designated a responsible person. The Chief Constable reported that the future policy on firearms would include a formal review procedure for moving towards an unarmed Police Service.

▶▶ public order policing



## A. Chapter Summary

### Background

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

### Progress and Accomplishments

As a follow-up to the April 2001 research paper by the Steering Group on their study of public order equipment, the Northern Ireland Office released the second report of the Steering Group (November 2001) updating the current research on less potentially lethal alternatives to the baton round. This report is well researched and contains detailed technical data. It is an excellent effort to identify various technologies available as non-lethal or less potentially lethal alternatives to the baton round and other public order equipment presently available, or which could be developed in order to expand the range of equipment available to the Police Service. The Police Service has issued excellent written directives and adopted comprehensive training necessary to maintain the highest standards when utilising the PBR in public order situations. Both Force Order 34/2001, Human Rights and Police Use of Force, and Force Order 46/2000, Issues, Deployment and Use of Baton Rounds in Situations of Serious Public Disorders, are comprehensive and incorporate the appropriate criteria required to manage public order situations. In compliance with Recommendation 72, Police Officers' Identification Numbers, the Chief Constable has directed the placement of individual identification numbers on the front of all riot helmets issued to police officers of all ranks.

### Areas of Concern

As the oversight process continues, clarification of the term "deployment" and "use" of the PBRs needs to be resolved. The Police Service has not yet established a policy requiring a post utilisation review of each incident involving the use of the baton round due to its position that such a review is the authority/responsibility of the Police Ombudsman. While it is understood the Ombudsman has review authority, it is still a "best practice" for police agencies to establish their own internal review process intended to identify future training needs, policy and procedures revisions, equipment changes, and so on. Workable protocols between the Police Ombudsman and the Police Service can be adopted to prevent duplication of effort or authority misunderstandings. In addition, the central repository to record deployment of PBRs was not in place as of 7 January 2002.

### Future Directions

As the oversight process continues, the evaluation team will be reviewing the various components of the public order training and the results of research into possible alternatives to the plastic baton round.



## B. Recommendation Summary

### Recommendation 66 - Public Order Emergencies (PI #1-5)

Patten Recommendation:

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

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

Administrative compliance for this recommendation has not been completed. The NIO and the Police Service previously designated responsible persons; the Policing Board has now done so. Cost documents relating to public order policing deployments were not provided. However, documentation was received from the Police Service on the 2001 level of army support. The Police Service also provided its operations plan for dealing with public order situations, the circumstances that must be present, and the procedures it follows when utilising the army for public order policing. See also Recommendation 59.

### Recommendation 67 and 68 - Conditions for the Approval of Parades (PI #1-5)

Patten Recommendations:

67. It should be a condition for the approval of the 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**

Administrative compliance for these recommendations has not been completed. The NIO and Police Service have each designated a responsible person. Force Order 43/2000, Public Processions and the Parades Commission, describes the relationship between the Police Service and the Parades Commission, outlines this relationship in considerable detail, and describes the forms to be completed by all parties. The order is limited in scope to the issues of providing marshals and training.

The Secretary of State has requested a re-assessment of the Parades Commission "to promote further confidence on all sides." This re-assessment will include a review of the way contentious marches are handled in Northern Ireland.



### **Recommendation 69 and 70 - Public Order Equipment (PI #1-10)**

#### **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**

Administrative compliance for these recommendations has not been completed. The NIO has lead responsibility for this recommendation and has previously designated a responsible person; the Policing Board has now done so. The second report titled *A Research Programme Into Alternative Policing Approaches Towards The Management of Conflict* was prepared by the Steering Group led by the Northern Ireland Office, in consultation with the Association of Chief Police Officers, and published in November 2001. This report includes a list of institutions/organisations contacted for input or assistance. The report is a well-researched and detailed technical examination of alternatives to the plastic baton round (PBR) and the means by which the Police Service may be equipped with a broader range of public order equipment, including the water cannon. However, the report proposes no definitive solutions for an alternative to the PBR and suggests that further research is required, which will tentatively be complete in the latter part of 2002. Several performance indicators cannot be addressed until the completion of this research and decisions are made on the adoption of an alternative to the baton round and a wider range of public order equipment.

Once research has been completed and recommendations for particular less lethal options have been accepted, procurement, policy guidance and training will follow. A timetable has been provided. The Police Service also submitted a business case in January 2002 recommending the purchase of eight water cannons, but a decision to purchase is dependent on the evaluations currently underway by the Steering Group.

**Recommendation 71, 73 and 74 - Police Performance in Public Order Situations (PI #1-17)**

Patten Recommendations:

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

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

Administrative compliance for these recommendations has not been completed. The NIO previously designated a responsible person; the Policing Board has now done so. Force Order 46/2000, Issues, Deployment and Use of Baton Rounds in Situations of Serious Public Disorder, details the procedures for the issue, deployment and use of baton rounds by the Police Service, and sets forth reporting requirements and baton gunner selection procedures. The order references ACPO Guidelines, the United Nations Code of Conduct for Law Enforcement Officers, and Article 2 of Schedule 1 of the Human Rights Act 1998. This order requires the recording of PBR deployments in the Events Policy Book; but presently there is no central mechanism to collate reports on deployments. Therefore, the requested deployment data is not presently available.

The Policing Board and the Police Service have entered into discussions and are working to develop protocols for both baton rounds and public order monitoring. Force Order 34/2001, Human Rights and Police Use of Force, provides police officers with specific policies and guidelines on the use of lethal and potentially lethal force.

The Police Service has limited the number of police officers authorised to fire the plastic baton round. The officers, as well as their supervisors, must successfully complete structured training and retraining programmes, which are outlined in lesson plans that were provided describing the training for PBR commanders, supervisors and designated police officers. Baton gunner training records were provided for the period 30 September to 1 December 2001, indicating the number of officers attending and successfully completing baton gunner training, and the number of current qualified baton gunners.

As the oversight process continues, further review will determine the extent to which training incorporates ACPO Guidelines, the UN Code of Conduct for Law Enforcement Officers, and the officer's obligation to human rights.



Further to our December 2001 report, as of 7 January 2002 an accountability directive requiring a post-utilisation review of PBR incidents by an official or unit independent of the incident had not been provided. Directives requiring that the Police Service provide the Policing Board with a report of each deployment and use of PBRs, with copies of the report to the Police Ombudsman's Office, were also not provided. However, a Joint Police Service/Police Board Group is developing protocols to address these requirements.

Other documents requested were not provided as of 7 January 2002 because they are dependent on the agenda of the new Policing Board, or they are under development by the Police Service.

#### **Recommendation 72 - Police Officers' Identification Numbers (PI #1-4)**

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**

Administrative compliance for this recommendation has not been completed. The Police Service has designated a responsible person. Force Order 33/2001, Wearing of Numeral Numbers and Rank Insignia on Riot Helmets by Officers of Inspector Rank and Above, explicitly requires all officers to wear an assigned serial number so displayed on his (her) uniform to be clearly visible at all times when on duty and in uniform. Documents were provided which directs all officers to be issued a number to be displayed on the front of their riot helmets. Recommendation 72 mentions both regular uniforms and protective clothing; and the Police Service has designated the riot helmet as protective clothing.

▶▶ management and personnel



## A. Chapter Summary

### Background

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

### Progress and Accomplishments

The District Command Units were created on 1 April 2001 with a transition plan for progressive devolution of authority. An overall strategy for devolved budgets was approved in July 2001 with refinements approved in December. The Police Service produced a plan and timeline to create finance offices in each of 29 DCUs. Financial processing is now implemented in the Urban Region. Timelines call for location of units in the remaining two regions within six months.

The Police Ombudsman is now the focal point for all complaints about the police, deciding how all complaints should be managed and investigated. The Ombudsman maintains the master information management system for complaints, permitting selected access to the PSNI to facilitate the responsibilities of the Chief Constable for designing preventive strategies and maintaining discipline and good order.

The Secretary of State announced appointments to the Board of Trustees of the Royal Ulster Constabulary GC Foundation on 14 November 2001. The Foundation will have a number of functions concerning the welfare and development of police officers and innovations in policing, as well as responsibility to undertake joint initiatives with the Widows' Association, Disabled Police Officers' Association and other members of the police family. The Police Fund established in accord with Recommendation 87 will help seriously injured police officers, and retired officers and their families, as well as police widows, who suffered because of terrorism.

The Strategic Optimisation Plan, submitted by HR Planning, was adopted by the Police Service and identified over 600 police positions appropriate for civilianisation, although this has not been accomplished, and the benefit from civilianisation has not yet been realised. The Policing Board will develop arrangements to deliver continuous improvement in conjunction with the Police Service and oversee a pilot study of plans.

### Areas of Concern

The Change Management Plan is fundamental to all processes. While most aspects of the change process are driving forward under management of a comprehensive draft plan, the absence of formal approval by the Chief Constable and the Policing Board is a concern. Service level agreements governing the relationship and respective responsibilities of District Commanders and Headquarters support departments have also not been produced.

Implementation by the Police Service of recommendations regarding a trend identification system on complaints against police remains incomplete. The lack of progress on developing internal systems to track and deal with complaints against the police, as well as the lack of a comprehensive policy on police integrity are concerns. Finally, although administrative compliance

with respect to the management of sickness absence has been completed, the Police Service should continue to attempt to significantly reduce the actual number of sick days per officer, per year. There is obvious benefit to having more officers available to resource patrols.

#### Future Directions

We acknowledge that the District Commands were completed with speed and enthusiasm, and we will expect the same assured and vigorous approach to the devolution of authority. While the groundwork for implementing the tenure policy, the appraisal system, and the process of civilianisation has been completed, it will be important to see results. Although the sickness absence policy has been committed to directive and communicated down to the working level, responsibility for bringing down excessively high levels of absenteeism now rests with operational management and supervisors, an area that will continue to be monitored closely.

## B. Recommendation Summary

### Recommendation 75- Police Management of Change (PI #1-7)

Patten Recommendation:

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

**Lead Responsibility: Chief Constable/Policing Board**

Administrative compliance for this recommendation has not been completed, however the Police Service continues to address this recommendation with significant effort. The Chief Constable appointed a new leader at the rank of ACC for the Change Management Team, and a list of members of the Change Management Team was provided. However the master plan for change which includes goals, timelines and measurement criteria has yet to be finalised. We were also provided evidence of the engagement of qualified outside expertise to assist in the design and management of the change process.

### Recommendation 76- Devolved Authority of District Commanders (PI #1-8)

Patten Recommendation:

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

**Lead Responsibility: Chief Constable/District Commanders**



Administrative compliance for this recommendation has not been completed. A directive providing a transitional plan for the devolution of responsibilities to DCU Commanders was issued prior to creation of the 29 DCUs on 1 April 2001. There is no updated directive extending authority of DCUs over the deployment of personnel. Extension of financial processing was completed in the Belfast Region. Devolution of financial authority to two remaining Regions calls for logistical support and staffing action. Target dates for completion extend to June 2002. Service level agreements governing the relationship and respective responsibilities of District Commanders and Headquarters support departments have not been produced.

#### **Recommendation 77- Police Appraisal System (PI #1-9)**

Patten Recommendation:

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

**Lead Responsibility: Chief Constable**

Administrative compliance for this recommendation has not been completed. A policy, reporting form, proposed timeline and description of a short pilot study to test the proposed system are compiled in a consultation document made available in early January 2002. Human Resources will be responsible for implementation. While a decision to proceed had not been made by 7 January 2002, September 2002 was given as the target for introduction. The plan is compliant with the principles of the forthcoming UK-wide competency framework and includes a factor requiring evaluation of openness to change. Another component describes a communication plan directed to all ranks. Training will be included in the Course for All.

#### **Recommendation 78 - Accountability of District Commanders (PI #1-6)**

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 district's problems.

**Lead Responsibility: Chief Constable/District Commanders**

Administrative compliance for this recommendation has not been completed. A comprehensive and formal plan for holding DCU Commanders accountable by means of regular operational management reviews is not available. In the interim, Regional ACCs review the performance of DCU Commanders against the Policing Plan.



#### **Recommendations 79 and 80 - Trend Information on Complaints (PI #1-9)**

Patten Recommendations:

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

**Lead Responsibility: Police Ombudsman/Chief Constable/Policing Board**

Administrative compliance for these recommendations has not been completed. The Policing Board and the Police Ombudsman designated responsible officials. The Police Service and the Ombudsman engaged in meetings to establish linkages for transmission of information on public complaints. However, evidence of research into complaints trend identification systems was not provided by the Police Service. Consequently, evidence of a systems plan, including an action plan for implementation, could also not be provided. The Internal Investigations Branch assumed responsibility for Headquarters' management of cases referred by the Ombudsman.

#### **Recommendation 81- Random Checks on Officers' Behaviour (PI #1-9)**

Patten Recommendation:

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

**Lead Responsibility: Chief Constable/Police Ombudsman**

Administrative compliance for this recommendation has not been completed. A comprehensive policy on police integrity has not been developed. Evidence of consultation with the Ombudsman on the policy will be expected. Quality measurement factors for trust and confidence are currently included in several public opinion surveys. In addition to a full programme of implementation, the policy will be examined for inclusion of integrity checks, activities undertaken, programme evaluation and auditing of results achieved.

#### **Recommendation 82 - Ensuring High Ethical Standards (PI #1-5)**

Patten Recommendation:

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

**Lead Responsibility: Chief Constable/Policing Board**

Administrative compliance for this recommendation has not been completed. The Policing Board designated a responsible official. New regulations governing conduct and unsatisfactory performance providing for administrative dismissal were introduced in 2000. The new Code of Ethics (Recommendation 3) will influence amendments to the existing code. Statistics and the application of dismissal policy will be examined as results occur.



#### **Recommendation 83 - Tenure Policy on Police Postings (PI #1-6)**

Patten Recommendation:

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

**Lead Responsibility: Chief Constable/Policing Board**

Administrative compliance for this recommendation has not been completed. The Policing Board designated a responsible official. A policy paper consistent with the terms of administrative compliance was referred by the Chief Constable to the Policing Board for endorsement.

#### **Recommendations 84, 85, and 86 - Management of Sickness Absence (PI #1-15)**

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**

Administrative compliance for these recommendations has been completed. The Policing Board designated a responsible official. A comprehensive sickness absence policy complying with the intent and detail of the recommendation was issued to the Service as Force Order 10/2001 in February 2001. This policy governs management of long-term sickness absence, incorporating enhanced arrangements for out-placement, career counselling, financial and welfare support. There is a separate reporting category for officers injured on duty. The directive establishing responsibility for reporting and recording of sickness includes an order requiring the submission of medical certificates. The directive also stipulates a requirement for regular and continuing contacts by supervisors in the case of absence due to sickness or injury beyond the limits of casual absence. Policy development was based upon a review of the causes of sickness absence. From this base a plan for regular reporting to senior management evolved and was incorporated into the Force Order and accompanying schedule of regular reports.

The impact of this policy change on District Commanders and supervisors remains to be determined by field visits. A system of regular weekly and monthly management reports for District Commanders and supervisors was designed and implemented. District Commanders and supervisors were provided direction on implementation. The new policy assigns responsibility for employee assistance to the Personnel Branch for ensuring that officers receive fair and consistent treatment. The efficacy of this assistance will be further examined.

The Police Service offers preventive health and workplace safety assistance through the Occupational Health Unit and Welfare Services. Managers and supervisors were informed of their responsibilities for management of the new policy through issue of Force Order 10/2001. Personnel Services sub-branch is assigned responsibility for providing advice to supervisors on the operation of all aspects of policy. Absenteeism is included as a factor in the new Annual Performance Review. The issue of applying sickness/absence as criteria for promotion remains in litigation. The Policing Board is pressing for more challenging targets for the 2002/2003 Policing Plan.

Improvement and success in the management of systemic sickness absence will have a positive impact, not only on operational effectiveness by increasing available patrol strength, but equally by signalling the positive organisational change envisioned by the Independent Commission.

#### **Recommendations 87 and 88 - New Police Fund/Funding For Widows' Association (PI #1-9)**

##### **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**

Administrative compliance for these recommendations has not been completed. Creation of The Royal Ulster Constabulary GC Foundation and the Northern Ireland Police Fund were announced on 14 November 2001. The Foundation will provide practical and tangible recognition of the achievements and sacrifices of the Royal Ulster Constabulary, while the work of the Fund will be to bring additional assistance to injured and disabled police officers and retired officers and their families, as well as police widows who have been affected by terrorism in Northern Ireland.

Trustees were named to each Fund. A working group comprising representatives from the Police Associations, the Policing Board, the Police Service, and the Government was formed to consider the status of the Foundation, its functions, and to make recommendations on funding, administration, procedures and accountability. The Board of Trustees is to draw upon advice from the Chief Constable, the Chair of the Policing Board, and to work closely with various stakeholders including the Police Officers' Association, the RUC Benevolent Fund, Widows Association and Police Associations. The emergence of detailed regulatory systems and identification of liaison officials will be documented.

The PSNI have assigned a responsible person to liaise with the NIO. The Widows Association was provided with office space at Maryfield complex. Establishment of detailed goals, objectives, timelines and measurement criteria are the responsibility of the Trustees of the Funds. The Oversight Commissioner will remain in contact with the Widows Association and the Disabled Officer's Association to monitor opportunities for these groups to be involved in consultations over management of the Funds. Mechanisms for the regular assessment and evaluation of these provisions will be determined after other systems are in place.



#### **Recommendation 89 - Replacement Of Assistant Chief Constables (PI #1)**

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**

Administrative compliance for this recommendation has been completed. Senior management positions in Human Resources and Finance are now filled by qualified civilian managers.

#### **Recommendations 90, 91 and 92 - Efficiency Initiatives (PI #1-9)**

Patten Recommendations:

90. There should be a rigorous program of civilianisation of jobs which do not require police powers, training or experience, exceptions being made only when it can be demonstrated that there is a good reason for a police officer to occupy the position.
91. The Policing Board and the Police Service should initiate a review of police support services with a view to contracting out those services where this will enhance the efficient management of resources. Consideration should be given to allowing "management buy-outs" of support services by police or civilian employees interested in continuing to provide those services as a private sector company, and in such cases management buy-out contractors should be offered a secure contract for at least three years to enable them to establish themselves before having to tender for renewal.
92. The police should commission a comprehensive audit of the whole police estate, to include outside experts, and develop a strategy for achieving an effective and efficient estate to meet the objectives for policing as outlined in this report.

**Lead Responsibility: Policing Board/Chief Constable**

Administrative compliance for these recommendations has not been completed. The Policing Board designated a responsible official. Evidence of the reinforcement of this programme of efficiency initiatives will be expected in the context of the strategic plan and annual policing plan evolving from the next management cycle. The Police Service provided baseline statistics reflecting the civilian and police officer complement prior to commencement of civilianisation. The Strategic Optimisation Plan received from the Police Service in January 2002 contains a prescriptive process for replacing officers with civilians in over 600 identified positions over a three year period, with cost estimates included.

HMIC criteria were incorporated in the review process. Management approved the proposal but systemic implementation has not begun and although the plan reflects priorities and is designed to be implemented over three years, specific timelines were not attached. Once again, the potential benefits on patrol strength of releasing over 600 trained police officers through a programme of civilianisation cannot be overstated. Development of an action plan was assigned to a project team.

Oversight will monitor progress and request data relating to actual achievement. The contracting out of some activities is under consideration. A comprehensive audit of the police estate was completed in compliance with this recommendation and Recommendations 52 and 53.



▶▶ information technology



## A. Chapter Summary

### Background

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

### Progress and Accomplishments

In August 2001 the Service completed a report entitled Information Systems Strategy 2000/1 - 2004/5, documenting efforts to meet the terms of this recommendation. An independent validation was conducted in parallel by an expert on information strategy and planning. The evaluation report was issued 7 August 2001. The Strategic Plan is designed to deliver integrated technology systems readily available to all staff. The validator observed that success of the plan is critically dependent on:

- Provision of funding
- Availability of specialist human resources
- Implementation of the systems integration project
- The calculation and monitoring of risk, paying particular attention to the interdependencies between the various implementation projects

Funding estimates for IT plans were approved by Government. The actual release of monies is dependent on timely approvals for component stages.

### Areas of Concern

The vulnerabilities delineated by the independent validation are the major concerns. There are high expectations placed on IT by all areas of the Police Service. The demanding nature and complexity of this task will tax the management resources currently in place.

### Future Directions

With the strategic plan component now virtually complete, oversight will focus on fulfilment of resource needs and progress with implementation.



## B. Recommendation Summary

### Recommendation 93 - Development of Police IT Strategy (PI #1-14)

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**

Administrative compliance for this recommendation has been completed. The Policing Board and the NIO have designated a responsible official. The Training, Education and Development master plan recognises the commitment to IT training but has yet to be approved. The PSNI advises that a service level agreement will follow once the user education plan is developed.



▶▶ structure of the Police Service



## A. Chapter Summary

### Background

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

### Progress and Accomplishments

Since 1 April 2001 basic policing services are provided from twenty-nine District Commands which match the boundaries of District Councils. The Police Service produced a discussion paper with 185 recommendations for efficiency improvements to the functions and structure of Headquarters. Decisions were not available for this report. Attrition and devolution of command resulted in a total HQ complement reduction of 489 police officers between April 2000 and December 2001.

In early January 2002 the Chief Constable issued an internal conceptual policy paper in response to recommendations regarding the restructuring of, and procedural changes to, Special Branch. An implementation team was assigned and timelines developed and targeted. The Independent Commission had identified 850 officers attached to Special Branch, and by November 2001 this had been reduced to 713. In addition to addressing the size of Special Branch, the policy paper described a limited amalgamation of the command level structure whereby the Special Branch and Crime Branch are placed under one single command. In addition, the policy paper proposed the realignment of support units which were formerly under the control of the Special Branch, to the responsibility of Crime Branch.

### Areas of Concern

The DCU Command system requires continuing refinement to ensure that devolution of authority proceeds as intended. There is as yet no updated, documented policy and procedure confirming the extension of authority to District Commanders regarding the deployment of their personnel. The lack of appropriately delegated authority hinders the ability of District Commanders to provide the best policing service to their local community.

The Police Service provided a plan which detailed some progress both on a revised command structure for Special Branch, and on reductions to the Special Branch complement. However, the plan provided does not appear to meet the intent of the Independent Commission's recommendations to bring the resources of the Special Branch together with Crime Branch, thereby improving the effectiveness of the PSNI in dealing with violent and organised crime.

The Independent Commission noted that a decrease in paramilitary-related crime was frequently offset by an increase in other types of crime, particularly organised crime. It remarked on the fact that a good proportion of Special Branch work was already being done in support of crime investigations rather than on security matters. However, the plan provided by the Police Service does not indicate how a restructured Special Branch would assist in refocusing police resources on crime rather than on security work.

While the plan provided does show a centralised command structure at the highest levels, Regional Assistant Chief Constables do not appear to have direct control over intelligence resources or functions in their respective regions. Police personnel involved in security and

intelligence work remain part of a centralised reporting structure which is distinct from that of the regular, uniformed force. With respect to the linking, or bringing together, of Special Branch and Crime Branch, the only significant and identifiable change to date is a revised reporting relationship for the DCS Intelligence, formerly the Head of Special Branch.

As of 7 January 2002 no firm details outlining a plan for the Part Time Reserve were received. If properly addressed, the issue of an enlarged Part Time Reserve would have a significant and positive impact on police patrol strength.

#### **Future Directions**

The recommendations in this Chapter should direct diligent efforts by the PSNI to meet and resolve these issues decisively, since they include some of the most salient aspects of the Independent Commission's plan of reform. Oversight will focus on the full implementation of devolution of authority to DCUs, examination of barriers to reducing the complement of Headquarters, and the potential impact and effectiveness of the change plan for Special Branch.

Timelines for phasing out of the Full Time Reserve and further reductions to the strength of Special Branch are conditioned by the terms of the Implementation Plan 2001, but these issues, as well as progress on enlargement of the Part Time Reserve, will command close attention.

## **B. Recommendation Summary**

### **Recommendations 94, 95 and 96 - Creation of New District Commands (PI #1-13)**

Patten Recommendations:

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

#### **Lead Responsibility: Chief Constable**

Administrative compliance for these recommendations has not been completed. A District Command Unit structure consistent with this recommendation was enacted by the Police (Northern Ireland) Act 2000, and implemented 1 April 2001. A strategic work programme was published providing the foundation for organisational adjustments and new role descriptions for key ranks. A directive was issued providing guidance during the period of transition. A listing of goals and timelines to establish support structures for DCUs was produced. Legislated authority



for the Chief Constable to appoint an officer as commander for each District Command area was provided in Section 20 of the Police (Northern Ireland) Act 2000. Comprehensive plans for the devolution of financial authority were issued to DCUs. In the interim, there is no updated documented policy and procedure extending authority of DCUs over the deployment of personnel.

The divisional layer of management was removed on creation of the DCUs. District Commanders now report to three Regional Assistant Chief Constables. The new structure for Divisional Commands was reported to the Oversight Commissioner with boundaries delineated.

#### **Recommendation 97- Reorganisation of Police Headquarters (PI #1-7)**

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**

Administrative compliance for this recommendation has not been completed. NIO have assigned a responsible person. A Headquarters Review Team concluded a study of the existing structure and an implementation plan with timelines was developed concurrently. Final decisions had not been rendered as of 7 January 2002. The post of a single Deputy Chief Constable is continued. The post of Deputy Assistant Chief Constable was deleted. As of 4 December 2001 there were 5 persons at the rank of Assistant Chief Constable and 4 civilian equivalents. The NIO is consulting the Home Office in relation to the future of the rank of Chief Superintendent within the UK. Attrition and devolution of command resulted in a total HQ complement reduction of 489 police officers between April 2000 and December 2001. Progress with reductions to the complement consistent with the scope of this recommendation await approval and implementation of plans for reorganisation, complete with goals and timelines.

#### **Recommendations 98, 99 and 101 - Special Branch (PI #1-10)**

Patten Recommendations:

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

#### **Lead Responsibility: Chief Constable/NIO**

Administrative compliance for these recommendations has not been completed. The Police Service and NIO have assigned responsibility. Documents representing the organisational structure of Special Branch and Crime Branch before and after commencement of the change process were provided. Figures showing the total complement and disposition of Special Branch and of Crime Branch immediately before commencement of the change process, with baseline information from

the month previous, were provided. However civilian grades are not yet fully accounted for.

Since 1 April 2001, Special Branch and Crime Branch have reported to a single Assistant Chief Constable in charge of Crime. In January 2002 an internal conceptual policy paper was issued describing the Chief Constable's plan for bringing Special Branch operations into compliance with recommendations of the Independent Commission. There is also a Corporate Intelligence Committee comprising all Regional ACCs and the ACC Crime, who meet quarterly to determine the corporate intelligence requirement. With effect from 7 January 2002 the former Special Branch support services including surveillance teams, uniformed, technical and air support units, and a RIPA Secretariat, no longer came under the control of Head of Special Branch and now report to an Assistant Chief Constable in charge of Crime.

However, as is discussed in the Areas of Concern, the plan does not appear to meet the intent of the Independent Commission's recommendations on Special Branch. In particular, the Independent Commission spoke of the benefits of refocusing police resources on crime rather than on security work. The benefits of bringing together the resources of Special Branch and Crime Branch, to effectively deal with violent and organised crime, are not realised.

Evidence was provided of an action plan aimed at completing organisational changes by 1 September 2002. A Steering Group was convened to guide the outstanding changes. The policy paper was provided which included a plan with goals and timelines for bringing about reductions in Special Branch. However, no evidence of orientation or training for members of Special Branch relative to their new responsibilities to District Commanders was provided. A documented complement for the support units from Special Branch was also not provided.

#### **Recommendation 100 - Informing District Commanders about Security Operations (PI #1-5)**

**Patten Recommendation:**

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

#### **Lead Responsibility: Chief Constable**

Administrative compliance for this recommendation has not been completed. The DCU structure is in place but devolution of all systems and responsibilities is incomplete, including accomplishment of this recommendation. The Chief Constable's conceptual policy paper on the re-organisation of Special Branch describes a system of briefings for police operational commanders on security activities, which are detailed in a service level agreement. Now that the system is in place, evidence of briefings, exceptions and evaluations will be requested.

#### **Recommendation 102 - Police Postings in Security Work (PI #1-6)**

**Patten Recommendation:**

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

#### **Lead Responsibility: Chief Constable**



Administrative compliance for this recommendation has not been completed. The service-wide policy on tenure in position, developed in compliance with Recommendation 83 but not yet approved, will apply to Special Branch positions. A status report was received providing tenure information on officers serving in Special Branch effective 10 December 2001. Statistics reveal that 35% of officers in Special Branch have tenure in excess of 15 years.

#### **Recommendation 103 - Phasing Out of Full Time Reserve (PI #1-7)**

Patten Recommendation:

103. The future Police Service should not include a Full Time Reserve.

**Lead Responsibility: NIO/Chief Constable**

Administrative compliance for this recommendation has not been completed. The NIO have assigned a responsible person. Statistical information recording the complement of full time reservists by number, location category and duties was received. The Implementation Plan 2001 states that the Full Time Reserve (FTR) will be phased out, but not before the Chief Constable has reviewed the security situation and policing requirement, subsequent to the first recruits to the PSNI completing their training in 2002. The NIO reports that discussions are continuing with the Federation over detailed arrangements for the application of the severance scheme to members of the FTR. Total complement of the FTR as of 31 December 2001 stood at 2,256.

#### **Recommendation 104 - Enlargement of Part Time Reserve (PI #1-10)**

Patten Recommendation:

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

**Lead Responsibility: NIO/Chief Constable**

Administrative compliance for this recommendation has not been completed. As of 7 January 2002 there was no detailed plan to enlarge the Part Time Reserve. The timetable for progress is the responsibility of the Chief Constable. A tripartite working group with NIO participation is engaged in resolving resource and legal issues, and developing a specification of requirements for contracting out the recruitment process to independent agents. Therefore, pending the resolution of the foregoing issues, a recruiting plan to identify the factors used to judge the merit of applications, stipulations respecting selective recruiting locations or target goals or timelines, was not provided.



▶▶ size of the police service



## A. Chapter Summary

### Background

The Independent Commission Report included recommendations on the size of the Police Service over the next 10 years, severance packages for those regular officers and full-time reservists who voluntarily retired, retraining opportunities, transfers to other police agencies, and possible service in United Nations peacekeeping operations.

### Progress and Accomplishments

Because of the improved severance benefits, both regular officers and full-time reservists have applied for separation. As a result, Police Service documents report that as of December 2001 the number of full-time regular officers has dropped below the recommended 7,500. Significant progress towards compliance with the three recommendations on severance and training arrangements (106, 107 and 108) was identified during interviews and in the documents submitted by the NIO and Police Service. Excellent progress towards administrative compliance has been identified for this set of recommendations.

### Areas of Concern

The lack of progress with civilianisation and the high rate of absenteeism due to sickness is likely to reduce the ability of the Police Service to respond to routine and crime related calls-for-service from the public. Therefore, unless the high absenteeism rate due to sickness is reduced through effective management policies and programmes, and there is increased focus on civilianisation, the ability of the service to implement the "Policing with the Community" recommendations will be impacted.

Interviews and a review of the documents submitted on 7 January 2002 indicate that civilians have not been included in job or retraining programmes. The Independent Commission Report specifically includes civilian employees.

### Future Directions

Although emphasis has been placed on programmes for police officers, the needs of the civilian members of the Police Service must be addressed in the future. The oversight process will examine and compare multi-year goals for recruitment, the level of attrition caused by the various severance incentives, and the plans to maintain the 7,500 authorised strength.

## B. Recommendation Summary

### Recommendation 105 - Future Size of the Police Service (PI #1-4)

Patten Recommendation:

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

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

Administrative compliance for this recommendation has not been completed. The NIO, the Police Service and the Policing Board have now all designated responsibility. The Police Service provided current staffing documents/levels by rank and assignment. The December 2001 staffing levels for full-time regular officers was at 7,090, and projected to be 7,064 in April 2002. Based on recruitment and severance projections, the Police Service goal is to reach 7,500 officers in 2005. The NIO had estimated a reduction in regular officer staffing to 7,235 in April 2002, and 7,101 by April 2003.

**Recommendation 106 and 107 - Severance Arrangements (PI #1-9)**

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**

Administrative compliance for these recommendations has not been completed. The NIO and the Police Service have each previously designated a responsible person or position; the Policing Board has now done so.

The Police Service and NIO submitted policy directives and several documents and booklets prescribing the severance programme for regular officers and full-time reservists. However, as of 7 January 2002, there are no authorising regulations in place. The NIO advises that the regulations are in the final stages of completion. In a follow-up response prepared by the Police Service, as of January 2002, or during the first and second years of the programme, 1,077 regular officers and 130 full-time reservists (1,207 in total) have left the Police Service under the voluntary severance scheme. See summary below:

SEVERANCE PROGRAMME PROGRESS			
Status	Year One	Year Two	Total
Regular Officers	469	608	1,077
Full-Time Reservists	14	116	130
<b>Total</b>	<b>483</b>	<b>724</b>	<b>1,207</b>
Severance Targets	600	750	

The Police Service provided all requested documents as well as several related progress report documents.



The Police Service anticipates the severance programme will continue for the next 5 years. The NIO has initiated a review of the severance scheme to determine any impact on future years.

#### **Recommendation 108 - Retraining Programme for Police Officers (PI #1-9)**

Patten Recommendation:

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

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

Administrative compliance for this recommendation has not been completed. The NIO and Police Service have each designated a responsible person or position. The documents submitted by the Police Service report that it is operating a "Comprehensive Outplacement Programme" for regular officers and full-time reservists, but not for civilians. The Voluntary Severance Support Unit (VSSU) provides pre-decision support that includes road show interviews, pension advice, independent financial advice and career counselling. Resource Centres have been established as part of outplacement services for the use of police officers to search for job opportunities, prepare CVs and associated matters. A private consulting firm provides additional outplacement support (employment and training) with the Police Rehabilitation and Retraining Trust as their preferred supplier. The Police Service conducts and has provided an annual review of the effectiveness of the programme. Notices, brochures and related documents have been provided describing the assistance and retraining opportunities for police officers, and the Police Service has made arrangements with a private consultant to provide similar services for civilians. However, as of 7 January 2002 no evidence of a comprehensive re-training programme for civilians was provided.

#### **Recommendation 109 - Opportunities in GB Police Forces for Reservists (PI #1-8)**

Patten Recommendation:

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

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

Administrative compliance for this recommendation has not been completed. The NIO and Police Service have each designated a responsible person. The performance indicators for this recommendation are contingent upon a decision to phase out the Full Time Reserve. No specific plan to phase out the Full Time Reserve has been provided. However, a May 2000 letter to police services in Great Britain seeking career opportunities for "RUC officers", including a spreadsheet summarising responses from 37 police services, was submitted by the Police Service in response to the request for documents. 51% of the Full Time Reservists responding to an October 2001 survey indicated an interest in emigration and 60% indicated an interest in working abroad. With

input from a retraining subgroup, the NIO provided a paper intended to explore ways in which reserve officers could seek employment with police services in Scotland, England and Wales.

**Recommendation 110 - Opportunities with the UN for Reservists**

Patten Recommendation:

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

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

Administrative compliance for this recommendation has not been completed. The NIO and Police Service have each designated a responsible person. The Police Service provided documents indicating that an agreement has been reached with the NIO, and that Section 8 of the Police (Northern Ireland) Act 2000 has commenced and former reservists will be eligible for deployment on UN missions. The NIO states that further action will be required of the Policing Board.



▶▶ composition and recruitment



## A. Chapter Summary

### Background

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

### Progress and Accomplishments

The Police (Northern Ireland) Act 2000 provides the legislative authority for the contracting of an independent recruitment agency. The Consensia Partnership was hired in January 2001 and began recruitment Campaign 1 in March 2001. The recruitment programme is well designed, aggressive, and meets contemporary policing standards. The recruitment advertising scheme was extensive and reached out to serving police officers in the United Kingdom and the Republic of Ireland. Consensia received 20,283 inquiries for applicant information packs, which resulted in 7,518 actual applications of which 35.6% were Catholic and 40.9% women. Campaign 2 resulted in 9,607 inquiries for applicant packs, which resulted in 4,885 actual applications of which 38.7% were Catholic and 37.7% women.

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

In September 2001, within the recommended six months, Consensia provided the Chief Constable with a merit order list of 602 applicants who, except for training, were each considered qualified to perform the duties of a police officer. From this competition, 328 applicants representing 50% Catholic and 50% other than Catholic will be appointed into recruit training.

The Police Service continues to have a work experience scheme in schools and career advisers attend career fairs as it looks at increasing community support and long term recruitment opportunities. Statements by public officials, including at the minister level along with leaders of the Catholic Church have encouraged young adults to join the Police Service; and the Gaelic Athletic Association has removed the ban on members of the Police Service from belonging to the GAA.

Regulations allowing for part-time working, job sharing and career breaks by civilian members of the Police Service have been in effect for several years and there is an increasing use of these opportunities. Regulations have been approved authorising part-time working and job sharing for regular police officers. The Police Service has prepared a preliminary research paper on childcare arrangements.



### Areas of Concern

Several recommendations call for efforts to ensure that the entire Police Service, including its civilian component, is representative of the community at large. This will require an aggressive and comprehensive plan to recruit civilians that is commensurate with the current programme to recruit police officers. However, the Police Service has not completed its plan to recruit or transfer civilians into the organisation, or to take other actions whose result would be a more representative service. Another significant benefit is the release of trained police officers to patrol or specialised duties, and an infusion of civilian skills and diversity into the Police Service. This concern is also related to the requirements of Recommendation 90, which calls for a rigorous programme of civilianisation.

The recruitment campaign included aggressive, imaginative, and persistent advertising in places likely to reach groups under-represented in the Police Service. The building of a diversified Police Service depends upon the recruitment of police officers from the wider community and will require its support. Advertising in locations likely to reach groups under-represented in the Police Service is a key element of the recruitment strategy and broad support is necessary.

The recruitment programme recommendations call for the lateral entry of officers from other police services, particularly those in the senior ranks; however, this requires new regulations and reciprocal agreements that recognise rank and training equivalence. A lateral entry programme envisaged by the Independent Commission has not to date been established. However, a working group has been established to address and resolve these issues. The need to resolve the legal and policy questions is recognised; nevertheless, lateral entry may become increasingly important to the recruitment programme and will be carefully monitored.

Finally, the Police Service has not yet established the requirement that all officers, including recruits, register their interests and associations. The Police Service reports that it is researching similar directives and orders throughout the UK.

### Future Directions

The second police officer recruitment campaign is progressing well, and a great deal of attention has been placed on the recruitment of police officers. However, a commensurate effort is necessary with regard to the recruitment and composition of the Police Service's civilian component. The Independent Commission recognised this issue as important to the development of a truly representative police force, and progress on civilianisation will continue to command close attention. Equally, enhanced community partnerships and liaisons, that take full advantage of the significant political and informal community support for young adults to join the police, will be monitored, as will the formal establishment of a police cadet scheme.

The Policing Board is critical to the successful implementation of the recommendations in this chapter. Its ability to continually assess and encourage support for members of various communities to join the Police Service will strengthen the recruitment process.



## B. Recommendation Summary

### Recommendation 111 - Transfer of Police Civilian Staff (PI #1-8)

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**

Administrative compliance for this recommendation has not been completed. The NIO and the Police Service have each previously designated a responsible person; the Policing Board has now done so.

The Police Service has not developed a plan or strategy to transfer civilians or take other actions whose "cumulative effect" would provide a more representative workforce. The Police Service states that any plan to rebalance the civilian workforce, other than through recruitment or promotion, is subject to equal opportunity guidelines. The Police Service did provide requested 1998-2000 civilian workforce demographics and indicated that the requested 2001 data will be provided in April 2002. The 2000 data indicates that the proportion of women in the civilian workforce is 66.2% and the proportion of Catholics is 12.8%.

Year	Status	RC	OT RC	Male	Female	Total
2000	Civil Service	274	1992	685	1581	2266
	Police Service Hire	165	985	469	681	1150

Sections 44 and 46 of the Police (Northern Ireland) Act 2000 provide legislative authority to select civilians for support posts, but regulations relating to this have not yet been approved.

When the plan is received it will be examined for evidence of consultation with the Equality Commission. We will also look for evidence of the development and implementation of a management-led programme to enhance the integration of police officers and civilian staff within the Police Service. The programme will be examined for inclusion of the civilianisation of posts and evidence that annual assessments have occurred.

### Recommendation 112 - Staff of Policing Board, NIO and Police Ombudsman (PI #1-7)

Patten Recommendation:

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

**Lead Responsibility: NIO/Policing Board/Police Ombudsman**

Administrative compliance for this recommendation has not been completed. The NIO, Police Ombudsman and Policing Board have each designated a responsible person. The NIO, Policing Board, and Ombudsman have provided current staffing (diversification) information and equal opportunity policies. As of 7 January 2002, plans for the diversification of the staffs to the degree possible in order to be reflective of the political/religious and gender make-up of the Northern Ireland population have not been received from the NIO or the Ombudsman. However, it is confirmed that they are in the process of following the scheme required by Equality Legislation. The newly established Policing Board has initiated its consultation on strategies and plans in this area.

**Recommendation 113 and 115 - Support from Community Leaders/Liaison with Schools (PI #1-9)**

**Patten Recommendations:**

113. All community leaders, including political party leaders and local councillors, bishops and priests, schoolteachers and sports authorities, should take steps to remove all discouragements to members of their communities applying to join the police, and make it a priority to encourage them to apply.
115. Liaison should be established between all schools and universities and the Police Service in Northern Ireland immediately, and work experience attachments and familiarisation days should be organised with active support and encouragement from community leaders and teachers.

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

Administrative compliance for these recommendations has not been completed. The NIO and the Police Service have each previously designated a responsible person; the Policing Board has now done so.

Requested plans, directives or orders to solicit support from non-governmental parties or to establish outreach initiatives to recruit applicants for the Police Service have not been formalised and therefore were not available. However, the Catholic Church issued a statement encouraging young Catholic adults to join the Police Service.

A plan to emphasise outreach initiatives and liaison with the schools where there has been no outreach and liaison was not available. However, the Police Service reports that its Community Involvement Branch is developing a Citizenship and Safety Education programme that will be designed to provide a framework for positive interaction between the police and students, which in the long term should impact recruitment. The Steering Group for this programme comprises representation from several sectors of education including the Council for Catholic Maintained Schools and representatives from integrated education establishments. The Recruitment Branch runs a work experience scheme throughout the school year and Police Career Advisors attend career fairs.



#### **Recommendation 114 - Gaelic Athletic Association (PI #1)**

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**

Administrative compliance for this recommendation has been completed. On 17 November 2001, The Gaelic Athletic Association repealed its Rule 21 prohibiting members of the Police Service of Northern Ireland from being members of the Association. The Independent Commission on Policing stated that the continued existence of this rule "can only be a deterrent to the recruitment of Catholics, or a factor in separating those Catholics who join the police from an important part of their culture."

#### **Recommendation 116 - Pilot Police Cadet Schemes (PI #1-5)**

Patten Recommendation:

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

**Lead Responsibility: Chief Constable**

Administrative compliance for this recommendation has not been completed. The Police Service has designated a responsible person. Section 42 of the Police (Northern Ireland) Act 2000 provides legislative authority for the establishment of a police cadet scheme. As of 7 January 2002, there is no specific information or assessment report available on the support level for or the encouragement of a cadet scheme.

#### **Recommendation 117 - Recruitment Agency/Lay Involvement in Recruitment (PI #1-6)**

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**

Administrative compliance for this recommendation has not been completed. The NIO, Policing Board and Police Service have each designated a responsible person. Consistent with legislative authority provided in Sections 43 and 44 of the Police (Northern Ireland) Act 2000 and Secretary of State Regulations, a request for proposals was issued to nine companies in October 2000. A contract was awarded in January 2001 to the Consensia Partnership for the recruitment of police officers and for lay involvement in the recruitment process. Accordingly, Consensia recruited and trained a team of lay assessors to serve in a full decision-making role on the recruitment panels. Consensia provides the Police Service with regular progress reports. The Police Service has established an internal project team to co-ordinate recruitment, and has engaged in regular

consultation with Consensia on competition planning, quality assurance of assessment procedures, co-ordination of vetting, candidate communications and other recruitment related matters. However, as of 7 January 2002 evidence of a similar programme for the recruitment of civilians into the Police Service had not been provided.

There has been no contract with an outside organisation for the recruitment of civilians into the Police Service.

**Recommendations 118 and 119 - Functions of New Recruitment Agency (PI #1-9)**

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**

Administrative compliance for these recommendations has not been completed. The Police Service has designated a responsible person. The requested documents provided in December 2001 demonstrate aggressive, imaginative, and persistent advertising in places likely to reach groups under-represented in the Police Service. The advertising in both the first and second recruitment campaigns included press, television, and on-line advertising covering Northern Ireland, the Republic of Ireland, and Great Britain. In addition, an outdoor advertising scheme was included in the first campaign, and cinema advertising included in the second campaign. The advertising was designed to attract, and in part, target groups under-represented in the Police Service and is a key element of the strategy to do so.

The first advertising campaign began in February 2001 and resulted in 7,518 applications, including 332 from the Republic of Ireland and 262 from Great Britain. From these applicants, a merit pool of 602 candidates was established as described in the following table:

1st Competition <sup>1</sup> :	Actual Numbers	% RC	% OT RC	Male	Female
Requests for Information	20,283				
Applications Received <sup>2</sup>	7,518	35.6	64.4	59.1	40.9
Taking Initial Selection Test	5,406	33.9	66.1	59.4	40.6
Passing Initial Test	1,816	27.5	72.5	52.5	47.5
Passing Medical Screening	1,584	27.2	72.8	54.6	45.4
Passing Assessment Centre	881	27.9	72.1	53.6	46.4
Merit Pool	602 <sup>3</sup>	29.0	71.0	66.0	34.0

<sup>1</sup> Information provided by Consensia.

<sup>2</sup> After de-duplication and correction.

<sup>3</sup> Includes applicants with undetermined community background.

<sup>4</sup> Information provided by Consensia. (see page 86)



Preliminary data<sup>4</sup> from Competition 2 indicates that Consensia received 9,607 requests for applicant packs, which resulted in the receipt of 4,885 applications, 38.7% of which are Catholic and 37.7% are women.

#### **Recommendation 120 and 121 - Selection of Recruits (PI #1-13)**

##### **Patten Recommendations:**

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

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

##### **Lead Responsibility: NIO/Chief Constable/Policing Board**

Administrative compliance for these recommendations has not been completed. The NIO, Policing Board, and Police Service have each designated a responsible person. Section 46 of the Police (Northern Ireland) Act 2000 provides legislative authority for a recruitment of qualified applicants on a 50:50 ratio of those identified as Roman Catholic or those identified as other than Roman Catholic. The Police Service provided the current and previous standard of merit for police officers to allow for a future comparison to assess the possible impact the new standard of merit may have on recruitment. The Police Service also provided documents specifying each step of the selection process.

The selection process is designed to be consistent with best practices and includes several stages, each validated through research and by the National Police Competency Framework Project. A minimum standard must be met on all nine core competencies during the assessment centre process. Candidates must also meet stringent medical standards that correspond to the national medical standards defined by the Home Office and are designed to assess their ability to carry out the full range of police uniform duties. Candidates are also required to successfully complete a job-related physical competency assessment that has been designed using performance data and validation studies carried out with existing officers. In addition, candidates must meet nationally defined requirements for police officers, which include age and the convictions criteria established by the Chief Constable.

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. From the first campaign, 328 trainees meeting the above standard of merit will be appointed from the merit pool with 50% coming from the Roman Catholic community; 33% were female.

Based on the experience with the first campaign, Consensia has made several minor modifications to improve the process during the second campaign. This includes an improved administrative process so as to provide an expedited notice of testing following application, the merging of the medical process that results in a reduced cost to the applicant, a streamlined medical appeals process, and improvements in the assessment centre. In addition, Consensia has conducted an analysis of the pass/fail rate at each stage of the selection process and will identify any disparities and reasons for them.

Although the Police Service reports that preliminary work on a proposal for the recruitment of civilians is underway, including lay involvement and procedures similar to those being employed for the recruitment of police officers, as of 7 January 2002 no evidence had been provided.

**Recommendation 122 - Opportunities for Part Time Working and Job Sharing (PI #1-6)**

Patten Recommendation:

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

**Lead Responsibility: NIO/Chief Constable**

Administrative compliance for this recommendation has not been completed. The NIO and Police Service have each designated a responsible person. Force Order 56/97 outlines part-time working/job sharing for police officers; however, no policy has been established for career breaks except that the Police Service allows police officers to take unpaid leave. Police Regulations 2001, No. 80 establishes a part-time working arrangement for full-time reservists. Part-time working/job sharing and career breaks for the civilian workforce have been in effect since late 1980, with requested documents provided on 1 October 2001.

**Recommendation 123 - Child Care Arrangements (PI #1-3)**

Patten Recommendation:

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

**Lead Responsibility: Chief Constable**

Administrative compliance for this recommendation has not been completed. The Police Service has designated a responsible person. In November 1999 the Police Service completed a preliminary research paper on childcare initiatives that explored various options and costs. The Police Service reports that, as part of the current overall diversity project, it is undertaking further detailed research "to justify the significant potential costs." This research will be used to support a business case.

**Recommendation 124 - Length of Recruitment Process (PI #1-5)**

Patten Recommendation:

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

**Lead Responsibility: Chief Constable/Recruitment Agency**



Administrative compliance for this recommendation has not been completed. The Police Service has designated a responsible person and requested documents have been provided. The Police Service and the recruitment contract with Consensia require that the recruitment process be no more than six months in length. The first recruitment began 30 March 2001, and the merit order list of applicants from which candidates will be appointed into training was provided to the Chief Constable on 10 September, consistent with the recommendation and the requirements of the contract.

Consensia provides each applicant with a well-designed applicant packet describing required qualifications and each stage of the selection process, plus detailed instructions for completing the application form(s). Consensia maintains contact with applicants throughout each step of the selection process to determine their level of satisfaction with the process. Applicants generally reported high levels of satisfaction with Campaign 1; however, concerns were expressed about the adequacy of information provided before the initial selection test and following the assessment centre. Consensia addressed these concerns in Campaign 2.

The percentage of applicants not appearing at various stages of the Campaign 1 selection process was generally proportionate to the percentage of applicants from each community. Consensia conducted telephone surveys of applicants who did not appear at various stages of the selection process. Reasons cited included difficulty with getting time off from work, administrative issues, publicity, and the high number of applicants. Consensia has addressed the administrative issues and additional evening and weekend testing is being made available.

#### **Recommendation 125 - Disqualification from Entry into the Police Service (PI #1-9)**

**Patten Recommendation:**

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

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

Administrative compliance for this recommendation has not been completed. The NIO, Policing Board and Police Service have each designated a responsible person. The Chief Constable approved new selection and eligibility criteria that are in line with other police services in the United Kingdom. Police (Recruitment) (Northern Ireland) Regulations 2001 require that the Chief Constable include in the vetting panel a member nominated by the Policing Board. In December 2001, the Policing Board ratified the appointment of the Independent Member of the Vetting Panel. The Secretary of State appointed an Independent Assessor for a three-year term commencing 1 May 2001.



**Recommendation 126 - Registration of Interests (PI #1-5)**

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**

Administrative compliance for this recommendation has not been completed. The Police Service and Ombudsman designated a responsible person.

There are no directives or orders requiring officers to register their interests and associations as of 7 January 2002.

**Recommendation 127 and 128 - Functions of New Recruitment Agency (PI #1-5)**

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**

Administrative compliance for these recommendations has not been completed. The NIO, Police Service and Policing Board have all designated a responsible person. 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 first recruitment campaign included advertising throughout the United Kingdom and the Republic of Ireland, which resulted in the qualification of 12 officers from other forces to enter the merit pool. Reportedly, there are a number of issues in need of resolution to fully progress the objective of lateral entry.

A working group including the Policing Board, Police Service of Northern Ireland, Garda Síochána, Northern Ireland Office, and the Department of Justice is addressing these issues.



▶▶ training, education and development strategy



## A. Chapter Summary

### Background

The Report of the Independent Commission on Policing for Northern Ireland addressed the subject of Training, Education and Development (TED) and focused on the restructuring of this critical area as being pivotal for a successful transformation of the Police Service.

The Independent Commission Report recommended the development of a TED Strategy for both the recruit and in-service training programmes. This strategy was to clearly demonstrate the link between the overall aims of the Independent Commission's Report and the objectives and priorities that would be set out in future policing plans.

In addition, the Report emphasised the need for a new state-of-the-art Police College, with appropriate funding being identified and set aside, as critical to the long-term success of both the TED strategy and the Police Service.

### Progress and Accomplishments

Although much remains to be accomplished, the Training, Education and Development staff have demonstrated considerable effort and commitment in meeting the requirements of the Independent Commission's Report, particularly where this dealt with primary police recruit training.

The Oversight Commissioner and some of the evaluation team visited the College for Training, Education and Development (Police College) during the November/December 2001 visit. Full cooperation was received from senior management and staff, and the Oversight Commissioner was provided an opportunity to meet and interact with the recruits in the Foundation programme.

Evaluation team members were impressed with the enthusiasm demonstrated by the newest members in training. Their concerns and observations are similar to those expressed by recruits at training facilities in North America, and likely anywhere, and included observations on the challenges facing the judicial system as well as the stress factors that are common to front-line police personnel.

During the development of the TED Primary Reference Document, TED staff conducted a training needs analysis. Although this needs analysis was conducted prior to the Independent Commission's Report, the needs analysis reflects the new approach that was envisaged by the Independent Commission. However, this needs analysis must still be approved by the Policing Board, and must then lead to a far more comprehensive and revised Training Needs Analysis.

The TED Primary Reference Document, including the training mission statement, was approved by the Police Service's Training Policy Group and was submitted to the Policing Board in December 2001 for review and approval. Once approved by the Board, the Training Policy Group will be responsible for developing the comprehensive needs analysis noted above.

### Areas of Concern

The development of the TED strategy was noted as an area of concern in the last report of the Oversight Commissioner, and remains so. It is important that the Policing Board approve the TED Strategy contained in the Primary Reference Document, and offer guidance on the overall

development of the various recommendations contained in it. Once the TED Strategy is approved, there remains the completion of a full and comprehensive Training Needs Analysis, which is key to the transformation of the TED programme. The time for completion of the needs analysis is a concern, as is the fact that a dedicated budget for the TED Strategy is unlikely to be set before 2003.

The policy for Policing with the Community in Northern Ireland has been submitted to the Policing Board. Once approved, it will be important to see how this policy will be incorporated into the present training curriculum, and the impact it will have on the development of a pilot course for neighbourhood policing.

The absence of progress on the launch of a new Police College is a significant concern. The Independent Commission noted in September 1999 that the current Training Centre at Garnerville was inadequate, classroom space was very limited, residential accommodation was poor and specialist facilities were lacking. The current physical limitations will have an impact on the capacity of training. The lack of specialist facilities will impact the quality of training being delivered, particularly the problem-solving and partnership approaches, which were seen by the Independent Commission as being central to the recruit training courses. Finally, a new college is an important facet of the symbolism of a new beginning to policing in Northern Ireland, as envisioned by the Independent Commission.

The Independent Commission recommendations of September 1999 relating to training needs and priorities called for specific areas to be addressed. These included a course(s) relating to the impact of the new constitutional, policing and justice arrangements, human rights, management and IT training, as they related to policing. These areas have not significantly progressed after two and a half years, and require attention.

Also, there is little progress on the development of a programme for public attendance at police training sessions. Equally, the details of which portions of the training curriculum are to be made available to the public have not been provided as of 7 January 2002.

#### **Future Direction**

Training, Education and Development remains a critical area for the Policing Board in its governance role, if the intent of the Independent Commission's recommendations with respect to the training and development of existing and future police officers is to be achieved. It is essential that the PSNI have new and sophisticated training to ensure it is truly at the forefront of policing. Past inability to provide in-service training appears to have created a backlog of training needs, and the existing facilities lack the capacity to effectively deal with all the training issues. The leadership and support of the Policing Board in these areas will be required.

There are a number of recommendations in different areas that are inter-linked and need focussed action if the TED Strategy is to accomplish intended results. The Policing Board needs to approve the TED Strategy, ensure appropriate funding mechanisms, including funding for a new Police College, and closely monitor progress.



Once the Policing Board has approved the TED Strategy, the Police Service then needs to expeditiously complete a comprehensive training needs analysis. Although these are all significant undertakings, progress need not be linked exclusively to an approved TED Strategy, and we will continue to closely monitor this area and report both progress and lack thereof.

## **B. Recommendation Summary**

### **Recommendation 129 - Training, Education and Development Strategy (PI #1-14)**

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**

Administrative compliance for this recommendation has not been completed. Assignment of responsibility is completed.

The Police Service has developed a training mission statement, which is articulated within the TED Primary Reference Document. The performance indicators relating to this area will be examined once the Policing Board approves the training mission statement.

A final needs analysis has not been completed, pending approval of the TED Strategy by the Policing Board. Approval will initiate the development of a comprehensive training needs analysis. The performance indicators for this area are therefore not accomplished.

The Policing Board had not approved the TED strategy as of 7 January 2002 and therefore has not accomplished its performance indicators relating to this area.

### **Recommendation 130 - Training and Development Budget (PI #1-13)**

Patten Recommendation:

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

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

Administrative compliance for this recommendation has not been completed. Assignment of responsibility is complete. The TED Strategy needs to be approved by the Policing Board so that a fully costed and safeguarded training budget can be produced before 2003. In the interim, the Director of Training Education and Development has initiated the development of a Cost Analysis Annual Business Plan based on the ACPO costing model for training.

**Recommendation 131 - New Police College (PI #1-6)**

Patten Recommendation:

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

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

Administrative compliance for this recommendation has not been completed. A working group (Project Board) has been identified, however the Project Board has halted deliberations until the Policing Board has reviewed this proposal and offered guidance.

We have not been provided a report outlining the objectives and timelines for the new Police College, the Police College budget, the interim strategy for using present facilities, or a report identifying the impact of using the interim facilities.

This is an area of concern because of the significant consequences of a lack of the new college. The Independent Commission noted, in September 1999, the importance of this recommendation and the current inadequate facilities in the classroom, residential accommodation and specialist training areas. The current physical limitations will have an impact on the capacity of training, both for growth as well as training recruits and current police officers. The lack of adequate specialist facilities will impact the quality of training, both of recruits and current officers. Partnership and problem-solving approaches were seen by the Independent Commission as being central to the recruit training courses and an inadequate facility is not conducive to achieving this goal. It may well be that the principles of partnership and problem solving can be applied by responsible parties to an interim solution. Finally, but not least, the symbolism of a new college reflects the new beginning to policing envisioned by the Independent Commission.

**Recommendation 132 - Service Level Agreements on Training (PI #1-8)**

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**

Administrative compliance for this recommendation has not been completed. Service level agreements and policy have not been provided. Once the TED Strategy is approved, evidence of the needs analysis and the reports specified in our performance indicators are required.



### **Recommendation 133 - Civilian Input into Recruit Training (PI #1-14)**

Patten Recommendation:

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

**Lead Responsibility: Chief Constable/Policing Board**

Administrative compliance for this recommendation has not been completed. The Policing Board has now identified a responsible person.

The PSNI has provided a record of the names of the institutions and individuals that were solicited to provide input for recruit training. The records include the number of meetings conducted to acquire input from the citizens groups, and those that declined.

Details on the new recruit training curriculum that addresses the objectives of the training mission statement were provided. It includes the information gained in the needs analysis combined with civilian input used to develop the TED Primary Reference Document. The recruit training curriculum identifies the timelines allotted for training in each topic and the order in which the topics will be presented.

The current staffing pattern for the police college as to ratio of police instructors to civilian instructors was provided. Administrative compliance for the remaining performance indicators has not been accomplished.

### **Recommendation 134 - Training of Civilian Recruits (PI #1-4)**

Patten Recommendation:

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

**Lead Responsibility: Chief Constable/Policing Board**

Administrative compliance for this recommendation has not been completed. Assignment of responsibility is complete. The TED Primary Reference Document, referred to the Policing Board, identifies the training modules amenable to joint training programmes. Timelines for the identified training modules have not been provided. This is another segment of an area of concern relating to progress on the implementation of civilianisation.



**Recommendation 135 - Achievement of Academic Qualifications by Recruits (PI #1-5)**

Patten Recommendation:

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

**Lead Responsibility: Chief Constable/Policing Board**

Administrative compliance for this recommendation has not been completed. Since November 2001, all students are enrolled in the Certificate in Police Studies for the Student Officer Course. Obtaining a Certificate is a pre-requisite of being attested as a police officer.

Evidence has not been supplied relating to the review of academic qualifications of current officers and recruits for the past five years, the implementation plan to further academic qualifications for recruits, nor the report detailing the status of the programmes to encourage university level education, where lacking.

**Recommendation 136 - Timing of Attestation as a Constable (PI #1-5)**

Patten Recommendation:

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

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

Administrative compliance for this recommendation has not been completed. A Course Document Assessment Strategy was provided that covers the issues of separation from the service for academic failure, and student regulations, which cover separation from service, based on physical fitness and firearms qualifications, and non-academic problems.

The evidence of the first annual statistical report on the number of successful recruits and the number of recruits who were separated from the service will be available at the end of this intake year in April 2002. Assessment of the standards and policies will be conducted during our evaluation phase.



#### **Recommendations 137, 138 and 139 - Contents of Recruit Training Programme (PI #1-7)**

Patten Recommendations:

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

#### **Lead Responsibility: Chief Constable/Policing Board**

Administrative compliance for these recommendations has not been completed. Assignment of responsibility has been completed. The pre and post-revision recruit training curriculum documents and lesson plans, with explanation, have been provided. Drill time has been reduced from 40 to 20 one-hour sessions.

A problem-solving and partnership model (SECAPRA) has been used for training since November 2001 and we have been provided details in the new Course Document, with an explanation of the changes in the lesson plans. The proportional increase in the number of courses and time allotted remains to be provided.

The Policing Board had not as of 7 January 2002 reviewed these recommendations to ensure the fulfilment of the training objectives and the adequacy of time allotted.

The Police Service has not provided the list of those involved in revisions to the new recruit training programme, nor the evidence of how community awareness training will be incorporated in all aspects of training programmes.

#### **Recommendation 140 - Tutor Officer Scheme (PI #1-3)**

Patten Recommendation:

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

#### **Lead Responsibility: Chief Constable**

Administrative compliance for this recommendation has been completed, and this will now move to an evaluative phase. There will remain an ongoing need to provide demographic statistical information on separation (release) of the recruit officers.

A copy of the approved policy paper entitled Tutor Constables Scheme was provided. A General Order (Tutor Officer) identifies the length of the course as 2 weeks in duration and the joint assignment programme as 10 weeks in duration. The relationship between the tutor officer programme and community policing assignments are described in the policy document and course document.

Prior to completion of training and attestation, separation (release) is covered by Student Regulations. Following attestation, student officers fall under the same regulations for dismissal as all other officers. This will be examined when the first reports involving separation are received.

#### **Recommendations 141, 142, 143 and 144 - Training Needs and Priorities (PI #1-8)**

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 for these recommendations has not been completed. The Policing Board has assigned responsibility.

The training curriculum for the Course For All has been provided and includes the new constitutional arrangements for Northern Ireland, the new policing arrangements and the reform of the judicial system. The course has not been delivered yet; therefore records of completion have not been supplied. The curriculum utilised to instruct on the implications of the Human Rights Act of 1998, European Convention on Human Rights and the Universal Declaration on Human rights has been provided in the course document and timetable. This course has not been delivered yet; therefore records of completion have not been supplied either. There are presently four hours of direct input of Human Rights in the recruit training and it is being integrated into all TED training courses.

Evidence has not been provided relating to the career development training programme, nor an information technology training programme. The Policing Board has not provided evidence that it is measuring progress of these recommendations.

The Independent Commission recommended in September 1999 that every member of the Police Service should have, as soon as possible, a course on the impact on policing of the new constitutional, policing and criminal justice arrangements. This has not yet been accomplished and is a concern.



#### **Recommendation 145 - Joint Training with Civilian Analysts (PI #1-4)**

Patten Recommendation:

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

**Lead Responsibility: Chief Constable**

Administrative compliance for this recommendation has not been completed. A programme for joint training with civilian analysts is reported as under development, as is the role description for PSNI analysts. A Memorandum of Understanding signed between the PSNI and the Scottish Police College to establish contact interchange and co-operation in the area of analysis training will initiate one joint training programme. No reports have been received relating to the number of individuals completing such courses.

#### **Recommendation 146 - Neighbourhood Policing Training Programme (PI #1-5)**

Patten Recommendation:

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

**Lead Responsibility: Chief Constable/Policing Board**

Administrative compliance for this recommendation has not been completed. Copies of the neighbourhood policing content in present curriculum, curriculum for a pilot course for neighbourhood policing, evaluation of the pilot course or evidence of a programme of neighbourhood police training for all members of the Police Service were not provided as of 7 January 2002. This is another area where the TED Strategy approval by the Policing Board is required. It will result in a full training needs analysis for design and delivery of the recommended neighbourhood policing programme.

#### **Recommendation 147 - Publication of Training Curricula (PI #1-4)**

Patten Recommendation:

147. The training curricula for the Police Service should be publicly available, and easily accessible, eg. on the Internet.

**Lead Responsibility: Chief Constable**

Administrative compliance for this recommendation has not been completed. A plan to provide details of training curricula to be made available to the public has not been developed and the performance indicators have not been met. Completion of this recommendation would signal transparency.

**Recommendation 148 - Public Attendance at Police Training Sessions (PI #1-3)**

Patten Recommendation:

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

**Lead Responsibility: Chief Constable**

Administrative compliance for this recommendation has not been completed. Evidence of a programme has not been provided as of 7 January 2002. There is limited evidence of public involvement or attendance at police training sessions, although it is reported that the public is involved with Community Safety awareness seminars and voluntary and statutory bodies are involved in joint training with the police. Again, progress on this recommendation would reflect on the transparency issue.

**Recommendation 149 - Pilot Citizens Course (PI #1-3)**

Patten Recommendation:

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

**Lead Responsibility: Chief Constable**

Administrative compliance for this recommendation has not been completed. There is presently no plan for the introduction of a pilot Citizens Course. We will report on any decision to proceed with a pilot Citizens Course.



▶▶ culture, ethos and symbols



## A. Chapter Summary

### Background

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

### Progress and Accomplishments

The new name Police Service of Northern Ireland was formally adopted on 4 November 2001, consistent with Section 1 of the Police (Northern Ireland) Act 2000. The Policing Board announced on 12 December 2001 that it had reached a unanimous cross-community agreement on a new design for the badge. The Secretary of State accepted this design, now reflected in regulations laid before Parliament. It is anticipated the regulations will come into effect in April 2002. The new flag will be the service emblem on a dark green background.

On 7 November 2001 the Policing Board concurred with PSNI plans for the scope and form of uniform changes. The Board also concurred with the procurement of name badges, based on the presumption that all uniformed officers will wear a name badge except on public order duty, when a number designation will be used. On 14 November 2001 the Secretary of State made provisions for the recognition and remembrance of sacrifices of officers of the RUC by announcing funding for a Garden of Remembrance and RUC Museum.

### Areas of Concern

Proof of administrative compliance regarding the recommendation on a neutral working environment is incomplete and remains to be addressed.

### Future Directions

The major legislative and institutional challenges presented by this portion of the change process have been overcome. Oversight will focus on effective implementation of all remaining tasks.

## B. Recommendation Summary

### Recommendation 150 -Name of The Police Service (PI #1-4)

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

Administrative compliance for this recommendation has been completed. The change of name was effective 4 November 2001. The Police Service took interim steps towards adoption of the new name by issuing forms and printed matter with the name but no symbol. Signage will be altered through a programme of rolling compliance.



#### **Recommendations 151,152 and 153 - Badge And Flags (PI #1-5)**

Patten Recommendations:

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

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

Administrative compliance for these recommendations has not been completed, as of 7 January 2002. The Policing Board designated a responsible official. It is anticipated the regulations governing the new symbols will come into effect in April 2002 and will be examined at that time. Procurement of new materials and signage will follow, applying to the vehicle fleet, station signage and print matter. As publicly reported, a new badge and flag were agreed to by the Policing Board and were scheduled to be available for the first graduating recruits on 5 April 2002.

#### **Recommendation 154 - Police Uniform (PI #1-6)**

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**

Administrative compliance for this recommendation has been completed. The Policing Board concurred with PSNI plans for the scope and form of uniform changes, and designated a responsible official to this programme. If best intentions are realised, the new uniform will be available for issue from 5 April 2002. We will now move to the evaluation and verification stages of this recommendation.

#### **Recommendation 155 - Police Memorials (PI #1-3)**

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 for this recommendation has been completed. The Secretary of State announced funding of over £1 million for the construction of a RUC Garden of Remembrance and a new RUC Museum, in conjunction with announcements of appointments to the Board of Trustees of the Royal Ulster Constabulary GC Foundation and the Northern Ireland Police Fund. We will now move to the evaluation and verification stages of this recommendation.

#### **Recommendation 156 - Neutral Working Environment (PI #1-4)**

Patten Recommendation:

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

**Lead Responsibility: Chief Constable**

Administrative compliance for this recommendation has not been completed. Evidence of an implementation plan has not been received, however it is reported that this awaits receipt from the Equality Commission, of an official directive and assurance of compliance with fair employment legislation and the Equality Commission's Code of Practice on Fair Employment. Evidence of the new appraisal system assessing managers and supervisors for this area has not been provided, nor has evidence of an audit or evaluation in this area.

▶▶ co-operation with other police services



## A. Chapter Summary

### Background

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

### Progress and Accomplishments

Positive first steps have been made by the British and Irish governments in establishing a timetable for a formal agreement that will allow the PSNI and the Garda Síochána to institutionalise the changes recommended by the Independent Commission. The police services are proceeding on the necessary background work to give effect to the agreement when in place.

### Areas of Concern

The two issues noted in our last report remain. While positive planning on the agreement framework is proceeding between governments and between police services, the results envisioned by the Independent Commission are not yet realised and will require sustained attention at all levels.

The second concern is longer term and relates to obtaining the benefits of reciprocal exchanges. While the PSNI has 15 police officers on exchange, there are virtually no secondments/exchanges to the PSNI. Any benefit to the PSNI from an infusion of different perspectives and experiences is not currently being realised.

### Future Directions

The following will be monitored: continuing progress on the Agreement for Co-operation between the PSNI and the Garda; any development of a comprehensive strategy dealing with exchanges (and related lateral entry); developments on the joint database with the Garda (linked to an Agreement and strategic work programme from Recommendation 93).

## B. Recommendation Summary

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

#### Co-operation Between The Police Service and An Garda Siochana (PI #1-11)

##### 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. The NIO identified their responsible person in October 2001, thereby completing this indicator on behalf of the British Government. The same will be requested of the Irish Government and the Garda Commissioner for the next report.



On 13 December 2001, a timetable was published by the British and Irish Governments detailing a move toward a formal Inter-governmental Agreement that would provide a framework for the development of formal protocols between the PSNI and the Garda. It would cover such issues as an annual conference, liaison officers, long-term personnel exchanges and co-operation on training. The first Annual Conference is planned for April 2002. The PSNI reported on a number of background activities undertaken to move these recommendations forward in the absence of the Inter-governmental Agreement. Evidence on the remaining performance indicators has not been provided.

#### **Recommendation 165 - Joint Database Development with The Garda (PI #1-5)**

Patten Recommendation:

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

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

Administrative compliance for this recommendation has not been completed. The identification of a responsible person from the Garda will be sought for the next report. No developments were reported by the PSNI. While not yet a concern, this is linked with the IT recommendation 93 and is a matter of practical priority as noted by the Independent Commission. It will continue to be closely monitored for progress.

#### **Recommendation 166 and 167 - Personnel Exchanges with GB Police Services (PI #1-3)**

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**

Administrative compliance for this recommendation has not been completed. A protocol is in place for management exchanges. A total of 15 PSNI police officers (Constables, Sergeants, Officers) are currently with GB law enforcement agencies. There is only one officer seconded to the PSNI.

#### **Recommendation 168 - Links Between Police Training Colleges (PI #1-4)**

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**

Administrative compliance for this recommendation has not been completed. NIO have assigned responsibility. Although a description of linkages already existing or contemplated has not been provided, it is worth noting that the Director of Human Resources is on the governing boards of the Association of European Police Colleges and the Council of the United Kingdom Police National Training Organisation. He reports that training agreements with other institutions, especially in the United Kingdom and Ireland, will be formulated during 2002.

**Recommendation 169 and 170 - International Training Exchanges (PI #1-6)**

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 world-wide. There should be co-operation with other police services in the field of research.

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

**Lead Responsibility: Chief Constable/Policing Board**

Administrative compliance for this recommendation has not been completed. The Policing Board has assigned responsibility. A roster of ongoing training exchanges has been provided, along with MOUs and short descriptions of the exchanges. Only partial information about the number and ranks of police officers participating in training exchanges has been provided. A plan for future exchanges has not been drafted.

Information has not been provided that allows assessment of the extent to which research and practice from abroad has been consulted in the planning and implementation of Police Service programmes. Nor whether the Police Service has joined with other police forces to analyse common problems. Finally, a policy for training police from overseas in areas of particular PSNI expertise has not been provided, nor has information about the number of overseas personnel being trained at Police Service installations.

**Recommendation 171 - United Nations Peacekeeping Operations (PI #1-2)**

Patten Recommendation:

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

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

Administrative compliance for this recommendation has been completed, although information must be updated periodically. As of 4 January 2002, 72 PSNI officers were serving in international missions: 5 in Bosnia; 64 in Kosovo, including in the post of Commissioner; 2 in the Organisation for Security and Co-operation in Europe; and 1 in East Timor.





▶▶ oversight commissioner



## A. Chapter Summary

### Background

It was the belief of the Independent Commission that an independent and eminent person, from outside the United Kingdom or Ireland, should be selected to oversee the implementation of the recommendations. The Governments agreed and Mr. Tom Constantine was selected, accepted the duty and was appointed in May of 2000 for a three (3) year term. Statutory backing is found in the Police (Northern Ireland) Act 2000, at Sections 67-68 and Schedule 4.

### Progress and Accomplishments

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

### Areas of Concern

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

### Future Directions

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

## B. Recommendation Summary

### Recommendation 172 - Appointment of Commissioner

Patten Recommendation:

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

**Lead Responsibility: Oversight Commissioner**

This is completed.

### **Recommendations 173, 174 and 175 - Functions of Commissioner**

#### **Patten Recommendations:**

173. The government, the Police Service, and the Policing Board (and DPP's) 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 commissioner should in turn report publicly after each review meeting on the progress achieved, together with his or her observations on the extent to which any failures or delays are the responsibility of the policing institutions themselves or due to matters beyond their control.
175. The oversight commissioner should be appointed for a term of five years.

#### **Lead Responsibility: NIO**

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

▶▶ notes