

POLICING THE FUTURE

REPORT OF THE INTERNATIONAL CONFERENCE
20-22 February 2007

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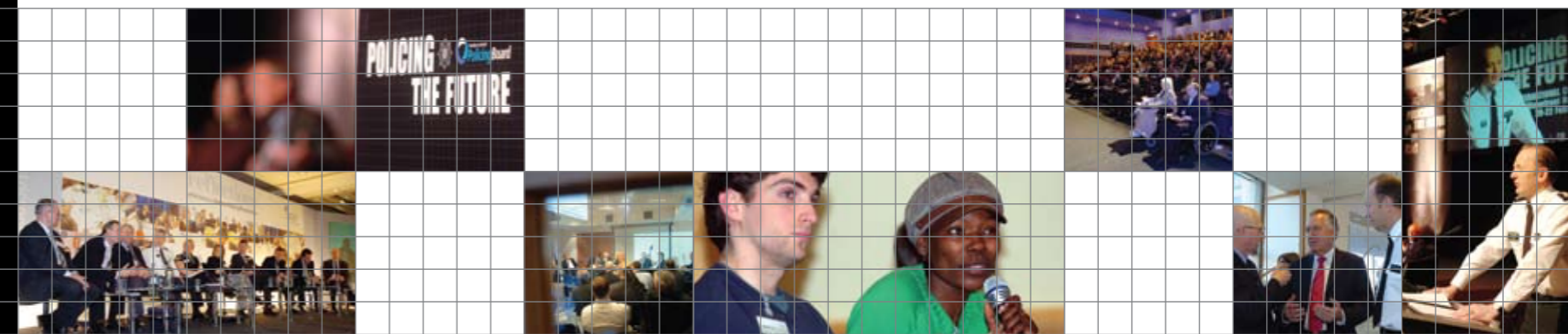
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CHAIRMAN'S FOREWORD

The International Policing Conference, 'Policing the Future', that took place in the Belfast Waterfront Hall from 20-22 February 2007, was a significant event for local, national and international policing.

Organised jointly by the Northern Ireland Policing Board and the Police Service of Northern Ireland, the conference brought together over 300 delegates representative of policing and accountability bodies internationally, nationally and locally. These representatives were joined by delegates from local statutory bodies, interest group and the community outwith District Policing Partnerships (DPPs).

Facilitated by Chuck Wexler of the Police Executive Research Forum (PERF) the conference was designed to provide delegates with a unique insight into the evolution of policing in Northern Ireland and provide a platform for the latest thinking, developments and best practice from policing jurisdictions to be considered. With an impressive line-up of panellists and contributors, including some of the world's most experienced senior police officers and experts in human rights, international relations, organised crime, community relations, the media and the law, discussions focused on a range of issues critical to the future of policing.

Through interactive panel discussion and delegate contributions, the challenges of policing in divided societies, building confidence and managing community expectations, dealing with violent crime, policing public order, the importance of integration of human rights in policing, dealing with terrorism and organised crime, ensuring police oversight and accountability and tackling hate crime formed the main areas of debate on the agenda. Issues that are essential to effective, efficient and accountable policing in these islands and overseas.

Since the conference, there have been significant developments in Northern Ireland with the restoration of the Assembly. Northern Ireland is moving forward and as we work to build a shared future, policing will remain a critical issue, just as it does in democratic societies throughout the world. The policing service must continue to change, evolve and grow to meet changing society and community needs. With increasing diversity in society, engaging communities and building public confidence in policing must be a priority, particularly where communities have been disaffected.

There is no doubt that policing in Northern Ireland has undergone a major change process but we must keep moving forward and

building on the progress to date. A number of outstanding recommendations from the Report of the Independent Commission remain to be implemented; and following completion of the term of office of the Police Oversight Commissioner, the Board has assumed responsibility for this important task. The devolution of policing and justice and future funding pressures on the service will also bring further changes for policing here.

I am pleased that the conference provided the opportunity to stimulate debate and discussion on common issues that underpin policing locally, nationally and internationally. The Policing Board is grateful to all those who participated in the conference. I trust that the information captured in this report will not only provide a meaningful insight on the policing journey travelled in Northern Ireland; but also contribute to setting the agenda for the future policing of Northern Ireland.

Professor Sir Desmond Rea
Chairman, Northern Ireland Policing Board



CHIEF CONSTABLE'S FOREWORD

In February 2007 the Police Service, in partnership with the Northern Ireland Policing Board, hosted a ground breaking policing conference in Belfast - 'Policing the Future'

It had two main aims - to mark what we have achieved in policing in Northern Ireland and share this experience with others and to look outwards to the future of policing on both a local and global stage.

Contributors from a local, national and international stage shared their experiences, engaged in debate and listened to the stories of others. The conference itself became a meeting place for visitors from across the world; and provided opportunities for people to share and debate ideas and visions for policing in the future.

And indeed, this conference report is the next step in looking to that future. It was always our aim to ensure that we have a legacy from the conference, bringing together, drawing on and taking forward the debates and discussions that took place.

As the world we live in changes, so policing must evolve. To protect the community we serve we must be part of it, this is key to ensuring a safe and secure future for all.

Many challenges lie ahead. And if we are to meet those challenges, we must ensure we build lasting partnerships with communities and with each other. This conference report is just one step in that direction, but one, that I hope will inform the future debate of policing across the world.

Sir Hugh Orde
Chief Constable, Police Service of Northern Ireland



1. EXECUTIVE SUMMARY

1.1 The conference explored recent thinking and developments in policing in the context of experiences in Northern Ireland and the changes implemented there since the report of the Patten Commission in 1999. It focused particularly on police engagement with the community, addressing the issue widely in relation, for example, to international terrorism, the role of the media and the contribution of police oversight institutions.

1.2 Since the Patten Commission (the recommendations of which have been virtually all implemented) policing in Northern Ireland has been transformed in a programme of change of unprecedented speed and scope. The Police Service of Northern Ireland (PSNI) has been reorganised and refocused and has changed its style. Human rights and working with the community are at the heart of its work. It recruits equally from both the Protestant and the Catholic communities. There are new oversight institutions: the Policing Board (holding the PSNI to account and reflecting political and community views); a Police Ombudsman (independently investigating police complaints); District Policing Partnerships (promoting community engagement with, and monitoring, the police at a local level) and the Oversight Commission (measuring the implementation of the Patten changes). Northern Ireland is now one of the safest parts of the United Kingdom. With the support which it now had of all political parties the future development of policing had to focus on embedding and strengthening community engagement.

The general recognition by the conference delegates of the magnitude of the changes made to policing in Northern Ireland in a short time was something which the PSNI and the whole community should be told about.

1.3 The Patten Commission and the ensuing changes, together with increased political engagement, meant that more mature debate and a better understanding of policing had developed in Northern Ireland. Ever closer engagement with all sections of the community and the continuation of the change programme in the PSNI were the key to increasing maturity of debate and understanding, as they were to effective policing day-to-day. But there were still many issues to do with the past which affected attitudes on policing and criminal justice, although widely differing views existed on how they should be addressed. Should the past be recognised for what it was, warts and all, so that people could then move on? Or did issues still unresolved from the past have to be explicitly addressed?

1.4 The effective delivery of change required hard consistent work over a long period, in policing no less than in other spheres. The function of the various participants in this process differed widely but all contributed to it in their separate ways. The leadership of the PSNI at all levels had to be clear in what it expected and had to communicate its vision to the Service and to the wider public.

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It also had to allow room in which members of the Service could develop new styles of policing, in the knowledge that change involved taking calculated risks and that officers needed support as they adapted to a different policing environment. The different oversight institutions each had a key role to play in securing public confidence and each had contributed significantly to the changes which had taken place. These experiences were relevant in many different policing contexts outside Northern Ireland.

1.5 The media played a variety of roles in relation to the police service generally. They scrutinised its activities. By publishing information they informed not only the public but also political debate and policy makers. They had to maintain their independence, and neither the police nor journalists should allow a relationship to develop which inhibited this or distorted the material presented to the public. But neither should the media obstruct the work of the police. For their part the police had to handle their relations with the media more effectively, particularly because of the development of 24/7 media coverage and the proliferation of outlets.

1.6 Societies were becoming more diverse and the police had to face up squarely to the issues which diversity gave rise. This was the case whether the roots of the diversity were historic, as in Northern Ireland and parts of the United States, or were of more recent origin, as in both those places and elsewhere as well. In these circumstances a number of factors played an important part: closer dialogue with the community was essential, demonstrating to all members of the community that the police were committed to solving problems and understood the problems of the law abiding majority. The composition of the police should reflect this diversity; if this was the case it could then be an important element in securing community confidence. Individual groups representing different sections of the community could be important interlocutors with the police both by promoting

dialogue with members of the public and by enabling the police to better understand the issues which they needed to respond.

1.7 Individual seminar groups reported that:

- To engage effectively the police had to have a deep understanding of individual communities; should seek to manage expectations about what they could realistically do; and should not promise more than they could deliver. To do this they had to have the right skills, which might not be those previously acquired by officers more used to reactive policing.
- The observance of human rights had to be integral to policing and was one way in which public confidence could be secured. There should be clarity on the part of both the police and the community over what the standards were; the language in which human rights were sometimes articulated did not necessarily achieve this. To promote a human rights culture within the Police Service the issues had to be presented to officers in a practical way.
- The police response to violent crime had to encompass prevention and healing within the community as well as the immediate issues. Community confidence and understanding of what the police were trying to do was essential if the necessary information was to be available.
- Community understanding and engagement was also essential if the police were to be able effectively to tackle the domestic aspects of international terrorism. Some forms of organised crime such as extortion could be met either by a community orientated response (which would encourage victims to come forward with evidence) or by a more traditional reliance on informers. In the long run the former might be more effective.
- Oversight institutions had a key role to play in securing community trust and confidence, both as regards change programmes and in the long term.

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1 The then Secretary of State Rt Hon Peter Hain MP shares a thought with Chief Constable Sir Hugh Orde

2 Chief Constable Sir Hugh Orde makes a point to the floor

3 Paul Goggins MP, Deputy Chief Constable Paul Leighton and Barry Gilligan, Policing Board Vice Chairman

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But these arrangements must not be allowed to become too burdensome for the police to distort the effective delivery of policing, bearing in mind that it was individual officers who had to operate on the ground. These institutions also had to strike a balance in their work, holding the police to account on the one hand, and on the other promoting community trust. In Northern Ireland, the District Policing Partnerships were the element in the arrangements which were the newest and which needed to develop most, particularly if there was to be effective community engagement with a police service within which responsibility was increasingly delegated to the local level

- The police response to public disorder and other violence had to be human rights led. The police had to engage with communities in a way which demonstrated that the police could facilitate their right to protest while seeking partnership to avoid situations in which there might be disorder - something which carried a high cost for everybody. The police use of force should always be a last resort and there had to be careful controls on their use of less-lethal weapons.

1.8 The following issues were identified in the light of the exchanges at the conference:

- How far were police services really committed to and working to secure effective community engagement? Did they possess the right kind of skills, both at the service level and at officer level? How far were other sections of the community, including other public agencies, the private sector and the media, alert to their responsibilities in this area? Were they willing and equipped to play their proper part?
- In the light of the increasing speed and amount of information available to the public and of increasing expectations on their part, was the police actively working to explain convincingly what they were

doing and why they were doing it, and were they engaging in the kind of community dialogue that encouraged realistic public expectations? Did other public agencies understand these issues and were they playing their part? Did the media understand its impact, and did it act responsibly in reporting accurately what the police and others said?

- Human rights had to be integral to policing both internally (as part of the professional lives of officers, in the culture, leadership and training) and externally (as part of the way in which the police engaged with the community and demonstrated that trust and confidence were well placed). Were all police services ensuring this? How could they be encouraged to do so? What was the role of others engaging with police services in a way which responded to such a vision and which enhanced public understanding?
- To tackle violent crime effectively the police had to have breadth of vision, recognising that dealing with victims, helping community healing and crime prevention were all part of their response, and that only by having close community engagement could they secure the information they needed. Did the police always deal with violent crime on this wide canvas, and were their activities in this area integrated with their engagement with the community? What were the responsibilities of other sections of the community, including other public agencies and the media, in this area? How could they be encouraged to live up to them?
- Oversight institutions had to operate both inwardly towards the Police Service for which they were responsible, to secure effective accountability, and outwardly to the wider community, to promote trust and understanding. These roles had to be balanced. Were oversight institutions holding the right balance and did they have this broad vision of their contribution? Did other public bodies, including central Government, support and foster this view? In its reporting, did the media convey an

understanding of this, and did it enhance public understanding and engagement?

- Did police services relate to the media in ways which fully recognised the changes in both the media and in policing? Did the media engage constructively with the police and fulfil its social responsibilities?
- In tackling hate crime did the police approach have the breadth of vision which encompassed responding appropriately to victims and those who might be afraid? Did they recognise the role of other agencies and seek to engage them in preventative work which addressed issues to do with the attitudes of individual officers, and which recognised the importance of the extent to which the composition of the Service reflected the community? Did other public agencies play their appropriate part in addressing hate crime, in conjunction with the police and in other ways? Did voluntary organisations respond positively to the challenges?
- Did police services have the command systems and structures, and the pay and pension arrangements, which promoted and rewarded behaviour by officers likely to enhance community engagement and to retain valuable skills? Were those parts of government which were responsible for remuneration systems imaginatively supporting the police to develop suitable systems, and did they show political courage in making appropriate reforms?

1.9 A pre-conference seminar was held on 19 February to consider the role and contribution of the District Policing Partnerships established in Northern Ireland. (The record of this event is in Annex III.) DPPs had been a key element of the changes proposed by the Patten Commission. Speakers at the seminar emphasised the important contribution which DPPs had made in developing community engagement in policing and explained how DPPs had learnt to work effectively. They had proved that they could influence policing priorities, draw communities into policing and

increase public understanding of what it was that the police could and could not do. They also had other roles, for example in encouraging working between public agencies on issues which the police could not solve alone. There were major challenges for DPPs in the coming period, many associated with their reconstitution in conjunction with the forthcoming reduction in the number of local district councils; it was essential that the existing momentum and experience was not lost and that when they were responsible for much larger areas and populations they did not lose their local roots. Other challenges related to engagement with minority sections of the community. There was general confidence that DPPs, working closely with the Policing Board, would rise to these challenges.

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Chief Constable of the PSNI Sir Hugh Orde delivers his opening address to the Conference



2. INTRODUCTION

2(i) THE PURPOSE OF THE CONFERENCE

2.1 The conference was designed to explore the latest ideas and developments in policing, drawing on the work of different jurisdictions from around the world and on the thinking of policing professionals, other practitioners, community representatives and academics. Its focus was on the challenges and opportunities facing policing and its aim was to identify ways in which these shared experiences could be used to help police services face those challenges and work more effectively for the benefit of the communities they served. The conference was set in the context of the recent developments in policing in Northern Ireland. In particular the change process being implemented by the Police Service of Northern Ireland and overseen by the Northern Ireland Policing Board and other accountability arrangements.

2(ii) THE POLICING CONTEXT IN NORTHERN IRELAND

2.2 Since the report of the Independent Commission on Policing for Northern Ireland (known as the Patten Commission) in 1999 policing in Northern Ireland has undergone a very major programme of change. The implementation of the Commission's 175 recommendations, now very largely completed, has been independently monitored by the Office of the Oversight Commissioner.

2.3 New arrangements for accountability have been established. The main structures are:

- The Policing Board for Northern Ireland, the independent body charged with securing an effective and efficient Police Service, which appoints the senior officers, and to which the Service is accountable
- The Police Ombudsman for Northern Ireland, who provides an independent and impartial complaints service,
- The District Policing Partnerships, panels of local people in each of Northern Ireland's district council areas which consult with

the public, identify local priorities for discussion with the District Commanders, monitor police performance in their area and engage with the community to obtain the co-operation of the public with the police in preventing crime.

2.4 The Police Service of Northern Ireland, so titled on the recommendation of the Patten Commission, has been reorganised and refocused, with much greater internal delegation and greatly strengthened community roots. It recruits on an equal basis from both the main communities in Northern Ireland.

2(iii) THE STYLE OF THE CONFERENCE

2.5 The conference was throughout interactive in style, so as to maximise the exposure of different ideas and experiences from which lessons could be drawn for the future. Attendees were given an early opportunity to propose amendments to the programme, the plenary sessions were designed to encourage active discussion between the panels and the floor. In the final session attendees expressed their views through electronic voting.

Delegates in discussion
at a seminar session



3. THE FORM OF THE CONFERENCE

3.1 Delegates attended the Conference from Northern Ireland, the Republic of Ireland, England, Scotland, Wales, United States and Canada covering a diverse range of fields including government, public sector, academia, police services and oversight bodies, political parties, community and voluntary groups.

3.2 The conference programme can be found in Annex I.

3.3 A list of the speakers, panellists and chairs of sessions, together with personal profiles, is in Annex II.

3.4 Delegates were invited to attend a pre-conference seminar about Northern Ireland's District Policing Partnerships held on the evening of 19 February. A record of this event is contained in Annex III.

3.5 Before the conference opened, delegates were invited to express their views on the programme and on the issues to be covered and propose any changes to it that they wanted.

3.6 In addition to enabling delegates to comment on the range and coverage of the programme as a whole, the questionnaire provided an opportunity to express preferences about the issues they would most like to discuss and to identify practical ideas for future policing. The issues delegates noted were around the conference themes of community policing and the implementation of change, but went more widely to encompass:

- Future policing governance
- Relations with government
- The use of deadly physical force
- Beat policing and
- Future funding restrictions.

Amongst the practical ideas for future policing were sharing experiences between police services, training, links between the police and academics and pay and conditions for police officers. Finally, delegates were able to say what they hoped to be able to get out of the conference. The conference organisers and the chairs of individual sessions and seminars took account of all of this material in their subsequent management of the discussions.

Policing Board Chairman
Professor Sir Desmond Rea
opens the conference



4. THE PROCEEDINGS OF THE CONFERENCE

4(i) KEYNOTE ADDRESSES

THE FOLLOWING PROVIDE SUMMARIES OF THE SPEECHES MADE BY KEYNOTE SPEAKERS AT THE OPENING SESSIONS OF THE CONFERENCE.

4.3 Professor Sir Desmond Rea, Chairman of the Northern Ireland Policing Board Opening Session, Tuesday 20 February

Northern Ireland as a whole, and Belfast in which the conference was being held, had changed fundamentally over the previous decade or so. And the Police Service of Northern Ireland had changed too, creating a 'new beginning' for policing in Northern Ireland. The conference provided an opportunity to relate the experience in Northern Ireland to that of the police elsewhere, and for each participant to learn from others. All police services needed to develop if they were to meet the changing demands of the communities they served, and globalisation added to the complexity of the challenges they would all face.

4.4 The policing challenge in Northern Ireland could be summarised as the need to police and recruit from every part of the community and for officers to be able freely to visit and return to their homes and friends without fear or threat. Policing had to be delivered in partnership with the community - a mutually supportive process in which each had responsibilities.

4.5 As a result of the 175 recommendations of the 1999 Patten Commission, the PSNI had undergone a programme of change unparalleled elsewhere and now had at its heart a human rights and community approach to its task. PSNI had a Code of Ethics unique in European policing, crime operations had been restructured and the use of informants reformed and the service had a new emblem. District Policing Partnerships enabled local people to play a part in shaping local policing. The Northern Ireland Policing Board held the Chief Constable and the PSNI as a whole to account and the Chief Constable was now correctly described as the most accountable chief police officer in the world.

4.6 The recent decision of Sinn Féin to support policing and the criminal justice system meant that, for the first time since the process of change had started, there would be support across all sections of opinion in Northern Ireland. Policing should cease to be a political football. This in turn would mean that people could be safer and crime more successfully combated. A great deal had been accomplished in the past ten years. Northern Ireland could not forget its turbulent past and the community as a whole had still to find ways of dealing with it. But the main task of the conference was to look to the future so that each could learn from the experience of others.

THE PROCEEDINGS OF THE CONFERENCE

KEYNOTE ADDRESSES

Opening session
Tuesday 20 February

4.7 Rt Hon Peter Hain MP Secretary of State for Northern Ireland, Opening Session, Tuesday 20 February

Northern Ireland had changed immensely and was more prosperous. There was a new enthusiasm and a new confidence. Although it was necessary to deal with the past, Northern Ireland had to move forward. In the past two years there had been events of a kind many said would never happen, such as decommissioning by the Provisional IRA and the St Andrews Agreement, with the imminent prospect of a power sharing Executive heading a devolved government. It was up to the people and politicians of Northern Ireland to ensure that this prospect was realised. So far as policing was concerned, the foundations were already laid, with responsibility already substantially devolved to the Policing Board on which all political parties would shortly be represented.

4.8 But just as there had been rapid recent change, so would there be fresh policing challenges. It was those which the conference would address. Policing the Future was an apt title and the conference would help shape the future development of policing in Northern Ireland.

4.9 Sir Hugh Orde, Chief Constable of the Police Service of Northern Ireland, Opening Session, Tuesday 20 February

Holding the conference in Belfast was a measure of how much had changed in Northern Ireland in the past few years, but the conference was about much more than Northern Ireland. It was about looking forward, sharing best practice and working together to build partnerships which would make communities safer. Criminals and terrorists were increasingly international and the issues facing the police had to be addressed on a wider canvas than that of just one jurisdiction.

4.10 The programme of change undertaken by the PSNI in the past five years had been very substantial. It was not only a question of the Patten reforms, which had been well documented. The Service had fundamentally changed its style. The focus was now on intelligence-led policing and working with local communities. Officers had greater freedom to deliver services in a way best suited to their locality. Patrol strategies had been changed and many police stations redesigned or rebuilt. One officer in five was now from the catholic community - over double the earlier figure - and major efforts were being made to recruit from ethnic minorities.

4.11 The test was not what had changed but the results of those changes. Northern Ireland was one of the safest parts of the United Kingdom. Crime rates had fallen every year for the past five, and for murder the incidence was the lowest and the clear up rate the highest for 20 years. But more had to be done, and the key lay in working closely with the community which showed high levels of confidence in the police. Threats also remained in Northern Ireland, from dissident republicans and from international terrorists. The challenge of international terrorism, one of the greatest facing the police everywhere, required equally close co-operation between the police and the community, without which it was not possible to isolate and deal with terrorists.

4.12 Community engagement was therefore the key. What was being done now was critical to how Northern Ireland would be policed in up to 30 years time. And although Northern Ireland had to deal with its past, that process must not be allowed to damage what was being done now, and officers today should not be judged on what happened perhaps decades before. Members of the PSNI must be judged on what they are delivering now to the communities they serve.

4.13 The PSNI now had the support of all political parties. Some had courageously given support at a time when it exposed them to criticism and even threat from within their own communities. The early stages of engagement could be difficult, but with perseverance those difficulties could be overcome. The PSNI would engage with anybody willing to engage with it.

4.14 Paul Goggins MP, Parliamentary Under Secretary of State, Northern Ireland Office, Opening Session, Wednesday 21 February

Notwithstanding the very major changes in policing in Northern Ireland already described, many of the challenges faced were common to police services around the world. Northern Ireland, like many other societies, was becoming increasingly diverse, and the younger generation looked ahead and outwards, not back to the times of conflict. Terrorism was international, as was the impact of modern communications. And in all parts of the world people wanted a close partnership between their communities and the police.

4.15 Local partnership was now embedded in Northern Ireland policing, through the work of the PSNI and the District Policing Partnerships; it would be further enhanced by the forthcoming deployment of Police Community Support Officers. Partnership was also the principle guiding the PSNI's engagement with political parties, as well as with other law enforcement agencies, including An Garda Síochána and other police services from around the world.

4.16 Independent oversight is also a significant feature of policing in Northern Ireland. It is important to view this positively, not as a means of catching people out, but as a means of instilling community confidence in policing and so facilitating the essential partnership with the police. Recent events meant that it would be possible to exploit the advantages of that partnership in Northern Ireland even more effectively in the period ahead.

THE PROCEEDINGS OF THE CONFERENCE

KEYNOTE ADDRESSES

Opening session
Tuesday 20 February

Opening session
Wednesday 21 February

THE PROCEEDINGS OF
THE CONFERENCE

INTERACTIVE PLENARY
DISCUSSION:
The Challenge - Policing
a Divided Society

First session
Tuesday 20 February,



1 Panellists listen
to Inspector David Beck
reflect on the challenges
in policing a divided
society

2 Kathy O'Toole makes
a point as Denis Bradley
listens during plenary
discussion



3 Sir Ian Blair contributes
to the debate

4 Derick Wilson
shares his thoughts
with the conference



5 Stevie McCann
participates in
the discussion



4(ii) TUESDAY 20 FEBRUARY, FIRST SESSION,
INTERACTIVE PLENARY DISCUSSION

Theme: The Challenge - Policing a Divided Society

Chair: Chuck Wexler, Executive Director, Police Executive Research Forum

SUMMARY OF PANELLISTS' OPENING REMARKS

4.17 Inspector David Beck, Police Service
of Northern Ireland

Policing during 'The Troubles' had been immensely difficult in some parts of Northern Ireland, such as South Armagh. Some people had not wanted to co-operate with the police for long and deeply held reasons. Others were frightened to do so for fear of the reaction of their community or fear of the terrorists. The Army had had to support police operations and the risk of attack greatly inhibited the capacity of the police to deal with routine problems. The promotion of trust and confidence was the only way to overcome these obstacles. There had to be confidence on the part of police officers that they could safely deliver a professional service to individuals, whatever the views of political leaders. And there had to be community confidence in the police. Communication between the two was, therefore, the key.

4.18 Stevie McCann, Secretary, Police
Federation of Northern Ireland

The biggest change for police officers in Northern Ireland is that they no longer have to operate in fear. The support of the community will prevent a return to the old days despite the risk still posed by dissident republicans. The Service as a whole has changed fundamentally, and in so doing has set an example to others. But constant harking back to what happened many years ago can present difficulties, not because the police want among their ranks those

who have done wrong (such officers must be dealt with vigorously) but because you cannot apply the standards of the present to the conduct of the past. People in Northern Ireland had to recognise that some had acted wrongly in the past, deliberately or not. Many of the answers on those events are no longer available and people will never be able to discover exactly what happened. The point has to come where a line is drawn. People had to stop revisiting the past and to accept that they had different experiences, each for different reasons and that some made mistakes and could have done better. Everybody had to look ahead.

4.19 Denis Bradley, Vice Chairman,
Northern Ireland Policing Board 2001-2006

The policing problem in Northern Ireland started not with 'The Troubles', but in the 1920s and was to do with differing views about the legitimacy of the state. The first act of genius was the Good Friday Agreement of 1998 which enabled everybody to engage in a political process through which the issues could be addressed. The report of the Patten Commission (to which policing had been referred because it was too difficult to handle politically at the time) was the second act of genius. It gave an opportunity to create a policing system capable of commanding general support.

4.20 Together the Agreement and Patten allowed people to face important issues which were rooted in the differing views about the legitimacy of the state - some felt policing oppressed them and some that it had to be defended as part of that legitimacy.

THE PROCEEDINGS OF
THE CONFERENCE

INTERACTIVE
PLENARY DISCUSSION:
Panellists' Opening
Remarks and Responses
to questions

First session
Tuesday 20 February

THE PROCEEDINGS OF THE CONFERENCE

INTERACTIVE PLENARY DISCUSSION: Panellists' Opening Remarks and Responses to questions

First session
Tuesday 20 February

Previously people had not been able to discuss policing as such; they talked instead about politics and identity. In the past five years people have been able to address issues which had roots a hundred years old. It has been a positive and uplifting experience for people to be able to say difficult and truthful things and for others to be ready to listen and engage in their turn. Some of these people, having been distant from policing for generations, have to learn about the police and what it is to be policed. The people of Northern Ireland are fundamentally law abiding and are now engaging on that basis. One danger is that, as in other countries, the police will become professionalised so that they no longer live in many of the local communities in which they work. Officers must always have an intimacy with those they police if they are to have the necessary knowledge and insights.

4.21 Kathy O'Toole, Chief Inspector, An Garda Síochána Inspectorate

Speaking as a member of the Patten Commission, having a professional policing experience was a major advantage. It had made it possible to engage with members of the RUC and with people of differing views and from both communities. The Commission put politics aside and sought out the views of the public and of police officers in as open and democratic way as possible. Officers were influential in many of the recommendations. Everybody who wanted to contribute had the chance to do so. The recommendations were based on the views the Commission received, not just the earlier personal experiences of its members.

4.22 The vast majority of the recommendations in the Patten Report apply to all police services in democratic societies. They were about the nature of good policing. The Report has been used as a basis for modernisation by police around the world. The change that has taken place in Northern Ireland since the Report is remarkable.

4.23 Derick Wilson, Assistant Director, UNESCO, University of Ulster

Before the Patten Commission discussion of policing in Northern Ireland tended to be over simplified - people were either for or against the RUC. Society could not move forward from such opposite positions. Instead discussion needs to reflect the complexity of the issues and to engage in them robustly.

4.24 Early efforts sponsored by Future Ways facilitated this within the RUC, allowing officers from the Catholic community to voice their personal experiences in front of those from the Protestant community. It was a hard experience for all of them. It also enabled junior officers to express their views about the culture of the police service without fear of what their seniors would think. Officers were also given the opportunity to address issues of this kind in a variety of cities around the world. Thus there was both internal and external engagement for the officers involved. The scheme also engaged with political parties, openly or privately as they preferred. The fundamental issues were to do with policing - encouraging a police service to look outwards and engage with a diverse society, and encouraging all in that society to accept their civic responsibilities. This required courage on everybody's part.

4.25 The discussion should still be about policing, not in a moralistic sense but so as to ensure the engagement of all sections of the community, particularly the young. The argument is a civic one, not a political one. The police must reflect self-critically on their role and must also look outwards to engage with the community as a whole. People must in their turn accept their responsibilities, understanding why it is that the community must be made safe. Police and citizens must engage with each other as humans, recognising that all have a stake in the same issues.

4.26 Sir Ian Blair QPM, Commissioner, Metropolitan Police Service

The challenges faced by the PSNI and the process of change it has undergone are echoed in the experience of other police services. In the case of the Metropolitan Police Service (MPS) in London, the Afro Caribbean community had a history of difficult relations with the police and a strong sense of identity. Just as the PSNI had the Patten report, so the MPS had the Steven Lawrence report; and both services had the challenge of securing the active co-operation of their communities in order to be able to operate effectively and to obtain the necessary intelligence. Great progress has been made in relations between the MPS and the Afro Caribbean community in London, and the service now had to undertake a comparable journey with the Muslim community. So, irrespective of how individual police services deal with their respective pasts, many share similar issues in the present.

4.27 The key lies in working with local communities, which means at neighbourhood level. The MPS is focussing on neighbourhood policing teams, which individual local communities can get to know and to trust. And from that relationship springs the capacity to address the major problem of terrorism facing the police today, because only in that way will it be possible to obtain the intelligence essential to effective policing. Thus national security depends on neighbourhood security. Policing the future means policing in an ordinary way.

RESPONSES TO QUESTIONS

4.28 Bob Peirce British Consul-General, Los Angeles

The Patten Commission was asked to make proposals for establishing a police service in Northern Ireland which commanded widespread community support and was integrated in the community. In fact it set itself the challenge of producing the best police service in the world. The Commission could not build a bridge between the different communities but it could propose a police service which was what people in all communities wanted. They all wanted a police responsive to local needs, and because of its structure and identification with the political divide, the RUC as then constituted could not provide this.

4.29 Gerry Kelly MLA Sinn Féin Policing Spokesperson

To move forward there has to be confidence that the practices which led in the past to collusion between the police and killers really have changed. The recent report of the Police Ombudsman showed that collusion continued into the present decade. As to dealing with the past, it has to be acknowledged and understood, particularly from the point of view of victims on all sides. Honesty about the past is the key and everybody has to be involved, including the Government. It is a case more of becoming comfortable with the past than of letting it go. Because of the importance of these issues he and colleagues had organised a parallel discussion nearby on collusion to which those attending the conference were invited.

4.30 Denis Bradley

The past can repeatedly trip you up. Everybody in Northern Ireland has a part in it. There has to be a mature discussion about it, which could be facilitated by a commission set up by both the British and Irish Governments.

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4.31 Sir Hugh Orde

The police in Northern Ireland have changed fundamentally and should be judged on what they now do. A key to the progress made has been the accountability arrangements through the Policing Board. Yet the past is continually brought up and acts as an anchor dragging the police back, and perhaps reducing the confidence of officers to do a good professional job. Nearly a third of present officers have served only in the PSNI since it had been reconstituted.

**4.32 Kevin Cooper
National Union of Journalists**

It is not possible to draw a line under the past. There are too many people who continue to want to put on the record their involvement in it. Rather than pretending that the past did not happen it is far better to face it, recognise it and learn from it. If people do not face up to the past it might revisit them.

**4.33 Stevie McCann
Secretary, Police Federation of Northern Ireland**

The past does have to be dealt with, but the trouble at the moment is that it is only serving and former police officers who are being asked to account for it. Others involved in the conflict are not being asked what they did.

**4.34 John Timoney
Police Chief, City of Miami Police**

There are parallels with policing in the USA after the 1960s. There was never a question of disbanding police departments, they had to change and to reflect the communities they served. Although some incidents from the past emerged from time to time, broadly speaking most Americans moved forward after the civil rights legislation. They recognised that bad things had happened and agreed it was essential not to repeat the mistakes of the past, but they did not let that hold them back. Sir Hugh Orde is right: the past can act as an anchor and in the long run it is not in anybody's best interest that it should. It is difficult to find middle ground which does not forget the past but does not let it impede progress. The key is to move forward.

4.35 Derick Wilson

The past can continually trip people up. But it cannot all be dealt with publicly, through megaphones. People need also to engage about it privately, person to person as human beings. Some police officers have done this. Society must recognise the past, but not be held back by it.



THE PROCEEDINGS OF THE CONFERENCE

INTERACTIVE PLENARY DISCUSSION: The Challenge - Implementing and overseeing the change process

Second session
Tuesday 20 February

1 The panellists

2,3,4,5 Al Hutchinson, Nuala O'Loan, John Timoney and Bill Bratton contribute to the debate

4(iii) TUESDAY 20 FEBRUARY, SECOND SESSION, INTERACTIVE PLENARY DISCUSSION

THEME: The Challenge - Implementing and Overseeing the Change Process
CHAIR: Chuck Wexler, Executive Director, Police Executive Research Forum

SUMMARY OF PANELLISTS' OPENING REMARKS

4.36 Stephen Grange QPM, Superintendents Association for Northern Ireland

Policing is a complex business and the police cannot not simply jump from one position to another, they have to move through a series of steps. The RUC was concerned with crime and involved in community policing, but its priority had to be counter-terrorism and public order. Likewise, the PSNI's present focus is on crime and community policing but it still needs the resilience to be able to deal with terrorism and public order if the occasion demands. The process of change since Patten had to be more than just internal reorganisation. It had to involve demonstrating to the community that things were different and that there had been a cultural transformation.

4.37 The leaders in PSNI had to deliver the changes despite risks. Looking outwards, they had to get over to people that the PSNI expected to be judged by what it did, not according to differing community stereotypes, and that it wanted to deliver good policing. Internally, they had to give officers the confidence to change and to show that they would be trusted to police in a different way. The term 'reform' was unhelpful as it suggested that something was wrong. Instead police commanders needed to talk of the different environment in which a different style of policing was called for. Thus the changing context was a key to delivering change in the PSNI. Things had to happen fast, and against a background where some officers felt hurt about what had happened or had been said. At the heart of it was the emphasis on the need

to provide a good policing service to the community as a whole.

4.38 Heather McKinley, Independent Member, Lisburn District Policing Partnership

The Lisburn DPP was able to help establish bridges between communities (which were often not familiar with working closely with the police) and it did this so as to address local problems. The experience of the DPP involved a good deal of trial and error; it did not have a model to follow. Politicians and independent members had to learn to work together and to build relations with the local police. Members also had to learn about the police, no doubt asking some elementary questions in the process. The police and the DPP have had to be patient with each other as their relations and mutual understanding developed. The relationship and level of understanding had now matured.

4.39 Professor Sir Desmond Rea, Chairman, Northern Ireland Policing Board

The three elements in the process of change were: (i) The recommendations of the Patten Commission, which were about what was best in policing and were for the most part not contentious. Each had to be taken on its merits. (ii) The measurement of the progress of the changes by the Oversight Commissioner. (iii) Simply getting on with delivery. The Policing Board was largely able to operate by consensus. All its members were committed to policing, one key factor being that the SDLP signed up to membership.

4.40 The Board's task is to ensure effective and efficient policing, and in so doing it has held the PSNI firmly to account. It does so monthly in public and private sessions putting to the Chief Constable (and his colleagues) questions which come from individual members, committees of the Board and members of the public. Relations with the PSNI were positive yet challenging. The Board was confident that the Chief Constable was personally committed to community policing and that he believed in delegation and wanted to give people ownership and responsibility.

4.41 Sir Hugh Orde, Chief Constable, Police Service of Northern Ireland

I would not have sought the post of Chief Constable if I had not had prior knowledge of Northern Ireland as a result of working on the Stevens investigation. I believed I could make a difference. My key principle has been engagement with the Board and with officers and empowerment, so that officers at all levels had the freedom and confidence to make changes without an inhibiting interference from the top. Senior officers have to trust their people and the right language is important. I agree that the term 'reform' can be damaging because it implies that something is wrong. By these means the PSNI has been able to implement not only change but also improved performance, and it will need to continue to do the same as it moves to the next stage when it reduces the number of policing districts from 29 to eight.

4.42 Al Hutchinson, Police Oversight Commissioner

The Patten Commission wanted its recommendations implemented, and wanted public confidence in the implementation. The Oversight Commission set up a series of measures of implementation, combined with public reporting. What really matters is the eventual outcomes. The Commission's work is now largely completed and the next stages lie with people in Northern Ireland. The Patten Commission was

right to say that the oversight role should be limited to five years because oversight can itself become dysfunctional. I am confident that the responsibility is in good hands, with the PSNI, the Policing Board and the Police Ombudsman. I believe the community too is responding to what has happened and is taking its own responsibilities seriously.

4.43 The Oversight Commission has played a valuable part in reaching this point. It had shone a spotlight and reported bluntly and, given the professionalism and dedication of the PSNI, it had influenced the changes and helped ensure their implementation. Over the process it has provided 'change assurance' and 'trust assurance'. The extensive professional experience of the Commission team was an important factor, partly because it enabled it properly to understand issues and to act as facilitator of change, rather than just as the body reporting on what had happened. The factors necessary for change - the community, the Government and the police themselves - came together in Northern Ireland in wanting to deliver Patten. The arrangements for accountability and the community support are now in place to sustain the process of change in the longer term.

4.44 Nuala O'Loan, Police Ombudsman for Northern Ireland

Consultation with the community played an important part in determining the nature of the new Ombudsman's office. It had to be accessible, to inspire confidence and to operate on behalf of both the public and police officers. The office undertook its own investigations and was responsible for the outcomes. I wanted an ethos of caring for the public and for officers. The office has had about 20,000 cases, involving complaints, referrals from the PSNI when for example there has been a death as a result of police action or a firearm has been discharged, and investigations on its own initiative. I wanted the office to help make policing better.

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4.45 At the start police officers in Northern Ireland were some 40 times more likely to be the subject of complaints over the abuse of force than officers elsewhere in the UK. Amongst the causes were inadequate training and the nature of their equipment, both of which could be and had been addressed. Making proposals for policy changes is part of the Ombudsman's task, in part so that complainants can have the confidence that what happened in their case is less likely to happen to others in future. The number of complaints about abuse of force is now around the national average. Likewise there has been an increase in complaints about the failure of the police adequately to respond or to investigate, which is a reflection of growing public expectations.

4.46 The office does not judge yesterday's actions in the context of today's methods of investigation or tactics. It judges them on the basis of what happened at the time. And it makes recommendations. The early results of the investigation into the death of Raymond McCord Junior led to the establishment of a complete review of police informants, from which very significant changes in the management of informants have flowed. One result of these changes has been to make available to investigating officers the full range of information supplied by informants. But the office is not resourced to make a full contribution to dealing with the past, alongside among others the Historic Enquiries Team set up by the Chief Constable. Other ways have to be found of addressing these issues.

4.47 Peter Holland, Chair, National Police Improvement Agency

The NPIA is in the process of being established to bring under one roof the various Home Office and police service agencies which provide training, IT scientific and other support to the UK police. So it too is undergoing a change process. All change processes require visible leadership, clear communications and adherence to the principle that things can only be accomplished with the active support of the stakeholders. Communications must not lead to unrealistic expectations which cannot then be met.

4.48 John Timoney, Chief of Police, Miami

Change has to be led from the top. I experienced major problems addressing police corruption and the police use of force, first in Philadelphia and then in Miami. But if the pressure is not maintained organisations can slip back, as has happened in the Philadelphia Police Department since my departure. I am more confident of the changes I have introduced in Miami because as Chief of Police I have more extensive powers of appointment over the senior officers than were available to me in Philadelphia. I believe that if I left Miami it would not slip back as has Philadelphia, for that reason.

4.49 William Bratton, Chief of Police, Los Angeles

Creating the need for change, and the change itself, is the easy part. Institutionalising the changes is harder. Leaders have to believe in the change if it is to be successfully implemented - paraphrasing Ghandi, to create the change you must become the change.

4.50 There are many similarities between the experience of Northern Ireland and Los Angeles, which over 40 years had some 30,000 murders, the same number of deaths as during the Troubles. Minority communities in Los Angeles have shared some of the attitudes towards the police of communities in

Northern Ireland. There are many similarities in the recommendations of the Patten Commission and those of the Christopher Commission set up after the Rodney King riots in Los Angeles. Change in both police services was overseen by independent monitors.

4.51 To institutionalise change the leadership must believe in the idea of change and must engage the organisation in agreeing there is a need for change. The progressive recruitment of new staff is a factor in this.

4.52 John Mack, President of the Board of Police Commissioners, Los Angeles

Change is not automatic. People have to want to create it. For a long time in Los Angeles there was public acquiescence in the bad behaviour of the Police Department. The Rodney King beating created an atmosphere where public opinion demanded change. But embedding change is a long haul and people must be ready to see it through. And there must be a close relationship based on mutual trust between the Chief of Police and the Chair of the Police Board.

RESPONSES TO QUESTIONS

4.53 Sir Hugh Orde, responding to Pat Carroll about his freedom over the appointment of officers:

Assistant Chief Constables and above are appointed by the Policing Board; the Chief Constable appoints ranks below that level. It is essential that the Chief Constable has confidence in his officers and I am also allowed to sit in on the Board's deliberations about the most senior appointments. The Board has always made successful senior appointments. The whole system of appointment has worked well, as it must because it is essential that the public has confidence in its senior police officers.

4.54 I agree with John Timoney that there has to be leadership from the top. But it has to be the senior management collectively because the top person cannot deliver alone. Change will only be embedded if there is a seamless leadership team. The senior team as a whole must communicate its united view to the service more widely. The team must also recognise and congratulate achievement. There must also be an atmosphere where officers can suggest that they have better ideas than senior management.

4.55 Nuala O'Loan

The establishment of trust has been essential to building support for the Chief Constable and his senior team. Trust often grows only slowly, especially in Northern Ireland. That applied as much in the relationship between the Ombudsman's Office and the PSNI. Despite circumstances which are often difficult for the police officers concerned, over 93% of those who have been investigated think that the Ombudsman's Office acted impartially. This contrasts with a survey of PSNI officers as a whole in 2003 when 13% thought it was impartial and 44% thought it was not.

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INTERACTIVE PLENARY DISCUSSION:
Policing and the Media - a Mutually Beneficial Relationship?

Second session
Tuesday 20 February



1

1 Jim Dougal chairs the Policing and the Media session

2 Sinéad McSweeney and Eamonn Mallie



2

3 Susan McKay makes a point



3

4 Members of the panel who participated in the discussion on the relationship between the policing and the media. (L to R) USA Today's Kevin Johnson; Darwin Templeton, Editor of the Newsletter; Jim Dougal; Paul Stephenson, Deputy Commissioner of the Metropolitan Police Service; Professor Paul Wilkinson



4

4(iv) TUESDAY 20 FEBRUARY, THIRD SESSION,
INTERACTIVE PLENARY DISCUSSION

Theme: The Challenge - Policing and the Media - a Mutually Beneficial Relationship?
Chair: Jim Dougal, Dougal Media Productions

PANELLISTS' OPENING REMARKS
AND RESPONSES TO QUESTIONS

4.56 DOES THE MEDIA THINK IT IS ITS JOB
TO FIGHT CRIME?

Darwin Templeton, Editor, News Letter

The media has a responsibility in the sense that the whole community does, but a balance must be struck and there is a limit to how far the media can go.

Paul Stephenson, Deputy Commissioner, Metropolitan Police Service

All citizens have that responsibility. It is easy for police officers to blame the media but it is more pertinent for them to ask if they are adept in their dealings with the media. So I would reframe the question: the police have a responsibility to manage their relations with the media well. For example, have the police fully understood the impact of 24/7 media coverage?

Sinéad McSweeney, Director of Media and Public Relations, Police Service of Northern Ireland

I do not see that as the role of the media. My concern is more with the propensity of some parts of the media to hinder the work of the police by, for example, premature disclosure of the names of suspects or of police operations.

Susan McKay, Journalist and Commentator

I agree that some journalists have a macho culture which leads them to see themselves as police officers. They should not go out to obstruct the police. But the

media exists in part to question social institutions, and that must include the police.

Eamonn Mallie, Journalist and Commentator

Generally the Northern Ireland media have opposed terrorists but they have abdicated over fighting crime as a whole and over collusion in the police service.

Paul Wilkinson, Professor of International Relations, St Andrews University

The media are well equipped to gather in-depth information on, for example, international terrorism and so to provide background understanding for Government and others. It is the gathering of information rather than fighting crime which is their prime role. They can also promote public cooperation with the police and by engaging in debate can influence the development of policy. And if they uncover wrong doing they have a key role in its exposure. So the media have a variety of roles.

Dick Fedorcio, OBE, Director of Public Affairs, Metropolitan Police Service

On occasions the police seek to join in partnership with the media in combating crime. Suitable publicity about police operations can encourage public confidence. One problem is how to make newsworthy some of the things the police have to do, and how to avoid distorting the picture of what the police do because of the inevitable media concentration on high profile activities. In a few very notorious cases the media can appear to be in the front seat, and more widely present on the ground at the scene than the police themselves.

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Stephen Wright, Daily Mail

It is the media's job to present stories and inform the public, not to help the police.

Kevin Johnson, USA Today

It is important to maintain a distinction between the contribution of the media and that of public institutions. Both serve the public, but in different ways. The media should not allow themselves to be used and must hold public institutions to account. If each fulfils its role, the relationship can be mutually beneficial.

Gil Kerlikowske, Chief of Police, Seattle

The media do not have any significant role in fighting crime, although in my experience they always help if asked, for example in printing the picture of a suspect. Media scrutiny of the police as of other public institutions can help raise performance, and the real issue is the one identified by Paul Stephenson, namely how the police develop their relationship with the media.

4.57 WHAT ABOUT USE BEING MADE OF THE MEDIA TO INFLUENCE UNFOLDING PUBLIC PERCEPTIONS OF LIVE INCIDENTS THROUGH POLICE BRIEFINGS? Kieran Fitzgerald, An Garda Síochána Ombudsman Commission

Susan McKay

A potentially corrupt relationship can develop when the police feed information to journalists they like or think they can manipulate. This distorts the public's understanding of events because the picture is not balanced and such journalists may be tempted to be uncritical of the police in return for inside information. Information should always be given to the media in an even-handed way.

Sinéad McSweeney

The PSNI press office does not have pet journalists. Sometimes it may appear that the media have been tipped off when in fact the information comes from members of the public, or journalists have suggested they have had inside information when they have not. I do not believe that privileged access is a significant current problem.

Paul Stephenson

The relationship works at several levels. There is much that the police want to put into the public domain, including where mistakes have been made. There are occasions when the media can help the police, where background briefings are perfectly legitimate. The provision of information in this kind of way must reflect the standards of the organisation. There may also be improper leaks, although their occurrence tends to be greatly overstated and on many occasions stories are dressed up to suggest inside information when in fact there was none.

Eamonn Mallie

Nowadays the police are open about their mistakes, even if they are criticised as a result. The good press officers are those who are prepared to develop a relationship with the media and who are robust and knowledgeable as well. But people have a natural tendency to talk and journalists may obtain inside information without there being any serious intention to leak improperly.

Stephen Wright

The media cannot rely solely on information provided officially by the police. Many good stories have come from unofficial leaks. But I agree that the briefing of pet journalists so as to distort the provision of information is not a current problem.

Kevin Johnson

The media must be careful over background briefings and should try to put as much information as it can in the public domain.

Gil Kerlikowske

It is the job of senior police officers to understand the media. They must handle background briefing with great care and be wary of favouring certain journalists.

4.58 OTHER POINTS IN EXCHANGES BETWEEN THE FLOOR AND THE PANEL:

- where human rights are concerned the media should conform to the same high ethical standards as public servants;
- frank reporting of serious events, particularly international terrorism at the present time, enables the public to be properly informed about the nature of the threat they face;
- arrangements for 'policing' the media and ensuring it observes appropriate standards differ considerably between countries;
- the importance for the police fully to adapt to 24/7 media coverage in terms of how it supplies information, and the speed at which it does it. This has resource implications for police press offices and for the balance between being reactive and proactive. This increasingly brings the police up against the fact that good news stories are often not news at all;
- the changing situation in Northern Ireland, and the espousal of policing by republicans, pose the challenge for the media and the police to ensure a proper coverage of police activities in those areas where the police were traditionally viewed with enmity. The media also has a responsibility to give adequate coverage to post- conflict developments in Northern Ireland.

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**INTERACTIVE PLENARY
DISCUSSION:
The Global Challenges of Policing a Diverse Society**

First session
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1 Conference facilitator
Chuck Wexler leads the
discussion



2 The panel considers
the Global Challenges of
Policing a Diverse Society



3 John Mack makes a
point to the audience

**4(v) WEDNESDAY 21 FEBRUARY, FIRST SESSION,
INTERACTIVE PLENARY DISCUSSION**

Theme: The Global Challenges of Policing a Diverse Society

Chair: Chuck Wexler, Executive Director, Police Executive Research Forum

PANELLISTS' OPENING REMARKS

4.59 Sean Morrin, The Rainbow Project

The gay and lesbian community in Northern Ireland needed to build up trust with the police so as to tackle homophobic crime and hatred effectively. The recent protocol involving the gay and lesbian community, the police and some 30 other agencies, and the publicity it attracted, has led to a significant fall in homophobic activity and had raised confidence within the gay and lesbian community. Amongst the results were an increased understanding on the part of public agencies, including the police, and so readier and more effective action. The key was constant communication and education, directed to securing action.

**4.60 Ozcan Keles,
London Centre for Social Studies**

The Dialogue Society promotes inter-faith and inter-community communication with the aim of overcoming mistrust, prejudice and animosity. Radicalisation of the British Muslim community can be overcome only by Muslims within that community; that means not secularising the community but teaching the radicalised young that their views run counter to Islam. There must be continuing and proactive dialogue with the police and others involving practitioners and policy makers. The dialogue must also embrace the community as a whole, because it is the community alone which can ultimately rid itself of those who would do harm, and it must be conducted regardless of what is happening - not solely with the aim of overcoming radicalisation. This applies as much in Northern Ireland as in the rest of the UK. Terrorists are

terrorists and should be identified as such, not additionally labelled according to their religion; to do so entirely wrongly associates that faith with their terrorism.

4.61 David Kunkle, Chief of Police, Dallas

The Dallas Police Department, like some others, was slow to come to grips with the issue of race but has now done so. It is now fairer and more open, both as regards its own staff and the community, and is now ready to acknowledge mistakes as it was once not prepared to do. This means that it attracts less public criticism. The Department seeks to ensure that its activities are accompanied by dialogue with the community concerned, and so are understood; it does not use the term 'war' in respect of its operations because that could alienate the community whose support and understanding are essential. But it does speak about the need to enforce the law vigorously and fairly in communities which have traditionally been less well served because that is where the main crime problems often are. Frank dialogue with these communities can be very effective.

**4.62 John Mack, President of the Board
of Police Commissioners, Los Angeles**

I see many similarities between the issues in Northern Ireland and Los Angeles. In both cases it is important not to live in the past but to be instructed by it. In both, the police have to reach out proactively to communicate with the communities they serve. And to communicate effectively the police must not be defensive, should be open about controversial incidents, including mistakes, and should seek to

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demonstrate how things have changed even when mistakes are made.

4.63 William Bratton, Chief of Police, Los Angeles

The police are an essential part of the glue of a democratic society. By providing safety they help allow the various parts of the community to live together. Communities will inevitably become more diverse and so the role of the police will become more important. The composition of the police must also reflect that diversity. Police departments have changed enormously in becoming both more diverse and more open - more so than other professions. Effective policing in all sections of the community can help to remove the association in the public mind between different ethnic groups and crime, and can thereby help enable those different groups to live together more confidently. The association of different communities with crime - most recently Muslims and terrorism - only serves to increase tension and to encourage those who foster hatred.

4.64 Sir Hugh Orde, Chief Constable, Police Service of Northern Ireland

Change must be progressive and consistent, not undertaken in sudden leaps. The messages about change must be clear and a key element is a readiness to be open and to listen. Leaders must understand their organisations. Between the police and the community there must be no surprises and each must understand where the other is coming from. And the police must be ready to take risks and push the boundaries, for example over patrolling on foot rather than by vehicle; if they do, members of the community are more likely to do the same and to engage in dialogue. To do this officers must feel empowered to take decisions and confident that they can act flexibly, learning from the experience and enabled to adjust what they do in the light of it.

QUESTIONS AND PLENARY DISCUSSION

4.65 HOW DO THE POLICE BEST COMMUNICATE THEIR TACTICS TO COMMUNITIES, ESPECIALLY IF THE CRIME PROBLEM NEEDS A SUBSTANTIAL RESPONSE, AND HOW CAN THE POLICE HELP WELD THE DIFFERENT GROUPS IN SOCIETY INTO A MORE COHERENT WHOLE? Deirdre MacBride, Northern Ireland Policing Board

William Bratton Chief of Police, Los Angeles

The police are an essential element in demonstrating that where the composition of society changes, for example with the growth or movement of different ethnic or national groups, fairness and equity are maintained. There are three aspects to community policing: partnership between the Government, the police and the community; focusing on the solving of problems and preventing crime rather than simply responding to incidents once they have occurred. To do these things the police must act in a constitutionally correct and ethical way, they must be consistent, and they must behave compassionately. By these kinds of means the police have a role to play in bringing the different sections of society together.

Kathy O'Toole Chief Inspector, An Garda Síochána Inspectorate

The police must reach out to the law abiding people in high crime communities. The law abiding are the great majority and want to live safely and without fear; only a relatively small number of people are responsible for committing crime, even if the rates in a particular area are very high. The challenge is to overcome a culture of intimidation or indifference so as to enable the law abiding majority to work with the police.

Sir Hugh Orde

This is a major challenge in Northern Ireland, and not one the police can overcome on their own. They must work in partnership with the community to do it; that partnership involves among other things demonstrating to the community what it is that the police are able to achieve and thereby encouraging people to have confidence. Progress in tackling extortion has been one example of where the PSNI has shown that they can make a difference, and where more people have therefore been prepared to come forward with evidence.

Ozcan Keles

In the context of international terrorism, labelling by politicians can make the task of the police harder because it can tend to distance the communities with whom the police are trying to work, and whose information they need.

Peter Fahy Chief Constable, Cheshire Constabulary

The police must work with the society as it exists, which is diverse, and they must not be inhibited from doing so by public debate over whether multi-culturalism is right or wrong. The police can help proactively to build bridges, for which they must have a view on the state of opinion and of possible tensions.

Nuala O'Loan Police Ombudsman for Northern Ireland

The experience of Northern Ireland shows that successful engagement with communities requires careful preparation and training. Major operations need to be carefully assessed for their possible consequences so that judgements can be as well informed as possible.

Stevie McCann Secretary, Police Federation of Northern Ireland

Police officers are rightly held to account when they make mistakes, but they also need recognition when they do well. In practice communities seldom articulate that recognition, and the media seldom give it publicity. Communities need to be encouraged and helped to do so.

Bob Peirce British Consul General, Los Angeles

There may be a problem over identifying the right community representatives with whom to engage. Those who put themselves forward are not necessarily truly representative. And by defining communities in particular terms - say by religion, as distinct from by nationality - the authorities may predetermine the representatives.

Ozcan Keles

There is no such thing as a single Muslim community in the UK. It is far more accurate to talk in terms of the different cultural or national groups. It is important for the police to be able to identify the right interlocutors, who may vary from one group to another.

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4(vi) WEDNESDAY 21 FEBRUARY, SECOND SESSION, FEEDBACK FROM SEMINAR CHARIS

Chair: Denis O'Connor CBE, QPM, Her Majesty's Inspectorate of Constabulary
The feedback presentations were accompanied by visual displays of the main points. These displays are incorporated at the end of each of the following sections.

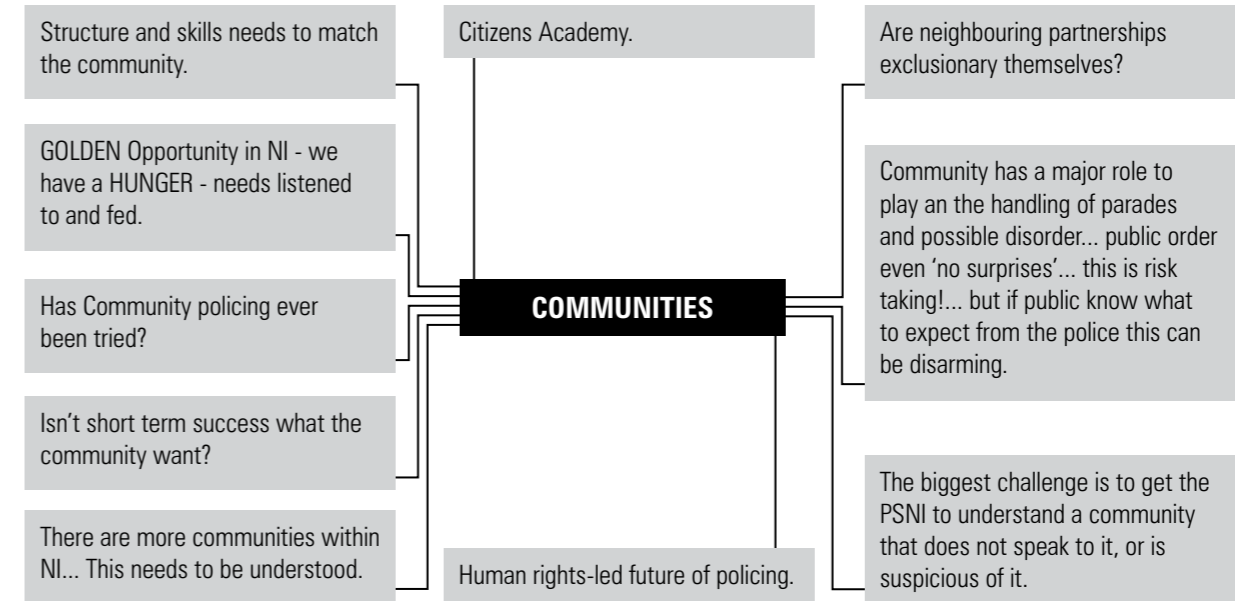
4.66 BUILDING CONFIDENCE AND MANAGING COMMUNITY EXPECTATIONS Chair: Matt Baggot QPM, Chief Constable of Leicestershire Constabulary

There was a keen desire to engage in dialogue with communities, with a view to doing things which actually affected the way policing was undertaken and so to impact on people's lives. But with the desire came realism: nothing happened quickly and things would progress only step by incremental step. A number of things were needed for this to happen:

- A deep understanding of the nature of the community. Communities differ significantly, and so too must the way in which the police engage with them; this appeared to be particularly the case in Northern Ireland. The hardest challenge could be to gain an understanding of a community which was disinclined to engage with the police
- The police must never make promises they cannot keep. It is better to suggest a modest level of delivery and then to exceed it than it is to do the opposite. The police also had to manage the expectations of different communities and to recognise members of the public were more likely to be interested in effective policing over the long term, rather than in short term but possibly ephemeral successes. Communities expected public agencies to work cooperatively together. The police should also operate on the principle of 'no surprises'

- To secure and maintain community confidence the police must always be ready to admit when they have made mistakes
- Police officers should be held accountable for what they do, but it is better to hold them accountable for things that really matter to people. This may mean, for example, the quality of service they give a victim or the confidence in which the community has in them, rather than numerical performance measures which, if set, will become the priority and so may skew their behaviour
- Police officers needed the right skills for this kind of work. Those who had been brought up in a culture of reactive policing might need help to acquire the skills needed to be more proactive in community engagement
- Communities in their turn need the skills to understand policing. This includes having a realistic assessment of what the police could achieve and what is beyond their control
- The police were often ahead of the game in terms of community consultation, with the result that they were sometimes viewed as being responsible for more than was their proper role. But the police could not do everything. Different public agencies had to work together and each agency had to be accountable for the things which were its responsibility
- Police Community Support Officers could play an important role in dialogue with communities, dealing with minor incidents and feeding back views.

COMMUNITIES



EXPECTATIONS Building Confidence and Managing Community Expectations



THE PROCEEDINGS OF THE CONFERENCE

FEEDBACK FROM SEMINAR CHAIRS: Human Rights and Policing

Second session
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4.67 HUMAN RIGHTS AND POLICING
Chairs: Dr Maurice Manning, President, Irish Human Rights Commission and Spokesperson; Monica McWilliams, Chief Commissioner, Northern Ireland Human Rights Commission

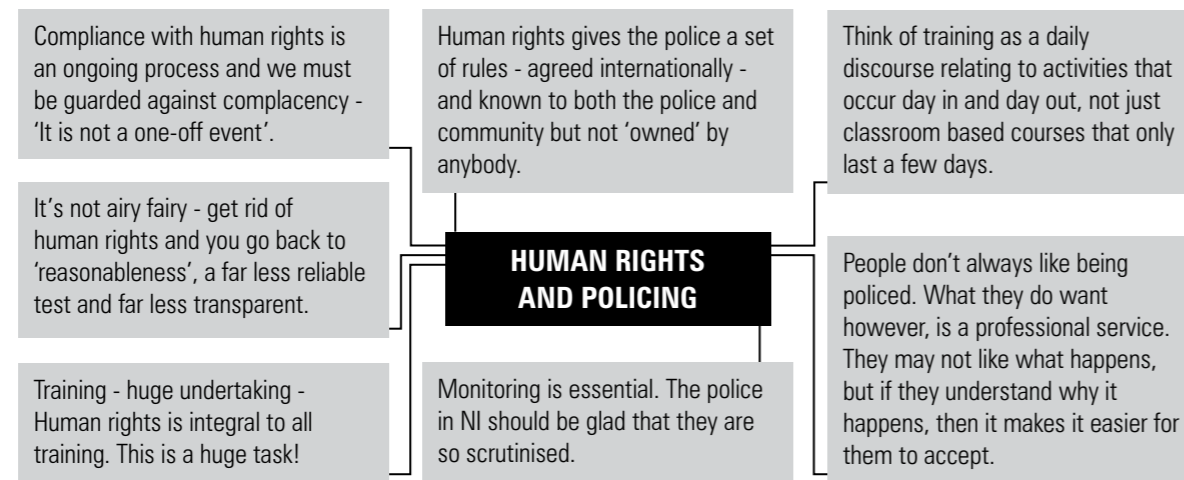
The main issues to emerge were:

- Does the language in which human rights are expressed enable people really to understand them? How could human rights be articulated in a way which was real to people and engaged their interest? How could loose language be avoided and what was the role of the media in presenting human rights in a meaningful way? Human rights should be discussed in terms which made them seem applicable and relevant. Members of the public were entitled to understand the nature of the standards they and the police were expected to comply with, and that these standards were common to all. They were more likely to accept the way in which the law was enforced on them personally if this was the case
- Ensuring compliance with human rights is a continuing process which takes time and must be integral to policing. There has to be a set of standards which could be followed in a professional way.

By observing human rights the police are helping to secure the human rights of the community as a whole.

- The police needed to remember that compliance with human rights is one way of securing public confidence, and that things which may seem routine and necessary to the police (like searches of premises) are extraordinary and often controversial for most people; Members of the public should be able to feel confident that their police service was monitored in its observance of human rights. These monitoring arrangements were therefore part of the means whereby the police secured the support of the community, and the PSNI was accordingly fortunate that a vigorous monitoring system was in place in Northern Ireland
- Police training needed to make human rights practical and relevant to officers in their day-to-day work. Rights could be articulated in relation to issues such as the use of force or covert surveillance. And they could be discussed in terms of how to achieve the right balance, and how to respect the rights of others. In this kind of way human rights could be made integral to officers' professional lives.

HUMAN RIGHTS AND POLICING



4.68 DEALING WITH VIOLENT CRIME IN SOCIETY AND POLICING PUBLIC ORDER
Chairs: Gil Kerlikowske, Chief of Police, Seattle; John Timoney, Chief of Police, Miami

The main issues to emerge were:

- The police could not solve every problem on their own. Some politicians tended to turn to the police to expect them to solve a variety of ills beyond their capacity or proper role. All parts of civil society, including other public bodies, had to play their part
- In the case of violent crime, the response of the police had to encompass not only arresting the perpetrator, but dealing with the victim and helping healing in the community. Victims must always be a core concern of the police. And the role of the police must extend to prevention, although this in itself raised issues for them: how could they assess the impact of their interventions? How far could the police tackle root causes as distinct from symptoms? How did the police effectively engage other public services and the community in preventative work?
- The police, though well used to providing statistics on issues such as arrests and searches, tend not to be good at articulating their less readily measurable work in partnership with communities
- There might sometimes be a risk that in deploying their resources to meet local problems of violent or other serious crime the police under-resourced essential work in communities which were relatively speaking safer. In the long run that could have a damaging impact
- The widespread debate and engagement with interest groups in Northern Ireland over the use of force, particularly in public order situations, combined with great restraint on the part of the police, meant that in recent years the issue had ceased to be so controversial. The PSNI now had much to teach others about the handling of public

order, and in its management of the parades in 2005 had shown restraint to of a kind and to a degree which would not have been shown in the United States. But even well handled parades incurred a major cost, for society generally and for the police themselves, including by diverting them from other important work.

- In dealing with potentially violent public order situations the police had to show that their response was founded on principles of human rights. The response could not be confined to the immediate situation - it had to reflect continuing engagement with communities in a way which demonstrated that they could facilitate people's legitimate right to protest and which sought in partnership to avoid situations in which there might be disorder. The police use of force should always be a last resort and there had to be careful controls on their use of non-lethal weapons.

THE PROCEEDINGS OF THE CONFERENCE

FEEDBACK FROM SEMINAR CHAIRS: Dealing with violent crime in society and policing public order

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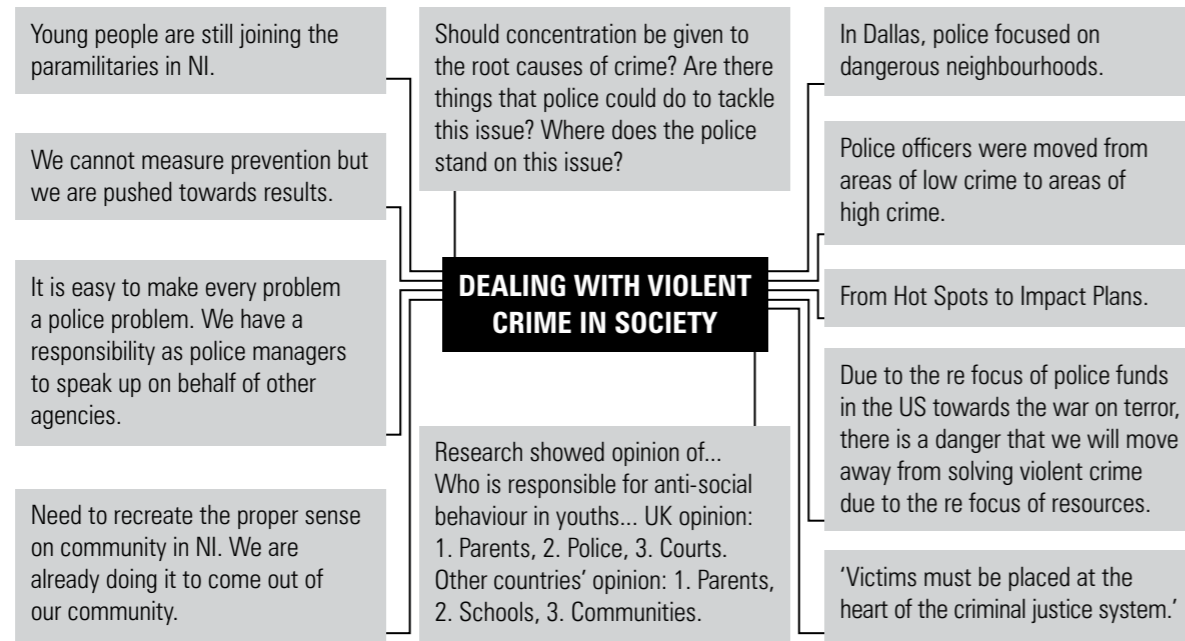
THE PROCEEDINGS OF THE CONFERENCE

FEEDBACK FROM SEMINAR CHAIRS: Dealing with violent crime in society

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DEALING WITH VIOLENT CRIME IN SOCIETY

Focus of discussion in this seminar was on 'Violent Crime' rather than 'Public Order', and hence the diagram focuses on the former.



4.69 TERRORISM AND ORGANISED CRIME - NO BORDERS, NO BOUNDARIES

Chair: Professor Ron Goldstock, former Director, New York State Organised Crime Task Force

The group posed the question of how to respond to the needs of a hypothetical new immigrant community some of whose members were involved in organised crime and preyed upon it, and amongst which was a group of radicals who raised money for terrorists. The main ideas to emerge were:

- The police would need to deploy a range of analytical and other forensic skills in addition to police skills. They should analyse the community to identify appropriate strategies and possible vulnerabilities to police intervention. There would be no quick fixes in this kind of circumstance
- The police would need to establish relations with the community as a whole and with the range of groups and interests within it, such as businesses. This would facilitate the confident provision of information, which was essential to an effective police response. There would need to be a continuing dialogue in both directions so that the community

understood what it was that the police were trying to do. And the police always had to bear in mind that the majority of people in any community were law abiding and they must not fall into the trap stigmatising everybody. Within the law abiding majority were often those who lived in the greatest fear

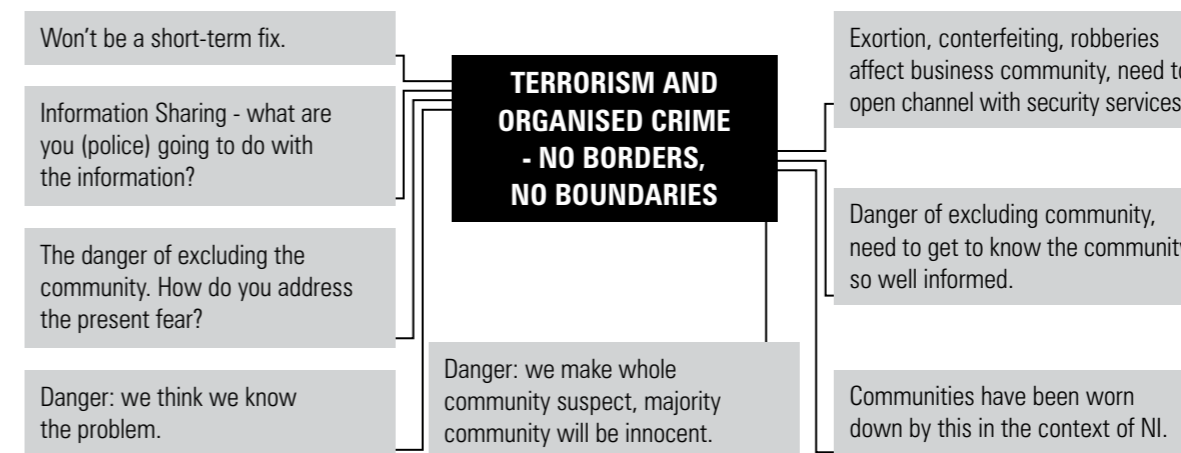
- International communication would be an important element in the police strategy. Similar communities might exist in other countries from whose experience the police could learn. Especially in connection with terrorism, there were likely to be international criminal links
- Extortion was a crime which in these sorts of circumstances posed particular dilemmas for the police. Should the approach be to cultivate informers from whom intelligence could be gleaned? Or should the main effort go into establishing links with the community of a kind which would encourage victims of extortion to come forward? The first approach carried less risk for victims and might result in earlier wins. But it might also result in less community confidence in the police and be less effective in the long run.

THE PROCEEDINGS OF THE CONFERENCE

FEEDBACK FROM SEMINAR CHAIRS: Terrorism and organised crime - no borders, no boundaries

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TERRORISM AND ORGANISED CRIME - NO BORDERS, NO BOUNDARIES



THE PROCEEDINGS OF THE CONFERENCE

FEEDBACK FROM SEMINAR CHAIRS: Tackling Hate Crime

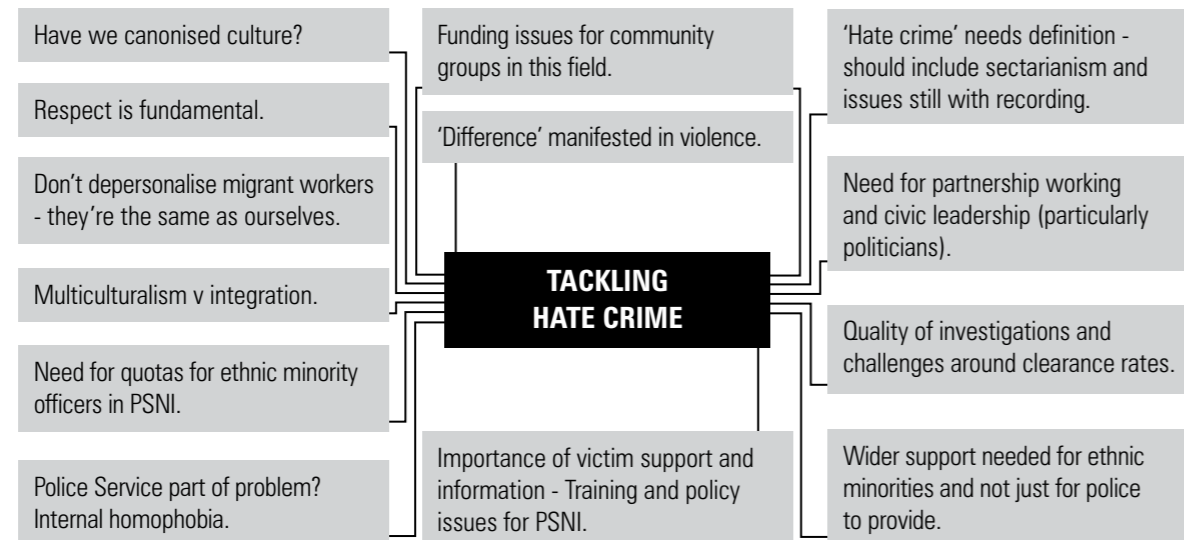
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4.70 TACKLING HATE CRIME
Chair: Peter Fahy, Chief Constable of Cheshire Constabulary

The main points to emerge were:

- The UK police have learnt a number of lessons from handling incidents in different parts of the UK. They include the support of victims, who may be vulnerable, intimidated witnesses, the attitude of police officers and the composition of the service, the latter informed by the post-Patten experience of the PSNI. But as well as learning lessons from the past, the police had to ensure they kept abreast of changing manifestations of hate. Homophobia was now sometimes expressed more openly, and where its roots were in strongly held religious beliefs it could be difficult for the police to respond appropriately without appearing to challenge those beliefs. The police also had to deal with homophobia if it occurred within its own ranks
- The police needed the support of communities and other agencies if the causes of some forms of tension were to be removed. Yet some effective preventative policies, for example over the siting of facilities for travellers, were seldom likely to be appealing to the public or to other agencies. It was essential to maintain dialogue with other agencies on issues of this kind. It was also necessary to encourage the direction of public funding towards initiatives which would tend to reduce tensions between groups, in contrast to the general tendency to direct such funds to projects rooted in particular communities
- Public debate on issues such as integration and multi-culturalism (though the two should not necessarily be posed as opposites) indicated that there was significant uncertainty about the desirable nature of contemporary society. In those circumstances it should not be surprising if some police officers were unclear about the underlying purpose of some of their work in this field - their senior officers and local communities might also find it hard to articulate the purpose. In the Northern Ireland context, if people were being brought up in geographically and culturally distinct communities it should not be surprising if the society as a whole found it difficult to deal with differences, the more so perhaps with the increasing number of people of foreign or other ethnic origin.

TACKLING HATE CRIME



4.71 POLICE OVERSIGHT AND ACCOUNTABILITY
Chair: Al Hutchinson, Police Oversight Commissioner

The group examined three aspects of accountability: those charged with oversight, those managing police services, and supporting institutions such as the Ombudsman. The main issues and questions were:

- Community trust was a key element in effective policing. On one view, the oversight institutions were therefore central to building and maintaining that trust. But it could be argued on the other that senior police managers were the ones who were really accountable; in that case, what was the role of the other oversight institutions? Could the whole system of oversight become dysfunctional, actually distorting the nature of policing and causing it to be less effective? This might be the case, for example, if targets and priorities were set from the top without sufficient regard to the real needs of communities or

the practicalities of policing. In exercising their role how did these institutions learn the lessons from the past (including the high profile or controversial ones which had pre-occupied people at the time) and yet remain forward looking? Could there also be too much oversight, creating a form of overload for police services actually charged with doing the work?

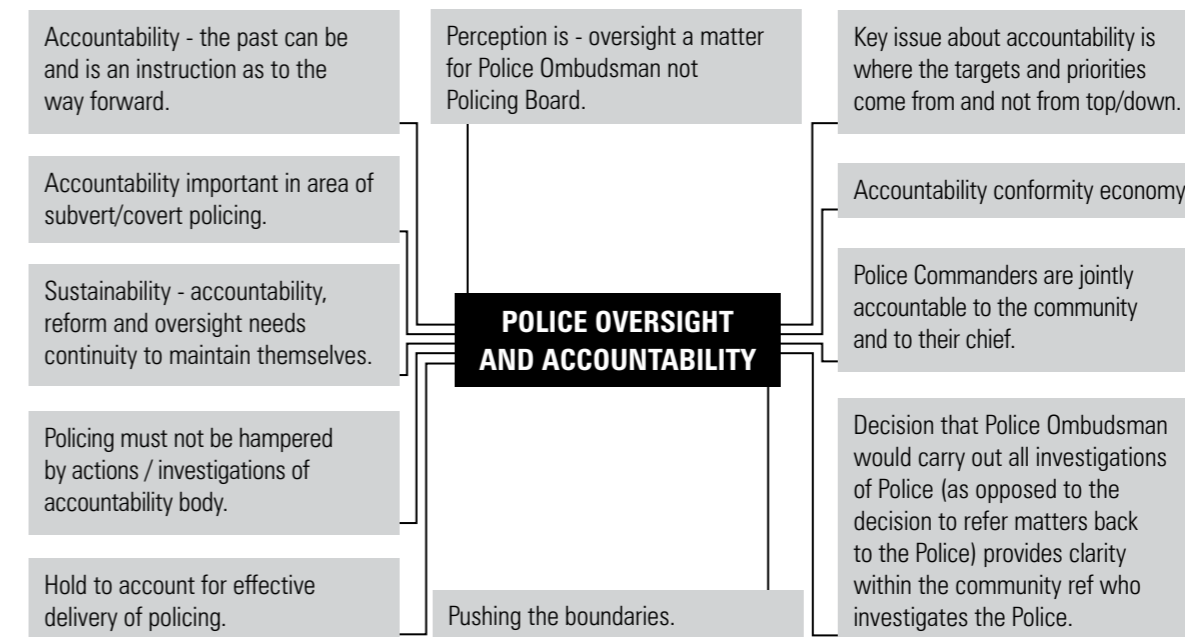
- How did the oversight institutions balance their tasks? On the one hand they need to support the police, encourage community engagement and articulate community views. This aspect might also include helping the police service navigate its way forward. On the other hand they hold the police to account for what they do, which may mean adopting a more robust or critical posture
- How was conventional oversight, rooted in national institutions, reconciled with the growing internationalisation of police work, for example in response to terrorism?

THE PROCEEDINGS OF THE CONFERENCE

FEEDBACK FROM SEMINAR CHAIRS: Dealing with violent crime in society and policing public order

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POLICE OVERSIGHT AND ACCOUNTABILITY



THE PROCEEDINGS OF THE CONFERENCE

PLENARY DISCUSSION OF THE REPORTS FROM THE SEMINARS:

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PLENARY DISCUSSION OF THE REPORTS FROM THE SEMINARS

4.72 Professor Sir Desmond Rea, Chairman, Northern Ireland Policing Board

Immediate points arising were:

- First, the injunction to those involved in police management or oversight to remember that not everything was their responsibility was a valuable point
- Second, these issues are ones which a restored Northern Ireland Assembly might consider, given that as well as emphasising rights it is important to emphasise responsibilities for addressing underlying causes. That goes to a range of policy areas other than policing
- Third, given the developments on policing taking place in other parts of the UK, including the establishment of new national institutions, it is important to ensure that adequate accountability arrangements are established. This is particularly the case because some of those institutions will have responsibilities for dealing with terrorism and other serious crime which may impact on individual ethnic or religious communities whose confidence in policing as a whole it is essential to maintain
- Fourth, for Northern Ireland hate crime against minority ethnic and other groups is a relatively new issue, but it is a challenge demanding more attention.



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THE PROCEEDINGS OF THE CONFERENCE

SEMINARS

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1 The Tackling Hate Crime Seminar

2 PSNI Assistant Chief Constable Peter Sheridan

3 Matt Baggott QPM chairs the Building Confidence and Managing Community Expectations Seminar

4 Panellists in discussion

5 Jo Ford (second from left), Human Rights Officer gives his response to a question during the seminar session

6 Mediation Northern Ireland's Brendan McAllister

4(vii) THURSDAY 22 FEBRUARY, FIRST SESSION, INTERACTIVE PLENARY DISCUSSION

Theme: Policing the Future

Chair: Chuck Wexler, Executive Director, Police Executive Research Forum

COMMENTS FROM PANELLISTS

4.73 Peter Smith QC, Former Member of the Independent Commission on Policing in Northern Ireland

Responding to the Chair's invitation to reflect on the Patten Commission in the light of subsequent developments, and on the oversight arrangements in particular:

The decision by Sinn Féin to support policing and criminal justice, and its recognition of the changes made as a result of the Patten Commission, represents an enormous step forward which extends well beyond policing. It is one scarcely imaginable at the time the Commission was sitting. It offers hope that the structures are now in place to resolve conflict by talking rather than violence and confrontation. Although the Commission members rightly imposed on themselves a policy of not subsequently commenting on the implementation of their recommendations, it is now appropriate to say how impressive have been the developments since then. But as members of the Commission learnt, the job is never done: new challenges continually arise, and new responses are therefore continually needed.

4.74 So far as oversight is concerned, I believe that the Commission got it about right, notwithstanding the view some have that the arrangements are somewhat onerous. In the long term these arrangements will bed down in a way which enables the police, the community and those involved in the oversight to feel comfortable

with their roles. I believe too that the structures and roles are robust enough to bear changes in membership. The main issue is in connection with District Policing Partnerships. The Commission envisaged a significant delegation of responsibility within the PSNI, which has happened. This means that much of the oversight has also to be local. DPPs have a key role to play in ensuring engagement between the police and local communities. There may however still be a tendency to view oversight in centralised and headquarters terms; but it really matters how things look at street level to ordinary people. The DPPs will have to continue to develop in order to make their full contribution.

4.75 Gil Kerlikowske, Chief of Police, Seattle

Responding to the Chair's invitation to offer an American perspective on developments in Northern Ireland and on the conference:

The PSNI offers the greatest story of change in policing anywhere in the world at the present. Police managers in other countries have much to learn from its experience, including the contribution not only of the Chief Constable and his senior team but of that of those responsible for oversight, of the community and of politicians.

4.76 David Bayley, Professor, School of Criminal Justice, State University of New York

Responding to the Chair's invitation to reflect on the implementation of change in policing and the Northern Ireland experience:

Northern Ireland as a whole has been an international success in ending conflict from which others should learn and the recent experience with policing has enormous implications for the rest of the world. It has done this in three main ways: it has worked through the issues of sovereignty and sectarianism to reach a stable position; it has reoriented its police service and brought it to one which engages with the community; and it has grappled with the issue of paramilitaries in a post-conflict situation.

4.77 Northern Ireland had some advantages in doing this. It secured a peace agreement involving the conflicting parties. It is a society which understands the rule of law and the principles of democracy. There is a capacity to govern in an ordered way. And people in Northern Ireland are highly organised in community groups and other ways, well able to articulate their views. These characteristics often do not exist in other countries in which there is conflict.

4.78 Brendan McAllister, Director, Mediation Northern Ireland

Responding to the invitation of the Chair to reflect on the future:

The Belfast Agreement of 1998 and the St Andrews Agreement of 2006 both contain a recognition that the dynamics which have underpinned events in Ireland can now peacefully co-exist. There are now structures to allow the co-habitation of unionism and nationalism. The leaders of the two traditions appear now to accept that they can live together without the need for either defence or attack, with mutual respect, leaving it to

future generations to determine the eventual shape of things. This political dispensation affects policing, and if it works policing will thrive; if it does not, that will inhibit the kind of changes set in hand by the Patten Commission.

4.79 The Northern Ireland community can be described as an exhausted community. By virtue of having lived through 'The Troubles' people understand conflict and how it should not be allowed to operate. Northern Ireland society now recognises that it has emerged into a changed world. But just as it was wrong to suggest that observance of human rights in the police was a result only of recent changes (there has always been a human rights tradition in the police) so it was wrong to talk in terms of the wider community needing to be taught, including taught how to change. The community knew all it needed to know and needed only to pay attention to what it knew. The police needed to be in the community but people needed to remember that the community itself was within the police; officers needed to remember where they came from and who they were.

4.80 Dean Esserman, Chief of Police, Providence

Responding to the invitation of the Chair to say what he had found most striking in the conference:

There were two main issues. First, it was remarkable that in so short a time the PSNI had undergone such radical change and was in a position to teach others. Second, in policing as in other walks of life the world had become younger and the pace of things much faster.

THE PROCEEDINGS OF THE CONFERENCE

INTERACTIVE PLENARY DISCUSSION: POLICING THE FUTURE Comments from the panellists

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4.81 Paul Goggins MP, Parliamentary Under Secretary of State, Northern Ireland Office

Responding to the invitation of the Chair to comment on how the future looked for the PSNI and how it compared with other UK police services:

It was important for Northern Ireland as a whole to hear the international audience at the conference affirm the extent of what had been achieved in the PSNI. As to the future, there were two main points. First, all public services, not just the police, had to adapt to a world in which the pace was greater, people were better informed and more empowered and had higher expectations. The right leadership was an essential element in achieving this. But in the end these services had to engage with people at a local level and to allow people to inform the decisions taken about the delivery of services, although not to take the decisions themselves. All public services could learn from each other in this process. Second, the PSNI demonstrates that there is absolutely no need for a large strategic police service to become uncoupled from the communities and neighbourhoods it serves; this was something the rest of the UK needed to remember as and when it looked again at the possible amalgamation of local police services.

4.82 Barry Gilligan, Vice-Chairman, Northern Ireland Policing Board

Responding to the invitation of the Chair to comment on the future leadership role of the Policing Board as its composition changed:

The Policing Board must continue with its task whatever political squalls there may be around it. It is essential that politics is now taken out of policing. Politicians have a key role collectively in helping the police face the future, and for that a strong independent voice on the Board is very important. Everybody should keep in mind the immense progress

that has been made in the PSNI, but its future task would increasingly be to police a diverse as distinct from a divided society. On this the PSNI would still have much to learn from others. The Board is making a start by addressing the issue of how to engage with 'hard to reach' sections of the community such as the elderly, the young, gay and lesbians, and ethnic minorities.

4.83 Sir Hugh Orde, Chief Constable of the Police Service of Northern Ireland

Responding to the invitation of the Chair to comment on his thinking about the future for the PSNI:

The PSNI must be free to succeed and to continue to change, unconstrained by the past because people are dealing with that rather than ignoring it. Communities in Northern Ireland want good policing and the PSNI can deliver it, irrespective of the accompanying political debate. The PSNI needs to become more integrated in the communities it serves; some people may be angry about the past, but they are not angry about the present and the PSNI must act in a way which allows and encourages them to become engaged in policing in the present. We must ensure that officers have the confidence to do this; that includes the confidence to make mistakes because they are trying to engage in the right way, and the confidence that the oversight bodies will view these mistakes in the same way.

4.84 Officers must therefore be empowered to get on with their job, knowing that they will have support right to the top, including for things they get wrong in a well intentioned way. I have never disciplined officers for honest mistakes. Too many rules - particularly those introduced as a result of some past mistake - can inhibit this approach. I prefer a looser approach which allows for flexibility and the use of judgement; only that way will it be possible fully to engage with the various sections of the Northern Ireland community.

It is important to remember that there is a great will to do this both in the PSNI and in the community as a whole. People may be tired about the past, but there is an energy to move forward. The PSNI would not have made the progress it already has without that energy, and it must continue to tap it for the future.

PLENARY DISCUSSION

4.85 Peter Fahy Chief Constable, Cheshire Constabulary

One consequence of Sir Hugh Orde's points about the future and those of Dean Esserman about the pace of the contemporary world is that the traditional rigid hierarchies and highly structured reward systems may no longer be suitable. The workforce must be flexible and the underpinning systems must reinforce creativity. Successful private enterprises can reward those who think originally and innovate, whereas the police in the UK still tend to view such people as being awkward. The British police are now starting to address how it manages its workforce to accommodate this and the fact that young people have very different expectations and different approaches to the use of technology and information. The police service as a whole need to become better at using new young talent.

4.86 Dean Esserman Chief of Police, Providence Police Department

In the same vein, the police need also to think how far it should rely on staff who want to make the police their career, and whether it should look increasingly to those who want to move between different careers. That is the growing practice of private businesses.

4.87 Nuala O'Loan Police Ombudsman for Northern Ireland

From the other end of the spectrum, the UK police pay and pension systems allow, even encourage, officers to leave at a stage when they still have much to offer. This means that society which has invested in these officers loses their skills and experience, when they are still in the prime of their careers. The Government should look at the impact of these incentives.

4.88 Peter Fahy

There are conflicting pressures. On the one hand, the pressures on pensions means that in future people are likely to have to work longer. On the other, young people will increasingly not want a job for life. The present reward structures reflect a world that is passing. And there is a heavy investment in training from which there may not be a full return. Part of the answer to this may lie in the fact that (as reported by Sir Hugh Orde in respect of the PSNI) some recruits to the police are coming from other walks of life. At least as regards those in the public sector, such as teaching or medicine, there may be parts of training which can be considered as core to a variety of professions. This would reduce costs to those public services and equip people to move around as they increasingly wish to do.

THE PROCEEDINGS OF THE CONFERENCE

INTERACTIVE PLENARY DISCUSSION: Policing the future

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4(viii) THURSDAY 22 FEBRUARY, SECOND SESSION, COMENTARY: A VISION FOR THE FUTURE

Presenter: John Grieve, former Deputy Assistant Commissioner, Metropolitan Police Service

4.89 Sir Hugh Orde, Chief Constable, Police Service of Northern Ireland

Commenting on the fact that conference delegates felt the greatest challenge to be building confidence and managing community expectations:

In one sense the result is obvious: if this challenge is not met, none of the others can be. This includes for example the challenge of international terrorism, in which it is essential to have the trust of the communities from which terrorists may emerge.

4.90 John Grieve CBE, QPM Former Deputy Assistant Commissioner, Metropolitan Police Service

Commenting on the themes which had emerged to him from the conference:

The fact that **human rights** is not seen as a significant challenge is evidence of the extent to which they are now an integral part of police thinking.

Communities are varied and plural, and different adjectives apply to them - ethnic, divided, business, communities of ideas.

Communications remains a big issue.

Intelligence is a term which should be retained in the policing context, but used in a non-threatening way with communities.

Collusion is one of those issues from the past which the PSNI is going to have to face, and which will continue for some years.

4(ix) THURSDAY 22 FEBRUARY, THIRD SESSION, CONFERENCE CLOSE

Professor Sir Desmond Rea, Chairman, Northern Ireland Policing Board

4.91 There are three important points to remember about organisations: first, those that survive are the exception and not the rule, and managers have continually to work to ensure they survive, particularly in the light of the changing surrounding environment. Second, management is a process of adaptation, particularly to the changing environment and third, authority comes mainly from below, not above. All are relevant to this conference.

4.92 In 1998, as I indicated at the start of the conference, the policing challenges in Northern Ireland were to ensure that all sections of the community should be policed (which is now fairly close); that the PSNI represented the community it served (which will be achieved by 2010-11, the target set by the Patten Commission); and that officers could return to their homes and families without fear or threat (which it should now be possible to achieve, assuming that dissident republicans can be marginalised following the decision of Sinn Féin to support policing and criminal justice). The PSNI has made enormous strides. Everybody in the PSNI and in the oversight structures must now work to ensure that the police service meets the needs of the community and is meaningfully engaged with it.

John Grieve gives an assessment of the conference and emerging themes from the seminars



5. KEY ISSUES FOR THE FUTURE

5.1 The experience of policing in Northern Ireland was unique, as were the challenges which it had faced. The nature and extent of the programme of change undertaken by the PSNI and by the oversight bodies was also different from that elsewhere in the world. But the issues which this exposed resonated with all the other police services present at the conference, and in their fundamentals the challenges in Northern Ireland were similar to those in other places.

5.2 Key issues which emerged for the future were:

- The interdependence of effective police/community engagement on the one hand with, on the other hand, the capacity of the police to tackle crime and to engender a sense of safety on the part of the public. The impact of this engagement extended across the whole spectrum of police activity, up to and including combating international terrorism. The importance of police/community relations was a long-standing theme. But relations were not the same as engagement.

Issue: How far were police services really committed to and working to secure effective community engagement? Did they possess the right kind of skills, both at the service level and at the level of individual officers? How far were other sections of the community, including other public agencies, the private sector and the media, alert to their responsibilities in this area, and willing and equipped to play their proper part?

- The impact on policing of (i) the increasing speed and amount of information provided to the general public and the expectations which this tended to encourage, along with (ii) the increasing expectations of consumer and service-oriented societies. This meant that in engaging with communities the police had to explain convincingly what they were doing and why they were doing it, and had to engage in dialogue in a way which encouraged realistic public expectations. Public education on civic responsibilities was also something to which the police could make a valuable contribution through engaging with the community.

Issue: Were police services actively doing this? Did other public agencies understand these issues and were they playing their part? Did the media understand its impact, and did it act responsibly in providing accurate reporting of what the police and others said?

- The importance of ensuring that human rights were integral to policing. This was partly an internal question: human rights had to be articulated by police leaders and in training in a way which was real and practical to individual officers; only in that way would human rights be a continuing part of the professional lives of those officers. It was also an external question: when engaging with the community and presenting the service's public face officers had to express themselves in a way which demonstrated the relevance of human rights in

KEY ISSUES FOR THE FUTURE

COMENTARY: A vision for the Future

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Thursday 22 February

their work, and they had to show that all shared the same generally understood standards.

Issue: Police services could comply with human rights in their day-to-day activities without necessarily adopting this wider vision. How could they be encouraged to do so? What was the role of others engaging with police services in a way which responded to such a vision and which enhanced public understanding?

- The police had to tackle violent crime from a wide perspective which encompassed not only responding to incidents but supporting victims, helping community healing and prevention. Yet, in the latter in particular, they could not solve all the problems and must not mislead people into thinking that they could. The police contribution to both prevention and response was bound up with the nature of their engagement and relationship with the community.
Issue: Did the police always deal with violent crime on this wide canvas, and were their activities in this area integrated with their engagement with the community? What were the responsibilities of other sections of the community, including other public agencies and the media, in this area? How could they be encouraged to live up to them?
- The breadth and positive nature of the contribution to effective community engagement that the police oversight institutions were able to make. These institutions had to operate as more than simply supervisors of the police service concerned, setting an overall budget and holding the service to account for its performance and expenditure - all an essentially inward-looking role. The institutions had a key role to perform in securing public confidence in policing through their own representation of the community and their engagement with it - an outward-looking role.

Issue: Did all such institutions view their contribution in this positive way and exploit their potential to the full? Did they keep the different aspects of their role in balance? Did other public bodies, including central government, support and foster this view? In its reporting, did the media convey an understanding of this and did it enhance public understanding and engagement?

- The impact of the media on police engagement with the community and whether the police managed their relations with the media in a way which reinforced that engagement. The accessibility and range of different media organisations, together with 24/7 news provision, meant that the police needed to engage with the media in new ways, recognising the media's independence and duty to scrutinise.

Issue: Did police services relate to the media in ways which fully reflected the changes in both the media and in policing? Did the media engage constructively with the police and fulfil its social responsibilities?

- In tackling hate crime the police needed breadth of vision. The underlying causes of tension leading to hate crime were often the responsibility of other public agencies yet it might be only the police who were fully aware of the problems and who could prompt these other agencies to engage in preventative work. The response to hate crime went wider than the incidents themselves to encompass victims and others who might be vulnerable or afraid. It also raised questions about the attitude of individual officers and the composition of the police service.

Issue: Did the police approach have the necessary breadth of vision? Did other public agencies play their proper part in addressing hate crime, in conjunction with the police and in other ways? Did voluntary organisations respond positively to the challenges?

- The need to incentivise and reward those forms of behaviour by police officers which best contributed to effective engagement with communities. There were two main aspects:
 - Command structures had to contain enough flexibility to allow officers to experiment and take calculated risks, adjusting to the particular circumstances in which they found themselves from time to time. But officers had to do this within appropriate and well understood parameters. Police service cultures and training had to give officers the confidence to act in this way, knowing that if they made honest errors of judgment the incident would be treated as a learning experience, not as an offence. These same cultures and training needed to encourage supervisors to recognise and reward those kinds of success which enhanced community engagement. The performance targets set for individual officers or for units must encourage appropriate behaviours and not distort activity simply because it was easier to measure quantitative targets than the more qualitative skills which were particularly relevant to engagement with the community.

- Pay and pension systems needed to recognise and encourage appropriate behaviours and to ensure successful officers contributed their skills for the maximum useful time. These same systems had also to provide adequate incentives to those officers who join the police with valuable experience of other walks of life or officers who didn't initially intend making the police a life-long career. Individual and group performance targets had to perform the same role, and to encourage the right behaviours in a qualitative rather than just a quantitative way.

Issue: Did these sorts of cultures, structures and remuneration systems generally exist? Or were police services still reliant on over-bureaucratized rigid systems and cultures which might not meet modern-day requirements? Were those parts of Government which were responsible for remuneration systems imaginatively supporting the police to develop suitable systems, and did they show political courage in making appropriate reforms?

KEY ISSUES FOR THE FUTURE

CONFERENCE CLOSE

Third session
Thursday 22 February

Conference delegates network and share experiences during a comfort break.



6. ANNEXES

ANNEX I THE PROGRAMME

TUESDAY 20 FEBRUARY

MORNING

1. Opening addresses from the Chairman of the Northern Ireland Policing Board, the Secretary of State for Northern Ireland and the Chief Constable of the Police Service of Northern Ireland.

2. Interactive Plenary Discussion: The Challenge - Policing a Divided Society

A panel of speakers discussed the challenges created by policing a divided society, the part they had played in the change process, what had worked, and how cultural issues and the building of trust had featured in that process.

AFTERNOON

3. Interactive Plenary Discussion: The Challenge - Implementing and Overseeing the Change Process

A panel of speakers described their involvement in the change process, identifying successes, challenges and how they were overcome, how balances were struck between police and community interests and what they would do differently.

4. Interactive Plenary Discussion: The Challenge - Policing and the Media - A Mutually Beneficial Relationship?

A panel of media and police representatives gave their views on the role of the media and on the dynamic of the relationship between the two.

WEDNESDAY 21 FEBRUARY

MORNING

1. Opening Address from the Parliamentary Under Secretary of State, Northern Ireland Office

2. Interactive Plenary Discussion: Global Challenges of Policing a Divided Society

A panel of speakers gave their views on the challenges of policing a diverse society. This included what this meant for the police and the communities they served, how trust could be developed and maintained and the implications for policing difficult situations.

3. Seminars

Simultaneous seminars in the morning and afternoon on the following themes:

- Building Confidence and Managing Community Expectations
- Dealing with Violent Crime on Society and Policing Public Order and Parades
- Human Rights and Policing
- Terrorism and Organised Crime - No Borders, No Boundaries
- Tackling Hate Crime
- Police Oversight and Accountability.

4. Feedback from Seminars

THURSDAY 22 FEBRUARY

MORNING

1. Interactive Plenary Discussion: Policing the Future

A panel of speakers gave their views on the lessons of two previous days, so that future challenges could be more effectively addressed and so as to explore the roles of both the police and the community in "policing the future".

2. Personal Commentary on the Conference and Vision for the Future

John Grieve gave his assessment of the Conference and his views on policing the future.

3. Conference Close

ANNEX II

SPEAKERS, PANELLISTS AND CHAIRS OF SESSIONS

ANNEX II SPEAKERS, PANELLISTS AND CHAIRS OF SESSIONS

The speakers, panellists and the chairs of session and seminars are listed below in alphabetical order. Their profiles are in Annex II.

Jim Auld	Community Restorative Justice
Matt Baggot QPM	Chief Constable, Leicestershire Constabulary
Professor David Bayley	School of Criminal Justice, State University of New York
Inspector David Beck	Police Service of Northern Ireland
Maggie Beirne	Director, Committee on the Administration of Justice
Sir Ian Blair QPM	Commissioner for the Metropolitan Police
Denis Bradley	Vice Chairman, Northern Ireland Policing Board 2001-2006
William Bratton	Chief of Police, Los Angeles Police Department
Martin Callinan	Deputy Commissioner, An Garda Síochána
Patrick Carroll	Commissioner, City of New Rochelle Police Department
Bertie Carson	Federation of Small Businesses
Kit Chivers	Chief Inspector of Criminal Justice in Northern Ireland
Bob Collins	Chief Commissioner, Equality Commission for Northern Ireland
Inspector Mary Cowley	Lancashire Police
Fiona Crowley	Amnesty International
Noelle Donnell	Independent Member, Strabane District Policing Partnership
Jim Dougal	Dougal Media Productions
Dean Esserman	Chief of Police, Providence Police Department
Paul Evans	Police Standards Unit, Home Office
Peter Fahy	Chief Constable, Cheshire Constabulary
Dick Fedorcio OBE	Director of Public Affairs, Metropolitan Police Service
Jo Ford	Human Rights Officer, Commonwealth Secretariat
Barry Gilligan	Vice Chairman, Northern Ireland Policing Board
Paul Goggins MP	Parliamentary Under Secretary of State, Northern Ireland Office
Ron Goldstock	Former Director, New York State Organised Crime Task Force
Jane Gordon	Human Rights Adviser, Northern Ireland Policing Board
Stephen Grange QPM	Superintendents Association for Northern Ireland
Fiona Greene	Victim Support Northern Ireland and Chair, Northern Ireland Law Centre
John Grieve CBE QPM	Former Deputy Assistant Commissioner, Metropolitan Police Service
Rt Hon Peter Hain MP	Secretary of State for Northern Ireland
Drew Harris	Assistant Chief Constable, Police Service of Northern Ireland
Peter Holland	First Chair, Police National Improvement Agency
Michael Hurley	Office of Counter Terrorism, United States State Department
Al Hutchinson	Oversight Commissioner for Policing Reform
Kevin Johnson	USA Today
Bob Jones	Chairman, Association of Police Authorities
Ozcan Keles	London Centre for Social Studies
Gil Kerlikowske	Chief of Police, Seattle Police Department

David Kunkle
Paul Leighton QPM
P A Mag Lochlain
John Mack
Eamon Mallie
Maurice Manning
Brendan McAllister
Stevie McCann
Duncan McCausland
Roisin McGlone
Susan McKay
Heather McKinley
Sinéad McSweeney
Monica McWilliams
Sean Morrin
Superintendent Francis Nolan
Denis O'Connor CBE QPM
Nuala O'Loan
Robert Olson
Sir Hugh Orde OBE
Kathy O'Toole
Bob Peirce
Bob Purkiss
Sir Desmond Rea
Alison Scott-McKinley
Peter Sheridan
Peter Smith QC
Nigel Smyth
Keir Starmer QC
Betsy Stanko
Paul Stephenson
Darwin Templeton
John Timoney
Roy Toner
Sergeant Pamela Warwick
Deborah Watters
Professor Paul Wilkinson

Derick Wilson
Chuck Wexler
Stephen Wright
Patrick Yu OBE

Chief of Police, Dallas Police Department
Deputy Chief Constable, Police Service of Northern Ireland
President, Northern Ireland Gay Rights Association
President, Los Angeles Board of Police Commissioners
Journalist and Commentator
President, Irish Human Rights Commission
Director, Mediation Northern Ireland
Secretary, Police Federation of Northern Ireland
Assistant Chief Constable, Police Service of Northern Ireland
Chief Executive, Inter-Action Belfast
Journalist and Commentator
Independent Member, Lisburn District Policing Partnership
Director of Media and Public Relations, Police Service of Northern Ireland
Chief Commissioner, Northern Ireland Human Rights Commission
The Rainbow Project
Police Service of Northern Ireland
Her Majesty's Inspectorate of Constabulary
Police Ombudsman for Northern Ireland
Deputy Inspector, An Garda Síochána Inspectorate
Chief Constable, Police Service of Northern Ireland
Chief Inspector, An Garda Síochána Inspectorate
British Consul General, Los Angeles
Association of Police Authorities
Chairman, Northern Ireland Policing Board
Commissioner, Northern Ireland Parades Commission
Assistant Chief Constable, Police Service of Northern Ireland
Former Member, Independent Commission on Policing
Director, Confederation of Business and Industry
Human Rights Adviser, Northern Ireland Policing Board
Metropolitan Police Service
Deputy Commissioner, Metropolitan Police Service
Editor, News Letter
Police Chief, City of Miami Police
Assistant Chief Constable, Police Service of Northern Ireland
Police Service of Northern Ireland
Training Co-ordinator, Northern Ireland Alternatives
Professor of International Relations and Chair of the Centre for the Study of Terrorism and Political Violence, St Andrews University
Assistant Director, UNESCO, University of Ulster
Executive Director, Police Executive Research Forum
Daily Mail
Director, Northern Ireland Council for Ethnic Minorities

ANNEX II

SPEAKERS, PANELLISTS AND CHAIRS OF SESSIONS

ANNEX III

PRE-CONFERENCE SEMINAR:

Reflections on District Policing Partnerships

Monday 19 February

ANNEX III PRE-CONFERENCE SEMINAR - REFLECTIONS ON DISTRICT POLICING PARTNERSHIPS

Monday 19 February 2007

The speakers, panellists and the chairs of session and seminars are listed below in alphabetical order. The following is a summary of the discussion. Their profiles can be found in Annex II.

1. A pre-conference seminar was held on the evening of Monday 19 February to consider the contribution and future role of Northern Ireland's District Policing Partnerships (DPPs). All conference delegates were invited, as were representatives of DPPs, members of community groups, others connected with the police in Northern Ireland, representatives of Dublin City Council and of the Irish Department of Justice, Equality and Law Reform. The seminar was chaired by Professor David Bayley, School of Criminal Justice at the State University of New York. The members of the panel are listed at the end of this Annex.

2. Professor Sir Desmond Rea, Chairman of the Northern Ireland Policing Board

In the four years since they were first established the DPPs have become models of good practice for involving communities in policing. They give local communities a voice and they influence policing priorities for Northern Ireland as a whole. Their success depended on the commitment of individual members, some of whom had had to face intimidation and threats.

3. Barry Gilligan, Vice Chairman, Northern Ireland Policing Board

DPPs reflected the core thinking of the Patten Commission about the importance of community involvement in policing and their establishment was amongst the first tasks the Policing Board undertook. They were set up in March 2003, one for each local government council district representing widely differing numbers of people (from 16,000 to 277,000).

DPPs are funded 75%:25% by the Policing Board and their local council respectively and have between 15 and 19 members. Councillors are in a majority of one and provide the Chair, the Vice Chair always being one of the Independent Members. The Policing Board has provided members with training and information on policing. Together DPPs have held some 500 public meetings.

4. The main tasks of the DPPs are to:

- Consult local communities, convey community views on policing priorities to the police and to ensure these priorities are reflected in local policing plans
- Undertake regular monitoring of local police performance through meetings in public with the local District Commander and senior officers
- Encourage local community engagement with the police, including meetings open to the public. These meetings are sometimes focused on particular themes.

5. DPPs have undoubtedly influenced local policing priorities and through them the priorities for the PSNI as a whole. The DPPs themselves faced challenges, as did the PSNI itself. With closer community engagement in policing came increased expectations of what the police could deliver. Changes in local government would mean DPPs cover much larger populations and areas in future. And there would be continuing pressure on public expenditure. The DPPs would rise to these challenges and continue to play a major part in policing in Northern Ireland.

6. First topic for discussion: WHAT HAVE THE DPPS ACHIEVED IN TERMS OF THE RELATIONSHIP WITH THE PSNI AND THEIR ENGAGEMENT WITH THE COMMUNITY?

Members of the panel:

- Relations between DPPs and the local police were generally good and working well. In one area the relationship was described more in terms of a marriage that was workmanlike but not always good, the role being to monitor and express local views but not to take responsibility for what the police did. One factor influencing the relationship was the identity of the community and whether the DPP covered an area which encompassed both traditions or mainly one. Local police commanders had also reacted differently, some finding it easier than others to engage with the members of the DPP and with the members of the public at open meetings
- The engagement had influenced policing priorities, both in planning terms and the short term. One of the benefits of the engagement was that the police were able to react more quickly to local issues, rather than finding that concern built up. But the public still tended to judge the police on what they perceived or heard about, such as the number of visible patrols or particular local crime problems
- It was valuable that members of the public were able to see community representatives engaging with the police in open meetings and were themselves able to contribute to the questioning of local police commanders - something which had never happened before. DPPs had helped raise the public understanding of policing and even if there was unlikely to be a big interest in statistics, for example it was important to bring out issues to do with resources. This last could help engender more realistic expectations of policing

- It had taken some DPPs a time to develop their own internal dynamics. The dialogue between the Political and Independent Members had sometimes been unsure to start with. But much progress had been made and both trust and confidence had grown. DPPs did however have to remember that they were still relatively new institutions which did not have all the answers, and whilst acting purposefully they had to retain an element of humility about how to improve their contribution
- The DPPs had made it possible to bring local communities of both traditions to engage more effectively with the police. The Policing Board was too remote to have done this on its own. But even with the DPPs there had been initial concerns. Would they be controlled by the District Council? How would councils react to them? How would police officers engage, given that for a long time few of them had been required to undertake public debate about what they were doing and what their priorities were? How would the Independent and the Political Members get on with each other? Would the DPP and the police just stick to their respective scripts or would there be real dialogue? Things, however, had now moved on and these initial concerns had been largely overcome. The DPPs had found their feet.

7. Discussion between the panel and the audience:

- DPPs had influenced policing priorities on dealing with anti-social behaviour and crimes against the elderly. But while part of the police response to issues of this kind could be quick and reactive, part of it could have an impact only slowly. Crime against the elderly was an example of where there could be a mismatch between public perceptions and the nature of the problem. The fear might be high, particularly amongst some of the elderly themselves, but the incidence was relatively low. DPPs could help increase public understanding.

ANNEX III

PRE-CONFERENCE SEMINAR:

Reflections on District Policing Partnerships

Monday 19 February

- DPP surgeries with local communities were an important means of promoting a two-way engagement. It equipped the DPP to better communicate local concerns to the police and enabled it to explain how the police were addressing issues as well.
- There had been a number of DPP initiatives to encourage community engagement. They had included demonstrating to young people the realities of road crashes; the use of local internet pages on which the public could express their views. Direct engagement with the sections of the community, such as the young, the elderly or those involved in parades, had been a key element in many of these initiatives.
- DPPs had sometimes been able to help encourage the necessary multi-agency response to issues for which the police were not solely responsible, such as road safety problems and wider strategies for children and young people.
- It had been useful for DPPs to be able to hold public meetings in a variety of locations, including public houses, parish rooms and Orange halls. This had sometimes attracted public criticism, but the important thing was to go to places where people were. DPPs had had to learn what locations and times encouraged public participation. Mistakes had been made initially.

8. Second topic for discussion: HOW COULD THE PERFORMANCE AND CONTRIBUTION OF DPPS BE IMPROVED AND WHAT WERE THE IMPEDIMENTS?

Members of the Panel:

- Those appointed to DPPs should be those best suited to do the job. They should be proactive and people whom the local community could trust and engage with. This had not always been the case; some excellent people had been left off because of the need for a balance between the traditions on the DPP.
- There needed to be continuing focus on the relationship between DPPs and the local Community Safety Partnership (CSP). This was particularly relevant because it was often the CSP which was best able to identify resources to address particular issues.
- Early on there had been insufficient dialogue between the Policing Board and DPPs. Special arrangements to enhance this dialogue had now been put in place, which was welcome.
- As they developed it was important that DPPs remembered their role. It was not just to support the police in the sense of congratulating them, though their engagement did help confer legitimacy on the police. In monitoring police performance, the relationship may not always be a comfortable one. As DPPs matured they also needed to be able to point out what communities had to contribute and what were the limits to the capacity of the police to solve problems of local concern, such as anti-social behaviour by the young. These issues were not unique to Northern Ireland, but through the DPPs there existed a mechanism to address them.

9. Discussion between the panel and the audience:

- DPPs had learnt that they needed to be proactive in involving all sections of the community. This included harder to reach communities and minority ethnic communities in particular. Meetings could be held in places which these sections of the community found convenient and congenial. But at the same time it was important that DPPs did not ghettoise sections of the community, who needed to be involved as part of the community. An important point lay behind the inclusion of all sections of the community. For policing to be genuinely representative and fully engaged in line with the Patten recommendations it had to involve minorities as well as the two main traditions. The police also needed the help of DPPs reaching out to some of the minority groups.
- What should the contribution of the business community be and how could it be enhanced? The business community suffered from certain kinds of crime. Some of its activities were related to issues of anti-social behaviour which the police and DPPs addressed. For example, the sale of alcohol and the leisure industry generally. The Policing Board was working to enhance its engagement with the business community and was observing other areas such as Glasgow where there was a close engagement over such things as late night drinking.
- Public meetings were generally much more successful open and less rigid than they had been at the outset.
- DPPs and the Policing Board however could do more to bring public meetings to the notice of the public. It was not enough to rely on local newspapers, which many never read.

10. Third topic for discussion HOW SHOULD DPPS DEVELOP IN THE NEXT FEW YEARS?

Members of the panel and the audience:

- DPPs have to engage even more closely with the community at large and to harness better the energy that people have in the interests of improved policing.
- The forthcoming reduction in the number of DPPs as a result of Review of Public Administration (RPA) would present a problem. There would be a very significant reduction in the number of members. It was essential that the experience built up in the past four years and the momentum the existing members gave was not lost. It was also important that the new larger councils related effectively to the DPPs and that the DPPs did not become politicised.
- DPPs and the PSNI had to work together on a number of issues. One was the need to engage closely with young people, another was the management of the communities' expectations.
- Particularly in the context of the forthcoming local government changes as a result of the RPA, DPPs needed to engage more closely with other agencies so as to enhance the contribution they made to the solution of problems, which members of the public often saw as the sole responsibility of the police. DPPs must not lose the local touch when they became responsible for significantly larger areas and populations.
- DPPs could express views about relevant issues in the criminal justice system as a whole, such as the amount of remission given to those serving prison sentences.

ANNEX III

PRE-CONFERENCE SEMINAR

Monday 19 February

11. Barry Gilligan

It was essential that the experience, commitment and momentum of the past few years was not lost when the number of DPPs was reduced in conjunction with local government changes. Both the Policing Board and the DPPs would have to engage closely on the consequences of future spending restrictions, and to explain to the public what was happening and why. In terms of community engagement and inter-agency co-operation, Northern Ireland had much to learn from others, Scotland for example.

12. Professor Sir Desmond Rea

There could be no doubt that DPPs have risen to the challenge of helping secure community engagement in policing. They would have to be equally effective when their number was reduced. The DPPs were genuinely representative of their communities and would remain so, though more had to be done to draw in people from ethnic minorities.

MEMBERS OF THE SEMINAR PANEL

Professor David Bayley (Chair)

School of Criminal Justice,
State University of New York

Councillor Orla Black

Member, Moyle DPP

Denis Bradley

Vice Chairman,
Northern Ireland Policing Board 2001-2006

Alderman Frank Campbell

Member and former Chair, Ballymoney DPP

Tom Elliott MLA

Chair, Fermanagh DPP

Barry Gilligan

Vice Chairman, Northern Ireland Policing Board

Seamus Lynch

Vice Chair, Belfast DPP

Chief Superintendent Michael Skuce

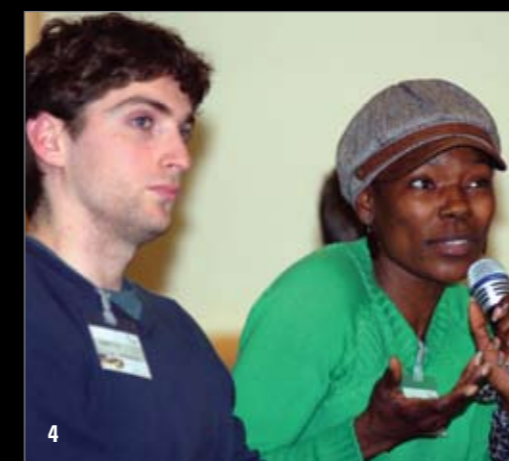
Police Service of Northern Ireland

Alison Wallace

Member and former Vice Chair, Derry DPP

Kieran Walsh

Member and former Vice Chair, Lisburn DPP



ANNEX III

PRE-CONFERENCE SEMINAR

Wednesday 21 February

1 The panel for the Reflections on DPPs seminar

2 Board Chairman Professor Sir Desmond Rea opens the seminar

3 Seminar Chair, Professor David Bayley takes questions from the floor

4 Questions from the floor

5 Derry DPP member, Alison Wallace, responds to a question

ANNEX IV

PRE-CONFERENCE SEMINAR PHOTOS



1



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1 The 'Reflections on District Policing Partnerships' document published to co-incide with the Seminar

2,3 Questions from the floor

4,5 DPP seminar delegates listen to the discussion

ANNEX IV

CONFERENCE PHOTOS



6



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6 Councillor Pat McCarthy, the then Lord Mayor of Belfast welcomes delegates to Belfast

7 Bob Peirce and Peter Smith QC

8,9 An opportunity to find out more at the conference stands



10



11

10 John Mack addresses the audience

11 P.A. Mag Lochlainn, Patrick Yu OBE, Superintendent Frances Nolan and Bob Purkiss participated in the Tackling Hate Crime seminar



12



13

12 Fionnuala Gill from the Association of Police Authorities chats with conference delegates

13 Policing Board staff at the Board's information stand

ANNEX IV

CONFERENCE PHOTOS



1



2

1 Heather McKinley, Independent Member of Lisburn DPP discusses the challenges of implementing and overseeing the change process

2 Police Ombudsman Nuala O'Loan and Chief Constable Sir Hugh Orde make notes during a panel session

3 Policing Board Human Rights Advisor Keir Starmer QC with Maggie Beirne, Committee on the Administration for Justice, Professor Monica McWilliams, Northern Ireland Human Rights Commission and Robert Olson from the An Garda Síochana Inspectorate



3

4 Conference delegates enjoy the conference dinner at Belfast City Hall



4

5 Jane Gordon and Roisin McGlone



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ANNEX IV

CONFERENCE PHOTOS

6 Conference delegates chat in the conference exhibition area

7 DPP members at the DPP information stand

8 A conference seminar on human rights and policing

9 Gil Kerlikowske listens to one of the plenary discussions

10 The PSNI information stand