

**FRAMEWORK FOR THE
ONGOING MONITORING OF
OUTSTANDING PATTEN
RECOMMENDATIONS**

**Report Number 3
Northern Ireland Policing
Board
June 2010**

PART I

The progress measures used in the table below were originally developed by the Office of the Oversight Commissioner (OOC) and have been used in all previous assessment reports:

Comp = Completed **Subs** = Substantial **Mod** = Moderate **Lim** = Limited
Min = Minimal

At the request of the Policing Board, the original OOC measures were augmented using the Traffic Light system of progress assessment: **Blue** indicates a recommendation that has been assessed as implemented, **Green** indicates a recommendation that has progressed as expected, **Amber** indicates a recommendation where there has been some progress as expected, and **Red** indicates a recommendation where expected progress has not occurred.

Progress on individual recommendations is indicated by an arrow: ←, while *Closed* indicates a recommendation for which continued monitoring under the Patten/OOC framework is no longer considered viable, but whose underlying intentions might be examined through an existing monitoring framework developed by the Policing Board.

Recommendation	May 2009					May 2010				
	Comp	Subs	Mod	Lim	Min	Comp	Subs	Mod	Lim	Min
4 (Human Rights Training)		X					X			
44 (Policing with the Community)		X					X			
45 (Neighbourhood Teams)		X					X			
49 (Role of Neighbourhood Teams)		X					X			
53a (Softening of Police Stations)		X					X			
53b (Civilian SEAs)				X		<i>Closed</i>				
76 (Devolved Authority to DCUs)		X				<i>Closed</i>				
90 (Civilianisation)			X					X		
93 (IS/IT Strategy)		X				<i>Closed</i>				
97 (Reorganisation of HQ)		X				←				

103 (Phasing out of FTR)		X					X			
104 (Enlargement of PTR)		X					X			
111 (Transfer of Civil Service Staff)				X					X	
128 (Lateral Entry)		X					X			
131 (New Police College)		X					X			
Recommendation	Com p	Subs	Mod	Li m	Min	Com p	Subs	Mod	Li m	Min

Tables detailing the progress achieved during earlier assessment periods are attached at the end of this report.

PART II

BACKGROUND AND OVERVIEW

The Independent Commission on Policing in Northern Ireland, also known as the Patten Commission, was established as part of the Belfast Agreement in April 1998. The Patten Commission made 175 recommendations to transform policing in Northern Ireland and to bring about the new beginning for policing called for in the Agreement.

The Office of the Oversight Commissioner for Policing Reform (OOC) began reporting against the implementation of Patten recommendations in September 2001. The OOC's final report in May 2007 noted 32 incomplete or outstanding Patten recommendations for which the Policing Board then assumed responsibility.

In anticipation of the first anniversary of the release of the OOC's report the Policing Board requested a specialist resource: "...to review these recommendations and prepare an updated status report". A specialist resource was subsequently engaged and work on updating the assessment of outstanding recommendations commenced in early 2008. The report that resulted from the assessment work was delivered to the Board in June 2008, and reflected that a further 10 recommendations could be considered implemented.

A second assessment report, delivered to the Board in June 2009, reflected continued progress on the implementation of the outstanding Patten recommendations. In that report six recommendations were assessed either as implemented or that could be closed by the Policing Board. This left 15 of the original 32 recommendations outstanding as at June 2009.

In addition to assessing implementation status, the second assessment report proposed a number of ways in which any remaining Patten recommendations might be monitored beyond the formal close of the Patten phase of policing reforms in March 2011.

CURRENT STATUS

There have been several significant events since the release of the second assessment report in June 2009. The Police Service of Northern Ireland has a new Chief Constable whose engagement focussed among other things on his knowledge of and support for the principles of community policing. The organisation as a whole can stand to benefit from the renewed energy and vision that often accompany a change of command, and can certainly point to many past successes on which to build future progress.

The Northern Ireland Assembly has successfully resolved the final aspects of the devolution of power, with authority for policing and justice now resting with the Assembly and the public representation that this denotes. Although it is not a direct responsibility of the Board, this final act of devolution has now addressed outstanding Patten Recommendation 20 (Devolution of Responsibility for Policing to Northern Ireland Executive).

The normalisation of policing, and the wider acceptance of the legitimacy of its institutions, has increased dramatically. Although not all of the changes are acceptable to all people, it is fair to say that the broader vision of the Patten reforms, including of a more human rights compliant, proficient, diverse and accepted policing structure, has not only largely come into being but has been functioning relatively well for some time.

In one sense these solid achievements serve to 'copper fasten' the many positive policing changes that have occurred over the past ten years. With respect to the outstanding Patten recommendations, the progress outlined in previous assessment reports represented the implementation or resolution of 17, or 53%, of the 32 recommendations the Policing Board assumed responsibility for in 2007. This also equates to the successful implementation of approximately 92% of the 175 recommendations put forward by the Patten Commission in September 1999.

Challenges certainly lie ahead, not least in the form of increased dissident threat levels, and it can only be hoped that the small minority that still doubts the necessary and constructive role that the PSNI, the Policing Board and other elements of the governance structure play in Northern Ireland will continue to diminish.

The Patten phase of policing reforms has played a critical role in achieving these successes and in underlying the changes that have taken place. The challenge now becomes one of determining the most effective way of proceeding with Patten-related issues that still remain to be addressed.

PART III

METHODOLOGY

Previous assessment reports described two main categories into which remaining recommendations were grouped. These were: recommendations reviewed by consulting subject matter experts or agencies; and recommendations reviewed solely by an existing Policing Board committee.

Since the last assessment report some of the individuals and organisations previously commissioned by the Board to assist its monitoring efforts are no longer engaged. In addition, the number of recommendations left open or unimplemented is relatively low. With this in mind, the current report will review the remaining outstanding recommendations as one group.

The current report will also pay particular attention to highlighting any issues that flow from recommendations that will remain outstanding beyond 2011, and which the Board may wish to continue to monitor, either through an existing monitoring framework or through one developed to support the work going forward.

As with the two previous assessment reports, presented in 2008 and 2009, assessment categories and methods employed are those derived from the original Patten recommendations and their associated performance indicators as specified by the OOC. Assessments specifically involved the review and analysis of applicable PSNI, Policing Board and other documentation, particularly strategic plans, organisational reviews and related documents.

In addition, relevant UK and other government and policing documentation was reviewed. Where necessary documentary evidence was confirmed and verified through subsequent personal meetings and interviews involving PSNI and Board personnel, as well as staff of other policing agencies and wider stakeholders.

Where possible, interviews were held with the individuals most closely responsible for ensuring a recommendation's continued progress, particularly in those instances where a recommendation was nearing the latter stages of implementation. In the course of assessment work visits to PSNI stations and other facilities were carried out for the purposes of meetings and verification.

PART IV

OUTSTANDING PATTEN RECOMMENDATIONS

RECOMMENDATION 4: TRAINING IN HUMAN RIGHTS

Overall progress on the implementation of this recommendation has been positive, however full implementation has not yet been achieved. The final OOC report in 2007 acknowledged the substantial progress made by the PSNI on this recommendation, indeed on all of the recommendations in the human rights chapter. In addition, of the 36 human rights-related performance indicators specified by the OOC in 2001, only three remained to be addressed when the OOC released its final report: 1) the training of newly selected human rights trainers; 2) a systematic evaluation of training; and, 3) an evaluation of the impact of human rights training on police behaviour and culture.

By June 2008 the PSNI had addressed two of the three remaining performance indicators, with only an evaluation of the impact of human rights training on police behaviour and culture remaining to be achieved. This demonstrated good progress towards the implementation of this recommendation, however this final performance indicators has not yet been addressed.

Although the Policing Board's Human Rights Annual Report 2009 noted early on that further work remained to be done to establish credible and effective frameworks for an internal evaluation of training, it also noted the difficulty of capturing and measuring a human rights culture (page 179). The report goes on to suggest at least some means whereby a human rights culture might accurately be measured however, such as assessing police complaints, discipline statistics and contacts between the public and police; to which might be added human rights aspects now reflected in operational plans, command and control systems, training regimes and operational restrictions, as well as others.

The Human Rights Annual Report indicates that most of these issues are now incorporated and covered in the Board's established human rights monitoring process, which effectively covers not only human rights in training, but human rights and police technology, victim services and the wider public perception of policing.

The Board's established human rights monitoring process shows a readiness on the part of the PSNI to engage directly with the Board on its human rights compliance and culture, and to implement the human rights recommendations that the Board puts forward based on its own determinations, and which are no longer specifically linked to the Patten framework.

As a measure of the success with which the human rights monitoring structure has been applied, the Annual Report also notes that the PSNI has implemented 155 recommendations made by the Board since 2005.

The human rights monitoring and reporting structure represents an effective transition of Patten-based monitoring frameworks to those devised by and in support of priorities established by the Policing Board, the PSNI and others to address current challenges. In effect, this particular outstanding recommendation has enjoyed the direct scrutiny of the Board's Human Rights Advisor and Human Rights and Professional Standards Committee, as well as routine analysis and reporting through the annual Human Rights Report.

In addition, notwithstanding the challenges of evaluating the impact of human rights training, the engagement of a PSNI Human Rights Advisor may ultimately provide some focus to determining how the PSNI wishes to proceed with this issue, and whether a viable means can be found with which to address the methodological challenges inherent in this kind of evaluation.

The implementation status of this recommendation was assessed as 'Substantial' in 2009 and remains 'Substantial' for 2010. Given the effective monitoring framework in place and the added focus the PSNI's Human Rights Advisor will bring to evaluating the impact of its human rights training, this recommendation has progressed as expected and is therefore assessed as **green**.

RECOMMENDATION 44: COMMUNITY POLICING AS A CORE FUNCTION

The Patten Commission believed that neighbourhood policing should be at the core of police work in Northern Ireland, and that an effective partnership between police and community meant a more effective police service and a safer community. It noted that a police service not engaged with its community would find it difficult to act effectively against crime and disorder,

because it would find it hard to know the community and get its cooperation (page 43).

The Patten Commission recommended that policing with the community be the core function of the PSNI and of every police station because it believed that if truly effective “locally based” policing could be established, then Northern Ireland would be at the leading edge of community policing developments not only in the UK but internationally (page 43).

In its final report the OOC noted that the PSNI had made many positive accomplishments, but that the high expectations of the Patten Commission had not yet been met. In essence, the OOC felt that the development of policing with the community had reached a plateau and that among other things it required a refreshment of the underlying strategy, controls over the abstraction of neighbourhood police officers and a performance measurement framework to revitalise the programme and give it new momentum. The OOC’s views were mirrored in a detailed Policing with the Community inspection carried out in 2009 by Criminal Justice Inspection Northern Ireland, which also noted that community policing principles had not yet been fully embedded in all PSNI operational units and policies (page 14).

However, the PSNI has made steady progress on providing more specific documentation and evidence since June 2009, particularly as this impacted the policing with the community strategy refresh. The PSNI has now established a policy and vision statement with objectives, broad implementation time lines, the identification of community priorities, internal communications material, the importance of a new call handling regime, impacts on reporting systems, potential performance measures, as well as important links between various elements.

Less clearly defined were resource and training implications, changes required to human resources programmes to support the strategy’s objectives, evaluation processes, external communications material and partnership feedback. The PSNI also recently noted an ongoing requirement to effectively link policing with the community efforts with activity and performance systems, clearer standards against which to assess individual officers, and links between performance review and promotional systems.

The PSNI provided a briefing to the Policing Board on progress in developing the Policing with the Community Strategy and Implementation Plan in March 2010, and advised that a draft Strategy and Implementation Plan would be

presented in May. The PSNI then presented its Confidence Route Map to the Board in May 2010.

The Board acknowledged significant senior level investments within PSNI in support of developing its approach through the Route Map, however expressed concerns that the Route Map was unnecessarily complicated and also that it focussed more on internal PSNI needs rather than other issues determined as key by the Board. These issues included service delivery, community engagement and effective local partnering.

As a way forward, the Board requested that the PSNI develop the community engagement and partnership aspects of the Route Map for further discussion at a special Board meeting to be convened over the next several weeks. Because of the core aspect of policing with the community with respect to the Patten Commission's recommendations, the Policing Board should retain the issues of the three remaining policing with the community recommendations – 44, 45 and 49 – for close monitoring until such time as the PSNI's new strategic direction and plan can produce agreed results and outcomes.

The implementation status of this recommendation was assessed as 'Substantial' in 2009 and remains 'Substantial' for 2010. In light of the welcome progress on defining the elements, intentions and mechanisms to underpin the PSNI's strategic revision of policing with the community, there has been some progress as expected on this recommendation therefore it is assessed as **amber**.

RECOMMENDATION 45: NEIGHBOURHOOD POLICING TEAMS

The Patten Commission emphasized the importance of having local police officers who knew an area and who in turn were known to the community. It saw this as being the hallmark of "successful neighbourhood policing projects throughout the UK and overseas" (page 43). The Commission believed that neighbourhood teams would form the core of policing in Northern Ireland and that they should constitute the foundation of a police officer's career.

The Patten Commission recommended that every neighbourhood and rural area should have its own dedicated policing team, with lead responsibility for policing that area, because it was in a neighbourhood policing environment

that a police officer would learn crucial skills such as inter-personal communication, conflict resolution and problem-solving (page 44).

In its final report the OOC noted that the abstraction of neighbourhood police officers to other duties had been a constant concern throughout the oversight mandate, but that this problem had eased with rising personnel levels. The steady removal of Full Time Reserve officers over time had also impacted continuity and expertise within neighbourhood teams. This was also addressed however, and in 2007 the OOC found that most neighbourhood officers were both relatively experienced and senior in service.

The PSNI had provided evidence of problem-solving initiatives that addressed hate crimes, underage drinking and criminal damage among others. In addition, service level agreements were in place between districts and Training Branch, although at the time of the final OOC report no neighbourhood policing training was being provided.

In August 2009 the PSNI reported that the recently completed Strategic Review 2009 reaffirmed neighbourhood policing as the preferred style of policing in Northern Ireland, and that the recommendations which had resulted from the 2009 Review focused on strengthening the status of neighbourhood policing in the organization. The PSNI had also completed the geographic definition of 176 neighbourhood areas in Northern Ireland.

All of these areas have a dedicated neighbourhood officer or team working in them, in line with the Patten Commission's recommendation. Finally, the PSNI instituted a Governance Board to develop its Neighbourhood Policing Framework, with further implementation of the Framework now being monitored by Regional ACCs.

The Board might wish to ensure that the number of full-time neighbourhood policing officers does not decrease further, in part to address the concerns noted in the Criminal Justice Inspection Northern Ireland's 2009 inspection of policing with the community (page 20).

The implementation status of this recommendation was assessed as 'Substantial' in 2009 and remains 'Substantial' for 2010. In light of progress on strengthening the role of neighbourhood policing teams, completing the work of defining neighbourhoods across Northern Ireland, and the focused work of the Governance Board for the Neighbourhood Policing Framework, there has been some progress as expected on this recommendation, therefore it is assessed as **amber**.

RECOMMENDATION 49: ROLE OF NEIGHBOURHOOD POLICING TEAMS

The Patten Commission viewed accountability as beginning at the point of service delivery between a police officer and a member of the community. The Commission believed that neighbourhood policing teams should be empowered to organize their own liaison mechanisms with the community and, in partnership with schools, clubs and businesses, make decisions on matters including how police patrols might be scheduled.

The Patten Commission recommended that neighbourhood teams, in consultation with the community and within the bounds of the Annual Policing Plan, be allowed to determine their own local policing priorities, objectives and initiatives. The Commission believed that decisions taken in this way were much likelier to respond to local community needs than directions from a senior officer far removed from that neighbourhood (page 44).

In its final report the OOC noted that District Commanders had empowered their neighbourhood policing teams to determine their own local priorities and work as self-directed teams, by establishing goals and evaluating achievements. However, this was not the case across all neighbourhood teams. This inconsistency in application was subsequently mirrored in the policing with the community inspection conducted by Criminal Justice Inspection Northern Ireland in 2009 (page 22).

The implementation status of this recommendation was assessed as 'Substantial' in 2009 and remains 'Substantial' for 2010. In light of the efforts to address these issues as reflected in the PSNI's recent strategic refresh, and to strengthen the ability of neighbourhood policing teams to work with greater autonomy, there has been some progress as expected on this recommendation, therefore it is assessed as **amber**.

RECOMMENDATION 53a: APPEARANCE OF POLICE STATIONS

The Patten Commission originally recommended that police stations be made less forbidding in appearance, and that they be more integrated into their local communities. A number of factors, including the availability of resources and now increased security concerns, have impacted the pace of this recommendation's implementation. However, the PSNI has a good estate planning strategy in place, as acknowledged by the OOC, and the

implementation of the new Estate Strategy, agreed in May 2008, has been actively monitored by the Policing Board.

The softening and de-fortification of police stations is noted as one of the key aspects of the Strategy, and the PSNI continued to progress with station softening efforts throughout the oversight period and beyond. Specifically, ongoing softening and de-fortification efforts include a fixed budget for fiscal year 2009/2010 of £1.45M, with ongoing or completed projects at Ballyclare, Bangor, Ballynaveigh, Fintona, Ladas Drive, Tennent Street and Maghera.

Although in part these allocation levels have to be contrasted against the approximately £7M allocated for 2010/2011 to address the deteriorating security situation, what is perhaps more important is that the PSNI has determined that its softening and de-fortification programme will not be suspended. As was noted in previous assessment reports, it was unlikely that this recommendation would be fully implemented by the formal end of the Patten phase of policing reforms in 2011, due to the difficulty of determining and agreeing a police estate that was 'sufficiently' softened and de-fortified.

The OOC noted evidence of a clear needs assessment, including an inventory and photographs of existing stations, and a comprehensive strategy with details on financing, construction and renovation. Also noted were architectural designs and specifications, security features and CCTV monitoring. Design factors included operational functionality, appearance in the neighbourhood, health and safety, and public accessibility issues.

Given the difficulty of determining with clarity when both the letter and the spirit of this recommendation have been met, as well as ongoing progress with respect to softening and de-fortification of police stations, the Board may wish to retain the issue of softening and de-fortification as part of its general monitoring of the PSNI Estate Strategy.

The implementation status of this recommendation was assessed as 'Substantial' in 2009 and remains 'Substantial' for 2010. In light of continuing work on the softening and de-fortification of police stations, this recommendation has progressed as expected and is therefore assessed as **green**.

RECOMMENDATION 53b: CIVILIAN RECEPTIONISTS

The Patten Commission envisaged the engagement of civilian Station Enquiry Assistants (SEAs) who were representative of their community and who would be the first point of contact for individuals attending the station to report a crime, provide a statement, pay a fine or adhere to bail conditions among other things. The civilianisation of SEAs was also intended to support the notion of community policing by providing members of the public the opportunity to be received and assisted by non-police personnel where this was considered safe and appropriate.

As noted by both the OOC in 2007 and the Policing Board's Human Resources Advisor in March 2009, although progress on this recommendation was made it has not been consistent. This inconsistency was mirrored in a subsequent Post-Implementation Review (PIR) – of an earlier Best Practice Review of Enquiry Offices – commissioned by the Policing Board.

The PIR was released in March 2009, and noted that although the majority of SEAs were police officers, civilian SEAs were now being used and that the PSNI was attempting to educate the public and its own employees regarding the role and function of civilian SEAs. However, their use remains subject to circumstances in individual DCUs. Specifically, the PIR noted that the PSNI was undertaking a review of the terms and conditions of employment of SEAs “with a view to standardising their terms and conditions and identifying career progressions routes” (page 12).

It is difficult to argue that progress on this recommendation has been strong, however it must be noted that the Patten Commission did not specifically recommend the civilianisation of SEA positions, but rather recommended that in softening and de-fortifying police stations as part of the wider peace initiative, station enquiry assistant positions could also be civilianised.

In a related effort, the PSNI reported that efforts to identify positions appropriate for civilianisation are ongoing across the organization. The PSNI reported that, as at 19 May 2010, a total of 381 police officers had been moved from administrative duties, a commendable effort, although the PSNI was not able to provide definitive evidence as to how many of these officers came from SEA posts. This information has since been requested as part of the PSNI's formal report on progress on the Resources to Risk initiative.

At its core Recommendation 53b involves the civilianisation of positions previously occupied by uniformed police officers and has strong and direct links to another unimplemented recommendation, specifically Recommendation 90 (Civilianization). The continued civilianization of SEA

posts could therefore be scrutinized as an aspect of Recommendation 90, which would also avoid the duplication of the Board's own monitoring efforts.

As proposed by the Policing Board's Human Resources advisor in March 2009, this recommendation has already been fully integrated into the Policing Board's HR Monitoring Framework, as part of the ongoing monitoring of the implementation of the PSNI's People Strategy.

In light of the strong relationship between the civilianisation of SEA positions and civilianisation generally, and the fact that the civilianisation of positions across the PSNI is a core aspect of the of the Human Resources Committee's ongoing work, the Board may wish to formally close Recommendation 53b.

RECOMMENDATION 76: DEVOLVED AUTHORITY TO DISTRICT COMMAND UNITS

The Patten Commission believed that decision making should be devolved as far as possible to those responsible for delivering services directly to the community, in this instance to District Commanders. Devolving authority was considered necessary by the Commission to facilitating the other organizational restructurings that had been recommended, such as Recommendation 97 (Slimmer Headquarters), while allowing District Commanders to operate the areas they were responsible for policing in a manner best suited to local circumstances and demands.

The appropriate devolution of authority became more important following the 2007 restructuring of the PSNI into its current eight District Command Units, which are far larger and more complex than the 29 originally recommended by the Patten Commission, many of which were acknowledged even then as being too small (page 70) for efficient management structures.

The final OOC report noted substantial progress on the devolution of authority across a broad spectrum of operations and administration to District Commanders. The PSNI supplied evidenced of policies and procedures extending the authority of District Commanders over the deployment of personnel, with assignment of responsibility, authority to purchase local goods and services, and the ability to fund local policing initiatives.

District Commanders had been provided with support staff to help manage their new responsibilities, and the PSNI developed a process to audit and evaluate the performance of District Commanders in the use of their

authorities and service level agreements with headquarters support departments.

In a 2009 recommendation status update, the PSNI confirmed that salary budgets would not be devolved to DCUs until 2011. With the exception of devolved salary budgets, all other aspects of implementation have been established. Given the significant changes to the PSNI's management structures and devolved authorities, the spirit if not the letter of this recommendation seem to have been sincerely addressed. In addition, the focus of Board scrutiny around issues of delegated authority has rightly shifted from determining whether DCU Commanders have the proper decision making authorities, to analysing and evaluating how and to what effect Commanders use the powers they already have.

As proposed by the Policing Board's Human Resources advisor in March 2009, this recommendation is already fully integrated into the Policing Board's HR Monitoring Framework, as part of the ongoing monitoring of the implementation of the PSNI's People Strategy.

The Board may wish to retain a notional focus on the eventual devolution of salary budgets currently scheduled for 2011. In light of the broad and actual devolution of authority provided to District Commanders, the Policing Board may wish to formally close the monitoring of Recommendation 76.

RECOMMENDATION 90: CIVILIANISATION

The Patten Commission believed that there should be as many police officers as possible available for patrol duties, particularly as police numbers would decrease substantially from those encountered by the Commission in 1999. It therefore recommended a rigorous programme of civilianisation of jobs which do not require police powers, training or experience. Exceptions were to be made only where it could be demonstrated that there was a good reason for a police officer to occupy a position.

Overall progress on this recommendation has been limited however, as noted by both the OOC and the Policing Board's Human Resources Advisor. An analysis of documentation provided indicates that an approximate total of 570 police posts were civilianised between 2000 and 2009. Even if 2001 is taken as the baseline year, the average number of police posts civilianised translated to approximately 70 per annum.

It is all the more remarkable therefore that the PSNI was able to report a total of 381 police officers having been moved out from administrative to other duties between June 2009 and May 2010. Much of this recent progress rests on the PSNI's concerted effort to review all posts in order to identify those appropriate for civilianisation, and the subsequent release of police officers to patrol duties. This should be welcomed, and ought to continue until the PSNI target of 600 police officers are released and actively engaged in neighbourhood or response policing duties.

What has not been clearly established is evidence of the full implementation of a strategic plan in relation to civilianisation, target dates to implement a rigorous programme of civilianisation, completion of target dates within the plan, confirmation of budgets, data relating to actual progress and management reports detailing the results of these initiatives. The Board may wish to retain this issue for close monitoring into the future, as well as ensuring that the civilianisation of Station Enquiry Assistants is included in this effort.

The implementation status of this recommendation was assessed as 'Moderate' in 2009 and remains 'Moderate' for 2010. In light of recent reported progress on the movement of police officers from administrative posts, this recommendation has progressed as expected and is therefore assessed as **green**.

RECOMMENDATION 93: IS/IT STRATEGY

The Patten Commission's vision for policing information technology involved concepts of paperless offices, mobile computers and laptops for patrol officers, electronic communications. Police officers and civilian staff were to have ready access to systems integrated with other criminal justice agencies, technical hardware and internet and *intranet* facilities. All of this IT was to be properly integrated, well resourced and effectively managed.

The Patten Commission therefore recommended that there be an urgent, independent and in-depth strategic review of the use of information technology to:

- Benchmark the Northern Ireland police against police services in the rest of the world
- Devise a properly resourced strategy that places police at the forefront of law enforcement technology within three to five years

- Deliver fully integrated technology systems that are readily accessible to all staff
- Advantage the best analytical and communications systems available
- Devise a strategic review and assess its implementation by having technology users play a key part
- Validate the strategic review by independent assessment

The final OOC report noted substantial progress in this area, although there were concerns about the potential delay to a call management system upgrade. However, as the final report also pointed out the contributions of independent validation had already proven beneficial to effective oversight.

Following on from the work of the Police Information Technology Organization, the National Police Improvement Agency (NPIA) began to appraise and validate the PSNI's Communication and Information Systems Strategy in 2007. This included projects that the PSNI then carried forward into its Strategy Refresh.

Since June 2009 a new arrangement with the Board has confirmed the NPIA's role in assessing among other things the overall delivery of the PSNI's Information Systems Strategy, programme and project governance, funding provisions, user impacts, value for money and accrued benefits. The NPIA will continue its work under the current arrangements until March 2011, and will review a variety of IS/IT issues.

The link with NPIA ensures that the PSNI is benchmarked and measured against current policing technologies and trends both in UK policing and elsewhere. The ongoing monitoring of the Strategy by the Policing Board's Resources and Improvements Committee, coupled with the ongoing work of the NPIA, represent an extremely robust and effective monitoring and implementation framework.

What has proven more challenging is placing the PSNI at the forefront of policing IT within five years, as originally envisioned by the Patten Commission. However, the progress that is reflected in the OOC's work and acknowledged by the NPIA remains significant. The growing sophistication of the issues the PSNI and the NPIA are currently discussing, as well as the steady transition of the IS/IT agenda beyond from the original Patten framework, are signs of the increasing importance of both a forward-looking IS/IT agenda and continued independent validation.

In light of continuing progress with respect to implementing the PSNI's Communication and Information Systems Strategy and ongoing robust independent validation, the Policing Board may wish to formally close the monitoring of Recommendation 93.

RECOMMENDATION 97: REORGANISATION OF HEADQUARTERS

The Patten Commission originally recommended a slimmer management structure at police headquarters to reflect a new focus on community policing and empowered District Commanders. The Commission also recommended the retention of one Deputy Chief Constable, a reduction in the number of 'Assistant Chief Officers' then in place, and the phasing out of the rank of Chief Superintendent.

The OOC's performance indicators reflected the sequence and specifics of the Patten recommendation by stipulating a requirement for the initial assignment of responsibility, a headquarters reorganisation plan reflecting the new structure, continuance of a single Deputy Chief Constable position, deletion of the post of Deputy Assistant Chief Constable, progress on reducing the number of Assistant Chief Officers, progress on reviewing the need for the Chief Superintendent rank, and ultimately evidence of goals, timelines and accomplishments.

Since that time the headquarters management structure has been reorganised along lines originally proposed in the Patten report. There is now one Deputy Chief Constable, the position of Deputy Assistant Chief Constable has been abolished and there are currently eight Assistant Chief Officers including civilian equivalents. As noted by the PSNI, the rank of Chief Superintendent is unlikely to be phased out in the near future, and is in fact widely recognised as a key command rank in the PSNI and in UK and other police services.

As assessed in previous reports to the Board, the focus of this recommendation's implementation shifted from an original emphasis on organizational and management structures to one of reducing the complement of police officers assigned to headquarters administrative functions. While this objective is consistent with both other Patten recommendations and good practice, as previous work commissioned by the Policing Board has already noted there is an inherent difficulty in determining the relative 'operational orientation' versus 'administrative

orientation' of certain headquarters positions, as well as their relative value and need.

Since the focus of this recommendation has in fact shifted to an emphasis on the increasing civilianisation of police officer posts as an objective in itself, as noted above, the issue is arguably more appropriately addressed through an outstanding Patten recommendation dealing specifically with civilianisation, in this instance Patten Recommendation 90 (Civilianisation).

In both June 2009 and June 2010 the implementation status of this recommendation was assessed as 'Substantial'. In light of the progress described, specifically the rank, structural and other changes directly linked to the original Patten recommendation, as well as the implementation of the OOC's related performance indicators, the requirements of this recommendation could be considered as having been met and the recommendation as **implemented**.

RECOMMENDATION 103: PHASING OUT OF THE FTR

The Patten Report Commission recommended that the Full Time Reserve (FTR) be wound up, as work contracts expired and as the security situation allowed, because the FTR had come about as a "direct result of the security situation of the last thirty years...to support the regular force in security-related policing work" (page 73).

As noted in previous assessment reports, progress on this recommendation has been relatively consistent, and the managed reduction of the FTR has resulted in a steadily decreasing FTR complement. The new Chief Constable has announced that the FTR will not be retained and that the current complement of regular police officers is sufficient.

As reported, assuming the successful implementation of the PSNI's phased FTR reduction programme, any remaining FTR officers will have left the PSNI by April 2011. This was confirmed by the PSNI, which stated in May 2010 that subject to securing the necessary funding, 225 FTR officers would be retained until March 2011.

As proposed by the Policing Board's Human Resources advisor in March 2009, this recommendation is already fully integrated into the Policing Board's HR Monitoring Framework, as part of the ongoing monitoring of the implementation of the PSNI's People Strategy.

The implementation status of this recommendation was assessed as 'Substantial' in 2009 and remains 'Substantial' for 2010. In light of the ongoing phasing out of members of the FTR, this recommendation has progressed as expected and is therefore assessed as **green**.

RECOMMENDATION 104: ENLARGEMENT OF THE PTR

The Patten Commission recommended the creation of a Part Time Reserve (PTR) to improve local representation in policing and to support regular police officers. The Commission noted that there was great advantage in a PTR that was "locally recruited from every neighbourhood in Northern Ireland, including a large proportion of women officers, enhancing the connection between the police and the community" (page 74).

The PSNI began recruiting Part Time Reserve officers in 2003. These were later renamed Police Officers Part Time (POPT). By the time of the OOC's final report in 2007 there were approximately 850 POPT serving in the PSNI, with the current POPT complement standing at approximately 700 officers.

In a subsequent development the Police Service determined that it would engage 400 Police Community Support Officers (PCSO) to augment its POPT, and began to develop a recruitment plan to that effect. However, the PCSO recruitment initiative was then placed on hold by the PSNI due to financial constraints. This remains the current status, and the Board may wish to retain this issue for close monitoring into the future.

The implementation status of this recommendation was assessed as 'Substantial' in 2009 and remains 'Substantial' for 2010. In light of the continued hold on recruiting PCSOs, this recommendation has not progressed as expected and is therefore assessed as **red**.

RECOMMENDATION 111: TRANSFER OF CIVIL SERVICE STAFF

The Patten Commission believed that the principle of having a balanced and representative police officer workforce should also be reflected in a balanced and representative civilian workforce. The Commission therefore recommended that the Northern Ireland Civil Service facilitate the transfer of police staff to other Northern Ireland departments. This recommendation was made firmly within the context of ensuring that the principle of representativeness was addressed across policing, and that a representative

workforce of civilian staff could be secured to mirror a representative workforce of police officers.

Since the previous assessment report in 2009, all civil servants seconded to the PSNI have become direct recruits of the PSNI effective 1 October 2008. As reported by the PSNI in August 2009, given the impending reduction in the number of civilian police staff it was unlikely that the balanced and representative civilian workforce envisioned by the Patten Commission can be achieved in the short to medium term.

As proposed by the Policing Board's Human Resources Advisor, this recommendation has already been integrated into the Policing Board's HR Monitoring Framework as part of the ongoing monitoring of the implementation of the PSNI's People Strategy.

The implementation status of this recommendation was assessed as 'Limited' in 2009 and remains 'Limited' for 2010. However, in light of the final transfer of police staff back to the Northern Ireland Civil Service, as well as the opportunities for creating a more balanced civilian workforce that recent PSNI efforts – to identify administrative posts that do not require police powers – should have created, there has been some progress as expected on this recommendation, therefore it is assessed as **amber**.

RECOMMENDATION 128: LATERAL ENTRY

In the firm belief that the infusion of diverse talent from elsewhere is beneficial to any police service, the Patten Commission's recommended that regardless of religion, lateral entry and secondments from other police services into the PSNI should be encouraged. The Commission also encouraged the secondment of PSNI officers into other police services and policing organizations.

The Government introduced regulations to facilitate the entry into the PSNI of serving police officers at the rank of constable, without first having to undergo recruit training. In February 2005 the Chief Constable and the Commissioner of An Garda Síochána (AGS) signed a protocol setting forth procedures for the secondment of police officers between the two organisations.

Between 2001 and 2007 the PSNI accepted 72 constables and 41 ranking officers from other police services in the UK, including two Chief Constables. In response to specific requirements, the PSNI also ensured the lateral entry of

experienced detectives from other services, as well as the lateral entry of police officers at the rank of sergeant and above.

Since the publication of the final OOC report the PSNI has been able to expand its secondment and lateral entry programme significantly. For example, between September 2009 and March 2010 a total of 39 police officers were seconded into or out of the PSNI. These figures include four PSNI officers seconded to international policing organisations or initiatives, including secondments to Europol for service in Afghanistan, as well as to Kosovo and South East Asia.

There have also been 18 officers seconded to other UK police agencies, including secondments to the National Policing Improvement Agency, the Association of Chief Police Officers, Her Majesty's Inspectorate of Constabulary and the International Police Academy at Bramshill, as well as to the UK Borders Agency.

A total of four PSNI officers were seconded to AGS while two AGS officers were seconded to the PSNI, including a superintendent with full police powers. There were also a total 14 study visits to Northern Ireland during this period, from countries including Vietnam, Jordan, Latvia, Bulgaria and the Lebanon among others.

The increasing contacts and movements of personnel between the PSNI and AGS are of welcome note. This was of specific importance to the Patten Commission as a means of bringing the two organisations closer together operationally. This has already brought significant results, and the growing levels of cooperation and coordination between PSNI and AGS, particularly in the face of an increased dissident threat, is a credit and a support to both organisations.

What has been implemented includes the identification and recruitment of experienced police officers into the PSNI, a strategy to recruit experienced civilian staff into the PSNI, and reports and assessments on the number and diversity of officers recruited.

As proposed by the Policing Board's Human Resources advisor in March 2009, this recommendation is already fully integrated into the Policing Board's HR Monitoring Framework, as part of the ongoing monitoring of the implementation of the PSNI's People Strategy.

The implementation status of this recommendation was assessed as 'Substantial' in 2009 and remains 'Substantial' for 2010. In light of the of

positive developments described, specifically the continued secondment and lateral entry of police officers both out of and into the PSNI, particularly in terms of cementing operational relations with AGS, this recommendation has progressed as expected and is therefore assessed as **green**.

RECOMMENDATION 131: NEW POLICE COLLEGE

The Patten Commission originally recommended a new police college for several reasons:

- In recognition that the training facilities at Garnerville were outmoded
- To consolidate the other changes made in policing, particularly for new recruits
- To recognise the central role that training played in any modern police service

This has always been one of the Patten Commission's more crucial recommendations, and it is encouraging to note continued progress following so many years of uncertainty. Although the OOC noted substantial progress in its final report, including the development of facility and capacity plans, financial cost estimates and the exploration of partnership opportunities, it also commented on the long time this recommendation had taken to achieve some form of practical resolution.

There has been some progress on the implementation of this recommendation since the previous assessment report in 2009. At that time the PSNI reported progress on several key steps including a design brief for the new college to be agreed by May 2009, a concept design to be agreed by June, a design to be agreed by mid-September, and a final business case with costs submitted by October 2009. The revised estimated date of completion for the new college was now put at 2012 or 2013.

The PSNI reported that if adhered to, these steps could secure a fully detailed and completed design as well as a contractor on site by the end of 2010. However, in March 2010 the PSNI reported that the Business Case remained under consideration and that planning was still to be submitted. The PSNI also noted the affordability issue, which was unlikely to be addressed prior to the outcome of the CSR 2010 Bid.

A new police college is more than merely a concrete manifestation of the Patten Commission's new beginning for policing. A new college also represents a practical response to the aging and cramped facilities at Garnerville, and the Board may wish to retain this issue for close monitoring into the future,.

The implementation status of this recommendation was assessed as 'Substantial' in 2009 and remains 'Substantial' for 2010. In light of continuing progress with respect to ongoing work on finalising the police college design

and proceeding with the business case, there has been some progress as expected on this recommendation, therefore it is assessed as **amber**.

PART V

OUTSTANDING PATTEN RECOMMENDATIONS AND FUTURE IMPLEMENTATION

As was noted above, since the Patten Commission released its report and 175 recommendations for policing reform in 1999, the police, community and others have overseen the implementation of approximately 92% of the original recommendations. This is an exceptional figure in any change context, not least because of the sheer number and complexity of the many recommendations. Addressing the challenges of meaningful policing reform amid an unfolding peace process, disarmament initiatives and continued tensions, stands as an even more remarkable achievement.

The Policing Board itself has effectively monitored the implementation or resolution of 17, or approximately 53%, of the 32 outstanding recommendations that the Board took responsibility for in 2007; if the assessments contained in the present report are accepted this figure rises to 21 recommendations resolved, or approximately 66%. This is also a solid achievement and represents a natural progression in oversight and implementation monitoring, from a framework based on Patten and developed by the OOC to one developed by and for the Policing Board.

CURRENT CHALLENGES

If recommendations have remained unimplemented despite the employment of various oversight and monitoring mechanisms, as well as a round decade for implementation, it is fair to say this probably has more to do with the nature of the remaining recommendations than with any other single factor.

It should be acknowledged that certain recommendations, including many of the ones that remain today, were always going to take more time to reach full implementation than others due to an inherently longer span – such as planning, funding and constructing a new police college, or conceptual and other complexities – such as determining when community policing has become the *core* function of the police service – among others.

Certain recommendations also contain ambiguous or aspirational elements which complicate an effective evaluation of progress, such as working towards a 'sufficiently' softened and de-fortified police estate. Similarly, monitoring the slow and hopefully steady civilianisation of the PSNI, and ensuring that this population reflects the makeup of the wider community, inevitably involves a lengthy monitoring time frame.

Regardless of these challenges however, it is widely accepted that the formal Patten phase of policing reforms in Northern Ireland is drawing to a close and will end in March 2011. This also ends any related financial and other mechanisms, including certain police severance benefits and retraining services among others.

The closing of the Patten phase of policing reforms now underscores the critical transition of policing in Northern Ireland overall from a framework dependent on and influenced by measures laid out by the Patten Commission and its successors, to one increasingly – and almost exclusively – based on deliberations and decisions made by the Policing Board. This becomes of critical importance as the community and the Policing Board determine how policing should evolve beyond 2011.

POWERS AND ABILITIES OF THE BOARD

The previous assessment report identified the potential need for the Policing Board to develop a more specific monitoring and performance measurement mechanism to assist the assessment of ongoing progress, and ultimately the full and final implementation of the remaining Patten recommendations.

The power and the ability of the Board to achieve these aims are both proven and considerable. For example, The Board employs those powers and abilities effectively in its work in the area of human rights. By creating the Human Rights Advisor role and ensuring the development of detailed and consistent human rights policing reviews, as well as recommendations for improvement, the Board has both confirmed its statutory function and developed its own objectives and strategies for human rights policing into the future.

The ongoing monitoring of the PSNI's IS/IT strategy by the Board's Resources and Improvements Committee and the NPIA also represents a robust and effective monitoring and implementation framework, and ensures that the

PSNI continues to be benchmarked against evolving trends in policing information technology and developments.

Under the Police (Northern Ireland) Act 2000, as amended by the Police (Northern Ireland) Act 2003, the Policing Board has statutory powers and duties to determine among other things policing objectives, monitor what the PSNI does in meeting those objectives, and determine how the PSNI performs against meeting the targets established by the Board.

This clearly has a forward-looking element, with policing objectives then being detailed in an annual policing plan, and PSNI responses and effectiveness in the meeting objectives that are spelled out in detailed performance plans. This necessarily forward-looking role is safeguarded in legislation, allowing the Board relatively broad discretion not only to develop a vision for the evolution of policing in cooperation with the PSNI and others, but to develop the ways and means by which the Board may assure itself that the vision becomes reality.

This role and its practical manifestations are again confirmed in the 2009 NIO/Policing Board Framework Governance Document, which notes the specific responsibility of the Chief Constable to develop, adopt and implement the objectives and targets agreed by the Board (paragraph 8.1) and also to demonstrate via the policing plan how the Chief Constable aims to fulfil the objectives, performance indicators and targets set by the Policing Board (paragraph 15.1).

POSSIBLE OPTIONS GOING FORWARD

1) Maintain the current Patten-based monitoring framework

The Policing Board could choose to maintain the current monitoring framework and continue to review progress against existing Patten formulations and OOC performance measures.

The benefits of maintaining the existing monitoring framework include a familiar and known approach; continuity with past assessments and benchmarks; consistency for the benefit of both the Board and the PSNI; maintaining an important link to the Patten-initiated policing reforms now so well advanced.

The disadvantages include continuing the Patten-related mechanisms beyond the formal close of that phase of reforms; the increasing disconnect

between present circumstances and the specifics of a recommendation developed over a decade ago; the increasing disconnect with and rigidity of performance indicators developed close to a decade ago; possible fatigue within the PSNI and the wider community with the Patten-related reform framework; an increasing entrenchment of organizational perspectives around the remaining recommendations and performance measures.

2) Incorporate remaining issues into existing monitoring frameworks where possible or develop new frameworks where required

The Board could choose to employ existing monitoring frameworks or develop new ones based on objectives and performance measures of its own determination.

The benefits of developing its own monitoring framework include a recognition of the end of the formal Patten phase of reforms; a confirmation of the central role of the Board in shaping the evolution of policing; greater influence over the direction of policing into the future; a greater ability to employ its own methods to assist and shape all strands of policing and at all levels.

The disadvantages include developing a revised monitoring framework or adapting existing ones; developing specific performance measures that would guide and delineate possible methods and timeframes of implementation; the establishment of agreeing with the PSNI, and possible others, of the viability and legitimacy of this new approach; the development and support of any revised organizational approaches required to manage the new monitoring framework.

OUTSTANDING RECOMMENDATIONS

There are two different types of Patten recommendations that remain outstanding.

- | | |
|-----------|--|
| 1) | The recommendation is outstanding, however the underlying issues closely mirror those already scrutinised through a strong existing monitoring framework, and the underlying issues can be monitored |
|-----------|--|

	generally
2)	The recommendation is outstanding, however the underlying issues are critical enough to warrant specific monitoring, and the strengthening of existing monitoring frameworks or the development of new ones

PROPOSAL FOR PROCEEDING

The outstanding Patten recommendations that fall into the first group, which are not deemed critical but which the Board might retain an interest in monitoring – for example 4, 53a, 103, 111 or 128 – could be integrated within existing Board monitoring frameworks as a means of ensuring that their underlying issues are not neglected or lost.

The outstanding Patten recommendations that fall into the second group, which are deemed critical and which the Board has a particular interest in seeing implemented – for example 44, 45, 49, 90, 104 or 131 – might benefit from more specific scrutiny. *The Policing Board should therefore consider developing specific monitoring frameworks to support its ongoing implementation oversight work in those areas.*

Since the Board is already exercising its prerogative to develop monitoring systems suited to its needs and objectives, it would be logical to extend this approach to those outstanding Patten recommendations that fall into the second group.

As noted above, the ability to do this effectively is already evidenced in the focused and specialised monitoring frameworks found in the Board's work on human rights and policing IT.

Any new approach should acknowledge the successes of the PSNI since the Patten phase of policing reforms began. To maintain continuity with past work, key elements of the remaining recommendations could be incorporated into any future work to ensure they are reflected, refreshed or strengthened where possible. Another important factor in driving forward continuous improvements would be the identification and assessment of good practices elsewhere that are seen to have a direct bearing on a key issue being monitored.

Where appropriate, new monitoring frameworks could be agreed in partnership with the PSNI to increase understanding and encourage progress, while facilitating the future assessment of progress or difficulties. New monitoring frameworks could also include the identification of key decision making positions, detailed time lines, significant implementation milestones, including an 'end state' where required, plans and strategies to guide implementation, and detailed analyses and evaluations during and after implementation.

The Policing Board is the sole institution in Northern Ireland that has both the statutory powers and the ability to develop a policing vision into the future. By doing this effectively, the Board guarantees that the momentum of change already underway is not lost, and that improvements and necessary adjustments to ongoing initiatives continue well into the future.

PART VI

TABLES

The progress measures used in the following tables are explained in greater detail on page 2 above and are those developed by the OOC and used throughout the subsequent assessment process.

Comp = Completed **Subs** = Substantial **Mod** = Moderate **Lim** = Limited **Min** = Minimal

Traffic Light: **Blue** indicates a recommendation that has been assessed as implemented, **Green** indicates a recommendation that has progressed as expected, **Amber** indicates a recommendation where there has been some progress as expected, and **Red** indicates a recommendation where expected progress has not occurred.

Individual recommendation progress is indicated by an arrow:

←

A recommendation for which monitoring has been discontinued is indicated by:

Closed

Recommendation	May 2008					May 2009				
	Comp	Subs	Mod	Lim	Min	Comp	Subs	Mod	Lim	Min
4		X					X			
44		X					X			
45		X					X			
49		X					X			
53a		←					X			
53b				X					X	
63			X			←				
76		X					X			
90			←					X		
93		X					X			
97			X				X			
103		←					X			
104		←					X			
111				X					X	
115		←				<i>Closed</i>				
116					X	<i>Closed</i>				
127				←		<i>Closed</i>				
128		X					X			

131		X					X			
132		X				←				
149				X		←				
Recommendation	Comp	Subs	Mod	Lim	Min	Comp	Subs	Mod	Lim	Min

Table 2 – Assessed Progress between 2007 and 2008

Recommendation	May 2007					May 2008				
	Comp	Subs	Mod	Lim	Min	Comp	Subs	Mod	Lim	Min
4		X					X			
44		X					X			
45		X					X			
49		X					X			
53a			X				←			
53b				X					X	
62			X			←				
63			X					X		
65	X					X				
76		X					X			
90				X				←		
93		X					X			
97			X					X		
103			X				←			
104			X				←			
109		X				←				
111				X					X	
112		X				←				
115			X				←			
116					X					X
127					X				←	
128		X					X			
131		X					X			
132		X					X			
144		X				←				
149				X					X	
159			X			←				
160			X			←				
167			X			←				
168		X				←				
169		X				←				
170		X				←				
Recommendation	Comp	Subs	Mod	Lim	Min	Comp	Subs	Mod	Lim	Min