

An Independent Assessment of  
the Northern Ireland Policing Board  
**Report of the Independent Assessment Panel**  
November 2005





# Executive Summary

The Independent Review Panel was commissioned by the Northern Ireland Policing Board to review the performance of the Board over its first four years of operation and to identify key areas for future action.

The agreed terms of reference were:-

To assess the performance and effectiveness of the Board, identifying key learning experiences, especially with regard to:

- The extent to which the Board has fulfilled the “Patten vision” of its role
- The impact the Board has had within the new policing arrangements
- The statutory framework within which the Board operates and the extent to which it has fulfilled its statutory obligations.

The Panel undertook a review of a wide range of available written materials, including the recent Reports of the Oversight Commissioner and of the Northern Ireland Affairs Committee of the House of Commons. The Panel received representations from many interested bodies and interviewed key stakeholders, whom the Panel had identified.

The Panel found that the Board is well organised and led and that its Members and Officers are highly committed to the task of securing the best possible policing arrangements for Northern Ireland.

The Panel concentrated on five key areas for scrutiny:

- Leadership and Strategic Planning
- Performance Management
- Community Engagement
- Corporate Governance and Structures
- Human Rights

Within each area, the Panel sought to identify not just the major achievements of the Board, but also those key strategic areas where the Board would benefit by concentrating their efforts in the short to medium term. The most important of these are highlighted within the recommendations set out in full in each chapter.

## Leadership and Strategic Planning

The Panel has heard a wide range of opinion to the effect that not only has the Board survived in a political situation that made survival very difficult, but has also been able to provide effective leadership in the development of policing in Northern Ireland.

Of the 175 recommendations made by the Independent Commission on Policing Reform (“the Patten Commission”) some 140 have been substantially accomplished, leading the Oversight Commissioner to praise the leadership of the Policing Board as being key to the achievement of such positive results.

The Board, particularly through its committees, has given strong leadership to assist the PSNI in the development of policy and strategy in a range of areas including Human Resources, Training, Information Technology, Estates, Finance, and Human Rights. However, Members of the Board must resist the temptation to become overly involved in the implementation of policy; this is the responsibility of the Chief Constable, although there is also a requirement on him to demonstrate that the PSNI does have the business management expertise to implement policy effectively.

The Panel believe it is timely for the Board to take a clear lead in setting the policing agenda by identifying those key interests and major concerns about policing, particularly within the most hard to reach communities, and giving support to the PSNI in embracing all sections of the community in the new policing arrangements.

This will necessitate the Board being more proactive in engaging with challenging communities across Northern Ireland and, rather than reacting to events, actually working with the community and other agencies to identify the key issues to be addressed. The community should have a voice not only in identifying their concerns but also in prioritising those areas for action and holding to account those responsible for delivery.

Such activity should extend beyond the Board meetings held outside Belfast and will require a much greater interaction with communities including specific sections and representatives, Non-Governmental Organisations (NGOs), Youth Groups, Minorities etc.

There also seems to be a case for a greater degree of communication between the Board and the Ombudsman, given that the objectives of both often coincide. Whether this takes the form of longer, more frequent meetings between the two or closer liaison at officer level, is a matter for the Board.

## Performance Management

The Panel have been impressed by the work done by the Board in setting the service-wide agenda for policing and establishing the targets which the PSNI are expected to achieve.

Performance of the PSNI against these targets, and also more generally, is scrutinised within the Committees with senior police officers being subject to fairly robust questioning by Members. This takes place in private.

The public scrutiny of the performance of the PSNI occurs in the public part of the Board Meetings when Members of the Board pose questions, with prior notice having been given, to the Chief Constable for his response. However, many of these questions are, by prior agreement, asked in the private session.

The essentially private nature of most of the process has been understandable in the sensitive political climate which has been a feature of the first four years of the Board and it has enabled Members, on a confidential basis, to receive more detailed briefings without causing potential damage through public disclosure, to police operations and the prosecution of alleged offenders. We are also aware of the likelihood of greater consensus during private sessions.

Currently, there is no provision for Members of the public to personally ask questions of the Chief Constable during the public session. This area would benefit from a review.

## Community Engagement

The Patten Commission recommended the establishment of a District Policing Partnership ("DPP") in each District Council area (26 DPPs with 4 sub-groups of the Belfast DPP).

The Panel see it as a considerable achievement for the Board, with District Councils to have established DPPs in all areas and to have provided resources for them to pursue their work.

The selection and recruitment of independent Members to serve on each DPP has also been a major success resulting in the appointment of many able and dedicated Members who also brought a wide spread of diverse community representation. A varied term reappointment process to a second term for these Members would assist in succession management and it is suggested that the Board approach the Northern Ireland Office to seek the necessary change in legislation.

Most of the DPPs have now been in existence for over two years and many are already making significant progress in helping to fulfil the Patten vision of their role. At the heart of that vision is the development of truly representative local forums dedicated to developing policing, improving public confidence in policing and holding the police to account locally for their performance.

The Board have recently completed a comprehensive review of DPPs and intend to implement a series of recommendations designed to improve the effectiveness of DPPs and the support to their members.

Nevertheless, there are opportunities for the Board to provide clearer direction and guidance to DPPs in a number of important areas. These include:

- A bespoke induction and training of new Members of DPPs. This should include understanding of the role of DPPs, familiarisation with PSNI issues in the local area and visits to local police stations,
- the development of a process for improving the links with the Board to facilitate the cross-fertilisation of ideas and initiatives,
- a review of the mechanisms that could be used in the very important tasks of engaging all communities in the development of policing and increasing public confidence in policing, and

- development and adoption by the Board of a community engagements action plan which informs and structures the work of the DPPs.

## Corporate Governance and Structures

Membership of the Board includes ten Members originally nominated as Members of the Northern Ireland Assembly and nine independent Members appointed after a comprehensive recruitment process by the Secretary of State for Northern Ireland. All nineteen Members were reappointed by the Secretary of State following the suspension of the Assembly in October 2002. In August 2005, the Secretary of State announced a roll forward of existing appointments until October 2006.

The political Membership of the Board currently reflects the elections of 1998 and does not represent the balance between the political parties following the latest elections in 2005. There is no doubt that as presently constituted, the Board does not represent the most recent democratic vote in Northern Ireland and some constituent political parties feel unfairly disadvantaged by this. For our part we simply record the issue and express concern that it should not be allowed to detract from the corporate work of the Board, which is so crucial in our view to the future development of policing in Northern Ireland.

The demands on Members are substantial and increasing. The time commitment required to effectively fulfil their responsibilities is well beyond that envisaged when the Board was first set up and there is a need for this to be reviewed.

One negative consequence of this disconnect between allocated days and expected contribution of Members, is poor attendance on training days and at ad hoc events organised for the benefit of Members e.g. the joint PSNI/ Policing Board Strategy Event arranged to agree the policing priorities for inclusion in the Annual Policing Plan. Such events and training days are crucially important if Members are to be effective in their contribution to policing.

Only a small percentage of the work of the Board and its committees is conducted in public. Doubtless, this has been justified during the first four years to facilitate progress and achieve some consensus. The more business that is dealt with in public the better able is the Board to publicise its role and gain the confidence of the community. The Chairman (and in his absence the Vice - Chairman) is the official spokesperson of the Board and the political Members in their public utterances should not undermine this role. It may be timely for the Board to review:

- the amount of its business conducted in public
- the more effective identification and communication of the work it is doing and its achievements.

## Human Rights

The Patten Commission noted that the fundamental purpose of policing should be ‘the protection and vindication of the human rights of all.’ Its very first recommendation, which the Oversight Commissioner recognised as fundamental to all of its recommendations, was that there should be ‘a comprehensive programme of action to focus policing in Northern Ireland on a human rights based approach.’

In the period since the publication of the Patten Report and the establishment of the Northern Ireland Policing Board, great progress has been made towards the creation of a police service which is not just human rights compliant but which has a positive and structured approach to the creation of a dynamic human rights regime.

The approach of the Board to creating a human rights compliant service has been professional and systematic and it is significant that the experience of the Board is regularly used by the Council of Europe in devising its human rights based policy on policing and for many external police forces Northern Ireland has now become a model to be followed.

Education and training in the human rights based approach is equally necessary for the police who must implement it, and for the Board that must monitor that implementation, and for Members of the DPPs which are in a way the arms of the Board working at the coal face. The Board itself must always retain its primary responsibility for holding the police accountable for ‘the protection and vindication of the human rights of all.’

## Conclusion

The Review Panel has been very impressed with the contribution which the Board has made in its first four years of operation towards fulfilling the challenging recommendations made by the Patten Commission for policing in Northern Ireland.

The very survival of the Board in a political climate not envisaged by Patten has been a major achievement in itself, but the Board has also been able to develop many of the individual recommendations as well.

As progress is now hopefully made towards the “normalisation “ of policing in Northern Ireland and the potential devolution of governmental responsibility for policing to the Northern Ireland Assembly, the Panel believe the Board will have an increasingly important role in the development and oversight of policing.

In that context, we believe that the Board needs fully to embrace the Police Reform Programme as it develops across the United Kingdom. That involves engaging all sections of the community in setting policing priorities and holding the police to account for the delivery of an effective, efficient and impartial policing service in accordance with those priorities.

# 1. Introduction

The Northern Ireland Policing Board, (“the Board”), was established in November 2001 to succeed the former Police Authority for Northern Ireland. The powers and duties of the Board are set out in legislation and especially in the Police (Northern Ireland) Act 2000.

The Board determined that an independent review of its performance should be undertaken as it reaches the end of its first four years of operation.

The Board established a Review Panel for this purpose, with the following Membership:

Sir Keith Povey - Panel Chairman  
Graham Gordon- including role of Panel Secretary  
Rotha Johnston  
Professor James Mackey  
Dr Maurice Manning

The agreed terms of reference were:-

To assess the performance and effectiveness of the Board, identifying key learning experiences, especially with regard to:

- The extent to which the Board has fulfilled the “Patten vision” of its role
- The impact the Board has had within the new policing arrangements
- The statutory framework within which the Board operates and the extent to which it has fulfilled its statutory obligations.

The Panel conducted a review of the available reports into the working of the Board by other agencies, met with a range of organisations and reviewed internal Board documents and procedures. A summary of these organisations and documents is listed at Appendices 1 and 2.

The review was carried out during the period June to September 2005. This Report is offered as the Review Panel’s independent assessment of the performance of the Board over its first four year term.

The Review Panel was conscious of the need not to duplicate the many other reviews of the Board which have already been undertaken by other agencies, including those established by statute and otherwise, and has drawn upon the conclusions of those reviews. Indeed, the amount of scrutiny and monitoring to which the Board and the PSNI are subject is very substantial and, in the experience of the Panel Members, is far greater than any similar public body in the UK. It is to the credit of both organisations that the majority of these reviews have resulted in broadly positive conclusions. It is apparent to the Panel that where a review has identified shortcomings or areas for improvement these have been addressed positively by the Board taking significant action in respect of them. Where it considered it to be appropriate, the Review Panel has welcomed discussions with those agencies, to further inform its conclusions.

The Review Panel wishes to record its appreciation for the assistance given to it by the Chairman, Vice - Chairman and Members of the Board, the Chief Executive and senior officers of the Board, the Chief Constable and senior officers of the PSNI, the Office of the Oversight Commissioner, the Police Ombudsman, the Northern Ireland Office, Her Majesty’s Inspector of Constabulary, the Northern Ireland Human Rights Commission, representatives of the political parties sitting on the Board and the DPPs and to all those organisations and individuals whose views have been made available to the Panel.

The Review Panel has carefully considered the achievements of the Board in the difficult political climate in Northern Ireland and also the concerns and criticisms it has heard about the Board in preparing this independent assessment of the first four years.

The recommendations contained in this Report and summarised in Chapter 8, are designed to assist the Board to build on its present strengths and to develop a strategic approach post-Patten which will embrace Police Reform and make a crucial contribution to bringing about even greater confidence in the policing of Northern Ireland amongst all sections of the community.

Whilst this report does identify important areas for further development, the substantial achievements of the Board during its first four years should not be underestimated. Substantial progress has been made in the midst of a highly complex and challenging environment and it is to the credit of all Members that the Board continues to make a positive contribution to efficient and effective policing in Northern Ireland.

## 2. Leadership And Strategic Planning

### Leadership

The Panel has sought to identify those areas in which the Board, despite the acknowledged difficulties resulting from the unresolved political situation in Northern Ireland, has managed to provide effective leadership in progressing the implementation of the 175 recommendations of the Patten Commission. It is apparent that of those recommendations, some 140 have been substantially accomplished.

In his 13<sup>th</sup> Report, the Oversight Commissioner has acknowledged that “the primary institutions of policing – the Police Service, the Policing Board and the Ombudsman - have largely accomplished or are well on the way to accomplishing the recommendations full intent”. In the same report he identifies that the leadership of the Policing Board (the Chairman and Vice-Chairman and the Board’s Committees) has been key to achieving positive results in respect of the recommendations relating to the democratic, legal, financial and internal accountability of the police service.

The Panel has heard a wide range of opinion to the effect that not only has the Board survived, in a political situation that made survival very difficult, but has also been able to provide effective leadership in the development of policing in Northern Ireland. This, in itself, is a very substantial achievement.

One significant issue, on which the Board faced a huge challenge, was in the settling of a new badge and emblem for the PSNI. The Board sought, and to its great credit, achieved a new emblem which included those features which were necessary to secure acceptance. The Panel recognise that as a major achievement, as does the Oversight Commissioner.

The Panel has heard that the Board, particularly through its committees, has given strong leadership to assist the PSNI to develop key strategies in the areas of Human Resources, where the recommendations of the Patten Commission concerning the composition of the PSNI are very demanding. This leadership has also assisted in the development of Police Training, Information Technology, the Estates Strategy, PSNI Finance, and, very crucially, in the development of a culture in the service based upon the principles of Human Rights. (Human Rights issues are examined in more detail in Chapter 6).

In Chapter 4 the development of community involvement in policing through the creation of District Policing Partnerships (DPPs) is considered, but it needs to be acknowledged here that the leadership of the Board has been instrumental in establishing the present network of DPPs. This has required considerable effort and dedication by the Board as well as the allocation of the necessary funding and is seen by the Panel as another notable achievement of the Board.

The Panel has been impressed by the progress the Board has made in developing access to outside expertise, including the appointment of prominent Human Rights lawyers to advise on Human Rights issues, the Police Information Technology Organisation (PITO), to advise on IT development, Sir Dan Crompton, a former HMI, as advisor on Human Resources, and the involvement of academic institutions in its survey work.

In addition the Board has sought effectively to utilise the professional expertise and skills of both its Members and Officers, to positive effect.

### Areas for future consideration

Four years on, the Panel believe there is still much for the Board to do in building on these achievements, to progress further the work of developing an accountable police service and policing arrangements which can command universal support in Northern Ireland.

The Panel believe it is timely for the Board to take a clear lead in setting the policing agenda by identifying those key interests and major concerns about policing, particularly within the most hard to reach communities, and giving support to the PSNI in embracing all sections of the community in the new policing arrangements.

This will necessitate the Board being more proactive in engaging with challenging communities across Northern Ireland and, rather than reacting to events, actually working with the community and other agencies to identify the key issues to be addressed. The community should have a voice not only in identifying their concerns but also in prioritising those areas for action and holding to account those responsible for delivery.

The Panel does not underestimate this challenge, but it does seem a natural extension of the Board's leadership role to develop beyond its current function and act as a real catalyst in setting and driving the policing agenda.

Such activity should extend beyond the Board meetings held outside Belfast and will require a much greater interaction with communities including specific sections and representatives, Non-Governmental Organisations (NGOs), Youth Groups, Minorities etc.

Although this issue is addressed in part within this section of the report, the involvement of the DPPs will be crucial and so the topic is revisited in Chapter 4 under Community Engagement.

## Recommendation 1

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That the Board takes a clear lead in identifying the issues of most concern to communities with a view to better informing the strategic planning of the PSNI and the Board.

The Panel has also heard from many sources that there is a question as to whether the Board has done sufficient to communicate its achievements or raise public awareness about the issues which it is addressing. This is considered in more detail in Chapter 5 and is an important task for the Board if it is to overcome the perception amongst many sections of the community that it is not approaching issues in a corporate and effective way.

## Strategic Planning

We heard from the Oversight Commission and the Northern Ireland Office and others that the mechanisms adopted by the Board in developing its policies and plans are excellent and indeed are a model which is being followed elsewhere.

The extensive research undertaken or commissioned by the Board has greatly assisted the development of policies relevant to the Northern Ireland situation and in the setting of targets for the PSNI to achieve. The surveys of public opinion have been particularly informative.

The development of clear and well-presented Corporate Plans, Policing Plans and Annual Reports has been achieved and these form the basis for the developments required.

The Panel have been impressed with the overall standard of strategic planning by the Board and the quality of the publications which it has issued.

The Panel is aware that the Chairman and Vice-Chairman of the Board have played an important role in providing direction and balance to the work of the Board. The Committee Chairs, to whom the Panel spoke, have also demonstrated, in our view, a huge personal commitment in helping the PSNI to give effect to the recommendations of the Patten Commission. This has been seen particularly in the areas of Human Resources and the recruitment policies required and in the establishing of DPPs and the recruitment of independent Members to serve on them.

It is also apparent to the Panel that in many other key areas of policing the Committees have given close attention to future planning and have significantly helped the PSNI to develop their approach. Examples which were highlighted for us include the proposed development of a new Training College, IT development, the creation of an integrated Special Branch and Crime Operations Departments, and the whole area of Human Rights, of which more in Chapter 6.

## Areas for future consideration

The substantial progress made in strategic planning must, in our view, be maintained if the Board is to sustain the progress achieved thus far and tackle the challenges which lie ahead. These challenges include the financial pressures which will inevitably arise and the removal of the role of the Oversight Commissioner with the resulting enhancement of the role of the Board. The future potential devolution of power to the Northern Ireland Assembly, as envisaged by Patten, will also stretch the role of the Board. We see the Board's role as crucial in developing clearly focussed strategies to deal with the difficult choices which will have to be made.

The Panel has heard from the PSNI and the other consultees some concerns as to whether the Board has strayed from its strategic role and sought to involve itself in the more detailed day to day implementation of some of the functions of the PSNI. What has been described to us as a tendency by the Board to involve itself in the "micro-management" of the PSNI.

The implementation of policy is the responsibility of the Chief Constable. Tensions arise and an overlap of the boundaries ensues when there is a lack of confidence that the policy is being implemented to the satisfaction of the Board. Human Resources and Training and Development are current examples.

The Board should not be involved in the detail of policy implementation, but, at the same time, there is a responsibility on the PSNI to demonstrate that it has the business management expertise to implement policy effectively.

This, in the view of the Panel is an important area for the Board to consider carefully in the future. It will be essential for the Board to address this, particularly if its monitoring role should be enhanced when the Oversight Commission ceases to function and when responsibility for policing is devolved to the Northern Ireland Assembly, as envisaged.

The Panel witnessed a debate during a meeting of the Board in which there was obvious confusion and some conflict as to the actions required to address the concerns of some Board Members, regarding the capacity and commitment of some PSNI managers to achieve desired outcomes. Whilst acknowledging that such differences are the exception rather than the rule, it is in just such circumstances that there need to be agreed processes and protocols to determine the necessary action to restore confidence. Such a process should address the informal, formal, and statutory requirements of the Board.

## Recommendation 2

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That the Board develops a formal process, to be implemented in a graduated manner, designed to address any perceived failures of management within the PSNI.

Our attention has also been drawn to the question as to whether the Board pays sufficient attention, in its strategic oversight of complaints against the police, to the Reports of complaint investigations (Regulation 20 reports) submitted by the Police Ombudsman.

The Ombudsman expressed a serious concern that the Board were failing to take advantage of the learning opportunities presented within the Regulation 20 reports which were submitted to the Board on completion of an investigation. In the view of the Panel this is more of a communication issue than omission by the Board, as we were informed of a clear process by Board officers to address Regulation 20 reports. It is apparent that there is a need to keep the Ombudsman better informed as to outcomes.

Additionally, the PSNI have a Regulation 20 Committee whose role is to scrutinise each Regulation 20 report received, prepare any required action plan and report progress to the Ombudsman. These reports are also copied to the Human Rights and Professional Standards Committee of the Board.

The Panel is of the opinion that this process could be further strengthened if a member of the Board, probably the Chair of the Human Rights and Professional Standards Committee, were invited to a seat on the PSNI Regulation 20 Committee.

There does seem to be a case for a greater degree of communication between the Board and the Ombudsman, given that the objectives of both often coincide. Whether this takes the form of longer, more frequent meetings between the two or closer liaison at officer level, is a matter for the Board, but the present situation does need to be addressed.

## Recommendation 3

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That the Board approaches the PSNI and requests Membership of the Regulation 20 Committee.

Whilst the quality of the research undertaken by the Board has rightly been praised by the Panel, we have heard that it is not always clear that a positive result can be seen from the information gleaned in the research. Some of the research produces significant concerns, as in a recent survey of the attitudes of young people to policing in North Belfast, and it is important that the Board is seen to give proper consideration and weight to the information it has obtained.

Research is also costly, both in terms of finance and time commitment. Whilst the Board has undertaken a number of joint research projects (for example Views of Young People with the Office of the Police Ombudsman for Northern Ireland (OPONI), Views of the Black and Minority Ethnic Population and the views of the Lesbian, Gay and Bi-sexual Population towards the new policing arrangements in Northern Ireland with OPONI, and Victim Satisfaction surveys with PSNI), the Panel believe that the Board should be seeking out opportunities to join with the PSNI and other

appropriate organisations in joint research programmes, and ensure its own research is carefully focussed and programmed, to help ensure maximum value is derived from its investment in this important area. We also consider that joint research with the PSNI could benefit the process of determining priorities and setting performance targets. We would, therefore, strongly urge the Board to explore with the PSNI the opportunities for joint research projects.

## 3. Performance Management

The Panel has reviewed how the Board has sought to manage issues relating to the performance of the PSNI.

This is clearly a key function of the Board both in terms of setting the agenda for policing, including the standards required to be met and in holding the Chief Constable to account.

The Board has given considerable attention to developing its corporate vision for policing in the future, which it has translated into a rolling Corporate Plan.

### Performance Monitoring and Target Setting

In the Annual Policing Plans, the Board has drawn on national objectives and targets and supplemented them with what appear to the Panel to be well-informed local priorities and targets which are specifically relevant to the PSNI and the situation in Northern Ireland.

The Board has reviewed the performance of the PSNI and has included its conclusions in its Annual Reports.

As already indicated, this process has been substantially informed by some excellent Public Attitude Surveys undertaken or commissioned by the Board.

The intention is that the DPPs will feed into the process by highlighting issues at a local level which might form part of the policy making. This does presently happen, to some extent, and the objective around Anti Social Behaviour is a good example, but they should be encouraged to do more.

The Panel have been impressed by the work done by the Board in setting the service-wide agenda for policing and establishing the targets which the PSNI are expected to achieve. Many of the targets in the Policing plan have specific measures attached to them and this is welcomed, but there are also issues which have what might be regarded as softer targets, e.g. where the task is to establish a base-line. This is probably inevitable as the process is being developed, but it will be important to ensure effective measurement can take place once the baseline is set.

The Board, having established the priorities and standards required, then has to measure the performance of the PSNI against the targets.

At present, this is done chiefly in the Committees of the Board and therefore in private. The Panel have heard that this is done on a regular basis and with some rigour, with the senior police officers present at Committee being questioned in some detail by Members. We did not witness this process, but we have no reason to question that it is so conducted.

### Questioning of the Chief Constable

The public scrutiny of the performance of the PSNI occurs in the public part of the Board Meetings, which currently must be held at least 8 times each year, when Members of the Board pose questions, with prior notice having been given, to the Chief Constable for his response. There is also questioning of District Commanders in the public meetings of the DPPs.

The Panel witnessed a Board meeting on 30<sup>th</sup> June 2005 and heard Members of the Board questioning the Chief Constable and his senior officers. At that meeting the statistics relating to crime and detection rates were extremely good and did not therefore demand critical questioning of the Chief Constable. On other matters relating to operational policing matters, some searching questions were posed, for example relating to the actions taken or not taken by the police in connection with the flying of flags, and these were answered in some detail.

We were conscious, however, that much of the questioning was done not in public, but during the private part of the meeting and we were not clear what criteria were being applied by the Board as to whether the question should be posed and answered in public or in private. This seemed to be a fairly arbitrary process which would benefit from a greater rigour and discipline.

It is, of course, this arena which provides the greatest opportunity for political point scoring and, as this is the only part of a Board meeting open to the public, it is not surprising that there is a general perception that party politics play a greater part in the Board's business than is actually the case. This issue is further addressed in Chapter 5.

The essentially private nature of most of the process has been understandable in the sensitive political climate which has been a feature of the first four years of the Board and it has enabled Members, on a confidential basis, to receive more detailed briefings without causing potential damage through public disclosure, to police operations and the prosecution of alleged offenders. We are also aware of the likelihood of greater consensus during private sessions when political grandstanding is much less likely.

The Panel found support for the view that the current process of scrutiny is well served by the willingness of the Chief Constable to be open and helpful in his response to questioning both in public and in private.

### Areas for future consideration

We address in Chapter 5, the issue of the Board currently conducting its business chiefly in private, but it is fair to record here that the Panel shared some of the concerns expressed to it that because the process is in private, the public perception of the performance of the Board in holding the Chief Constable and the PSNI to account, is that this may not be being done effectively.

The Panel understand that there is currently no procedure in place for Members of the public to personally raise questions for response at Board meetings. Whilst it would clearly be inappropriate for Members of the public to engage in the debate at the meeting, the Panel suggest consideration be given to the provision of an opportunity for the public to submit a question in advance and in writing to the Chief Executive of the Board, for answer during a meeting. This might help to build public confidence in the process.

### Recommendation 4

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The Board undertakes a review of its procedures for questioning the Chief Constable about police performance and the access given to the public (and the media) to the process.

### Best Value Reviews

The early statutory Best Value reviews, undertaken by the Board, were widely acknowledged to be in respect of relatively minor issues which were unlikely to have any great impact on efficiency, effectiveness or value for money. The Board has already recognised this criticism in instituting the current wide-ranging review of Patrol.

The Panel welcome that development and encourage the Board to continue to seek out significant cross-cutting topics for review in the future.

The Panel has noted that the Board in its recent review of Committee structures has now placed responsibility for Best Value Reviews in its Resources and Improvement Committee. (See Chapter 5). The Panel is concerned that, given the emphasis on financial issues in this Committee, there might be a tendency for the wider importance of the reviews i.e. the efficiency, effectiveness and quality of a service, in addition to the financial aspects, not to receive appropriate emphasis.

### Recommendation 5

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The Board examines the procedures for identifying and scrutinising Best Value Reviews to ensure their effectiveness in improving service.

## 4. Community Engagement

The Patten Commission recommended the establishment of a District Policing Partnership (“DPP”) in each District Council area (26 DPPs with 4 sub-groups of the Belfast DPP).

The Board, along with the District Councils, was instrumental in setting up 25 DPPs in March 2003 with Dungannon and South Tyrone being established in the autumn of 2004.

The process included the selection and recruitment of independent Members to serve in each DPP. Whilst the process proved time-consuming and costly first time round, it did achieve a valuable result in the appointment of many able and dedicated Members who also brought a wide spread of diverse community representation. The Panel noted the concern of the Northern Ireland Affairs Committee about the expense involved in establishing the DPPs, but this would appear to have been justified by the result. The learning from the initial appointments processes should also help inform future processes and lead to time and cost reductions. A varied term reappointment process to a second term for these Members would assist in succession management and it is suggested that the Board approach the Northern Ireland Office to seek the necessary change in legislation.

The Panel also acknowledges the not inconsiderable difficulties in setting up the DPPs and the commitment of individuals who came forward despite threats, personal attacks and intimidation.

A comprehensive review of the operation of DPPs was undertaken by the Board during the period June 2004 to March 2005. The review recognised the significant achievements of the DPPs in their first year of existence and made a series of recommendations to build on this experience. The recommendations identify areas for action to improve the effectiveness of DPPs and support for DPP Members. The Code of Practice for DPPs was published in 2002 and is now subject to review as part of these recommendations. A Working Group, chaired by the Board’s Chief Executive, co-ordinated the review and is overseeing the implementation of the recommendations. The review is recognised to be an important step forward.

The Panel heard from Members of the Board, Chairs of DPPs, District Commanders and other groups, that DPPs are already making significant progress in many areas to fulfil the Patten vision of their role. At the heart of that vision is the development of truly representative local forums dedicated to developing policing, improving public confidence in policing and holding the police to account locally for their performance.

The Panel see it as a considerable achievement for the Board, with District Councils to have established DPPs in all areas and to have provided resources for them to pursue their work.

### Areas for future consideration

Evidence gathered from meeting with the Vice - Chairman of the Board, DPP chairs and Members and other groups, corroborated to a large extent the findings of the DPP Review indicating that there is an opportunity for the Board to provide clearer direction and guidance to DPPs in a number of important areas. These include:

- A bespoke induction and training of new Members of DPPs. This should include understanding of the role of DPPs, familiarisation with PSNI issues in the local area and visits to local police stations,
- the development of a process for improving the links with the Board to facilitate the cross-fertilisation of ideas and initiatives,
- a review of the mechanisms that could be used in the very important tasks of engaging all communities in the development of policing and increasing public confidence in policing, and
- development and adoption by the Board of a community engagements action plan which informs and structures the work of the DPPs.

As noted above, the appointment of independent Members to the DPPs has brought a wealth of skills and expertise into the process, but it has to be recognised that many of those new Members were not only unfamiliar with policing issues but also many had not served on public bodies previously. Both they and Councillor Members, who had not previously been involved directly in policing issues, need customised training to ensure their work for DPPs is well-informed and effective. The Board and the PSNI have made some efforts to provide training, but this needs to be pursued and Members need to be encouraged to take up the opportunities.

## Recommendation 6

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The Board further reviews the training arrangements for Members of DPPs and seeks commitment from Members to undergo essential training to raise their awareness and fulfil their roles.

The Panel was surprised to note that, at present, Members of the Board do not regularly participate in the DPPs. The Patten recommendations clearly envisaged strong links between the Board and DPPs to ensure their work is coordinated. Many Members of the Board have community interests but they do not bring these directly to the DPPs. The Panel heard that there are believed to be opportunities for better sharing of information being missed for lack of closer liaison between Members.

The Panel attended a number of the Belfast Sub Groups public meetings during the Review period. In one case, the public meeting was cancelled as the Sub Group did not have a quorum, although the Panel were informed that this was the only such occurrence out of several hundred DPP meetings. In most cases attendance by the local community was poor and at least matched by media attendance. In one case the attendance was significant as a result of policing of a Parades Commission determination.

The information and statistics, provided by the PSNI for each meeting were in a uniform, concise and professional format. The PSNI spokesperson answered questions raised.

## Recommendation 7

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The Board considers the relationship between the Board and DPPs and explores the possibilities of closer working including the suggestion that Board Members attend and “champion” a number of DPPs at Board level.

The Panel heard from almost all those with whom it consulted, that one of the greatest challenges faced by both the DPPs and the Board is to help the process of improving the confidence in policing arrangements amongst all communities in Northern Ireland, including those traditionally regarded in policing terms as hard to reach. We heard that such communities are not only in towns, but also in the countryside.

It is a familiar problem in policing forums in Great Britain that securing the attendance of the public is a problem, except when there is a currently contentious issue.

## Recommendation 8

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The Board reviews its guidance to DPPs with a view to fostering greater co-operation with existing community groups and identifying means to reach traditionally hard to reach groups to help improve relationships between those communities and the PSNI.

The Panel has noted the concern expressed by the Northern Ireland Affairs Committee in their Report concerning the confusion of roles between the DPPs and Community Safety Partnerships. That concern has also been expressed to the Panel by most of our consultees and although the view of the Government is that the roles are clear and distinct, that perception is just not sustained amongst those working in the community. It is most important in the view of the Panel that there is no confusion since it will simply undermine the work of both bodies.

## Recommendation 9

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The Board continues to seek a resolution by the Government of the apparent confusion as to the roles of DPPs and Community Safety Partnerships.

# 5. Corporate Governance and Structures

## Board Membership

Membership of the Board includes ten Members originally nominated as Members of the Northern Ireland Assembly and nine independent Members appointed after a comprehensive recruitment process, by the Secretary of State for Northern Ireland. All nineteen Members were reappointed by the Secretary of State, following the suspension of the Assembly in October 2002. In August 2005, the Secretary of State announced a roll forward of existing appointments until October 2006.

The political Membership of the Board currently reflects the elections of 1998 and does not represent the balance between the political parties following the latest elections in 2005. Whilst it is not for the Panel to become involved in the dialogue with the Northern Ireland Office on this issue, we record that there have been expressed to us strong political feelings concerning this situation and its potential consequences. There is no doubt that as presently constituted the Board does not represent the most recent democratic vote in Northern Ireland and some constituent political parties feel unfairly disadvantaged by this. For our part we simply record the issue and express concern that it should not be allowed to detract from the corporate work of the Board, which is so crucial in our view to the future development of policing in Northern Ireland.

We heard from several agencies that the independent Members had made a valuable contribution to the work of the Board, but that it naturally took time for such Members, some of whom had not previously served on a public body, to become familiar with the processes in overseeing policing within Northern Ireland. Experience has shown elsewhere, in Great Britain's police authorities that independent Members do indeed make an important contribution which often increases with experience and is particularly evident if they serve, as many have, a second term.

The Panel spoke to all the political groups currently represented on the Board. We were also very pleased that Sinn Fein agreed to meet with the Panel. During the discussion with Sinn Fein it was apparent that it is important for them to see the resolution of the political issues in Northern Ireland and the implementation of the totality of the Patten recommendations, in particular the recommendations to the effect that the Policing Board should come under the auspices of the local Assembly, before they can consider taking up their seats on the Board.

It is not for the Panel to comment on this save to record that most of our consultees considered that the fact that Sinn Fein have not taken up their entitlement to seats on the Board has made the task of the Board of securing the confidence in its work in all sections of the community more difficult.

## Areas for future consideration

The time commitment expected of Members for their work for the Board is indicated as 2-3 days per month. It was apparent from talking to Members that many spend very much more time than that on Board business.

Significant efforts have been made by the Board's administration, in conjunction with the PSNI, to provide training opportunities for Board Members. The Panel heard that these have not generally been well attended and Members will have missed essential opportunities for them better to understand detailed accounts of matters relating to policing activity. Consequently, the comments of the Northern Ireland Affairs Committee, echoing the views of other consultees, that some Members have insufficient understanding of policing to fulfil their role, appear to have some justification. The Board are taking steps to address these shortfalls.

All Members, on appointment, would benefit from a core induction course. Given the breadth of experience individual Members bring to the Board, it is suggested that within three months of their appointment their individual training needs are identified and a customised training and development package put together to meet those needs.

## Recommendation 10

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The Board reviews the training requirements of individual Members and implements a training programme to meet their needs.

In addition to the training requirement there is also an expectation that Members will attend a range of other events, for example the joint PSNI/Policing Board Strategy Event arranged to agree the policing priorities for inclusion in the Annual Policing Plan. These are crucially important events where the

contribution of Board Members is vital. There was a genuine concern expressed by the senior managers of the PSNI at the disappointingly low attendance of Members at such an event earlier this year.

Most public bodies maintain a record of attendance of Members at meetings, training sessions and events, but we understand this is not regularly done by the Board. Information about attendances helps to inform follow-up training, excessive time commitment and also suitability for reappointment. The Board should consider introducing an enhanced recording system for attendance of Members to help inform these aspects of its work.

The Panel view the minimum time requirement for Members as difficult to equate with the extensive roles of the Board and feel that the Board might usefully review its expectation of Members.

### Recommendation 11

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The Board reviews the time commitment expected of Members to fulfil their responsibility and introduce an enhanced system of monitoring attendance.

### The Board and Committee meetings

As already noted, the Board meets in public at least 8 times each year. Apart from that, and it is only for part of each of those meetings to which the public and media have access, all the business of the Board and its committees is conducted in private. That situation contrasts sharply with the position in Great Britain where police authorities are required to conduct their business in public except where limited exceptions apply.

The differences for Northern Ireland are statutory and reflect a different political situation.

The Board is just in the process of completing a review of its committee structure, which will result in a structure more in tune with current priorities and the committee structure of the PSNI. The latter point was raised by the Northern Ireland Affairs Committee report and is an issue which is of some concern to the PSNI. It clearly is important for senior police officers to be present in committee meetings when needed and if committees can reflect the areas of responsibility of senior officers, unnecessary duplication of their need to attend meetings can be minimised. However, the Board does have functions separate and distinct from those of the PSNI and there will be differences in the committee structure.

### Areas for future consideration

The Panel noted that only a small percentage of the Board's work is conducted in public. During that public forum, the Chief Constable is questioned and thereby held to account by Members of the Board. Unfortunately, but understandably, and as mentioned earlier, some Members use this opportunity in front of the television cameras, as a public platform to score their political points. Indeed, in the absence of a working Northern Ireland Assembly, the Board has, we understand, become one of the principal opportunities for public political debate. This we feel serves to fuel a perception, which has been highlighted to us, that the Board struggles to project a corporate approach to its work.

A number of Members also expressed concern that the Board was not comfortable with singing its own praises, i.e. marketing its achievements. Given that, in the view of the Panel, the Board is able to legitimately claim some major successes, many of which are outlined in this report, this is surely an area in need of positive action.

It is the Panel's view that the Board needs to take steps to address these problems and to project a more corporate, positive and responsive image to the public. The Chairman (and in his absence the Vice -Chairman) is the official spokesperson of the Board and the political Members in their public utterances should not undermine this role. It may be timely for the Board to review:

- the amount of its business conducted in public
- the more effective identification and communication of the work it is doing and its achievements.

### Recommendation 12

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The Board reviews the manner in which it conducts its business and promulgates its message, with a view to presenting a positive, successful and corporate profile.

The new Committee Structure goes some way to overcome the problem of lack of consistency with the PSNI organisation, but the Panel feel it needs to be kept under review to ensure there is effective communication and productive use of senior police officer time in servicing the needs of committees. It is the responsibility of the Chief Executive to identify the gaps and the potential duplication within the two structures and to ensure they are removed.

The Panel has already raised the issue of where responsibility for Best Value Reviews should sit in the committee structure and has noted the present approach to splitting responsibility for measurement of police performance across committees. More than ever before there is a sharp focus on police performance and outcomes. This pressure to constantly improve is likely to increase. A dedicated Performance Review Committee, encompassing Best Value, would allow close scrutiny of performance across a number of functions. Whilst not making a specific recommendation to this effect, the Panel do feel that this is an area worth re-visiting before the Committee Structure is finalised. Simultaneously the Board should review the levels of delegation given to committees with a view to increasing those delegations across a number of functions.

### Recommendation 13

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The Board reviews the mechanism by which Best Value and Monitoring of Police Performance are addressed within the committee structure and review the levels of delegation currently granted to committees.

### Staffing and key relationships

The Board has a staff establishment of 60 including a significant in-house monitoring and research capability. This is larger than police authorities generally in Great Britain, but it has to be acknowledged that the role of the Board is wider and the situation in which it operates, different.

The Panel heard from a wide range of consultees that the staff have developed well and display considerable professional expertise.

Key agencies with whom the Board needs to work closely, including the Northern Ireland Office, the Oversight Commissioner, the Police Ombudsman and the PSNI, report that the interaction between their own staff and Board staff is now working very well, having steadily improved over the four years.

Probably the greatest need for close co-operation and a strong working relationship is between the Board and the Northern Ireland Office. Their different, but often similar roles and responsibilities offer the most fertile ground for overlap, tension and misunderstanding. It is in the interests of both that these possibilities are reduced to a minimum by regular and frequent meetings at officer level.

The Board should review its role in the tripartite policing arrangements so as to ensure that its role and position are both recognised and fulfilled in the manner envisaged for it in these key relationships.

### Recommendation 14

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That the Board undertakes a review of its staffing requirement, having regard to any changes in its role and areas of responsibility.

## 6. Human Rights

The Patten Commission noted that the fundamental purpose of policing should be ‘the protection and vindication of the human rights of all.’ Its very first recommendation, which the Oversight Commissioner recognised as fundamental to all of its recommendations, was that there should be ‘a comprehensive programme of action to focus policing in Northern Ireland on a human rights based approach.’

It is the view of the Panel that in the period since the publication of the Patten Report and the establishment of the Northern Ireland Policing Board great progress has been made towards the creation of a police service which is not just human rights compliant but which has a positive and structured approach to the creation of a dynamic human rights regime.

This has been done in spite of some major initial difficulties. For a start there were many within the police service at all levels who were dubious about the value of such an approach, and there was a sense of overkill as far as regulation was concerned. It is fair to record also that there was hesitancy on the part of some Board Members who doubted the impartiality of such an approach.

A more significant difficulty, however, was the absence of any obvious role models to follow. For example, only one of the fifty two police authorities in the UK - Thames Valley - has appointed a human rights advisor and no European police force has as yet devised a comprehensive human rights based approach to policing. As a result the Board found itself left to its own devices in seeking to create new human rights compliant structures and to implement to the full the findings of Patten in this regard. Against this background the success so far of the Board in installing a human rights based approach to the implementation and monitoring of the new policing arrangements for Northern Ireland is commendable.

The approach of the Board to creating a human rights compliant service has been professional and systematic. The key elements in this approach included the publication Monitoring PSNI Compliance with the Human Rights Act and a subsequent Programme of Action which was published in 2004; the institutionalising of the recommended Oath, the appointment of high level human rights Advisors; the publication and acceptance of a Code of Ethics which integrates the European Convention on Human Rights into policing practice; the incorporation of human rights training into all police training curricula and the provision for an annual human rights appraisal of police practice. The net result of all of this is that the experience of the Board is regularly used by the Council of Europe in devising its human rights based policy on policing and for many external police forces Northern Ireland has now become a model to be followed.

The Panel found wide agreement on the value of the contribution made by the independent and prominent human rights lawyers, Keir Starmer, QC and Jane Gordon. Their expertise, guidance and rigour have been important contributing factors to the progress to date and have added an extra layer of credibility to the overall process. The Panel is confident that there will be a thoroughgoing implementation of their recommendations, and welcomes as an important advance the decision to appoint a permanent locally based human rights lawyer to augment their part time work.

### Areas for future consideration

While noting the very successful efforts made and the progress to date in the area of education and training in a human rights based approach, the Panel sees this as a crucial part of the implementation and monitoring of the Patten report within which further advances now need to be made; and expresses its expectation that no complacency will set in as a result of the considerable achievements already recorded. The Panel cannot over-emphasise the extent to which human rights and cultural awareness training must be central to police training and needs to be integrated right across the training curriculum - it is important, for instance, that human rights principles be integrated into such areas as firearms training. In short, the application of human rights principles to practical everyday policing situations should be the norm, and support should be given on an ongoing basis to police managers so that human rights perspectives are supported at a policy, managerial and supervisory level, and not merely or even mainly amongst recruits.

Education in a human rights based approach and training in its implementation is as necessary for the Board itself, and indeed for the Members of the DPPs, as it is for the police. Education and training in the human rights based approach is equally necessary for the police who must implement it, and for the Board that must monitor that implementation, and for Members of the DPPs which are in a way the arms of the Board working at the coal face. The Board itself must always retain its primary responsibility for holding the police accountable for ‘the protection and vindication of the human rights of all.’ It cannot delegate

that responsibility entirely to human rights lawyers, no matter how eminent, effective and successful these have proved to be in monitoring accountability in areas that fall within their expertise as lawyers.

The Panel recognises the efforts which have been made by the Board in organising a one day training event for its Members and in providing advice to DPPs on general human rights principles and specifically on human rights issues regarding parades. A guidance note for DPPs is also being developed on human rights issues.

The Panel, therefore, recommends that the Board builds on the progress already made and engages in a substantial and on-going programme of education of its Members and those of the DPPs in human rights and in training in the use of a human rights based approach. The Panel is aware that there are many difficulties in this area. In particular there is not always consensus on what human rights education should involve and how training in human rights should be administered. The Panel draws attention to the specific recommendations on training made by its independent Advisors in their 2005 report. It recommends also that the Board engage more fully, and in a structured manner with external bodies such as the Northern Ireland Human Rights Commission, which has primary responsibility for educating the public on human rights issues, and should also engage in a dialogue with other NGOs such as the Committee on the Administration of Justice and the Northern Ireland Council for Ethnic Minorities. The Panel is particularly concerned that the relationship between the Board and the Police Ombudsman be strengthened and regularised, not merely because the evidence-led findings of the Ombudsman are of first importance to the Board's assessment in the course of its accountability exercises of the human rights that may be most contravened in instances of police malpractice, but because the Board can also learn something of how a parallel body derives human rights, describes their content, seeks to play its own part in educating its public about an approach based on human rights, and secures on a basis of human rights judgments delivered on instances of policing practice that are the subject of complaint.

#### Recommendation 15

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The Board implements a substantial and on-going programme of human rights education and training for the benefit of its Members and also for Members of DPPs.

#### Recommendation 16

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The Board proactively engages with a range of external bodies that either promote awareness of human rights and of their practical implications, or that are themselves engaged in inter-ethnic or inter-community relationships in order to better achieve equal human rights for all.

## 7. Conclusions

The Review Panel has been very impressed with the contribution which the Board has made in its first four years of operation, towards fulfilling the challenging recommendations made by the Patten Commission for policing in Northern Ireland.

The very survival of the Board in a political climate not envisaged by Patten has been a major achievement in itself, but the Board has also been able to develop many of the individual recommendations as well.

Notable amongst the achievements of the Board are the settling of the new emblem for the PSNI, the establishing of the DPPs, very significant progress on Human Rights issues, as well as its very important role in the oversight of the PSNI in its development.

As progress is now hopefully made towards the “normalisation “ of policing in Northern Ireland and the potential devolution of governmental responsibility for policing to the Northern Ireland Assembly, the Panel believe the Board will have an increasingly important role in the development and oversight of policing.

In that context, we believe that the Board needs fully to embrace the Police Reform Programme as it develops across the United Kingdom. That involves engaging all sections of the community in setting policing priorities and holding the police to account for the fair and effective delivery of policing in accordance with those priorities.

The Panel have carefully considered the views which have been expressed by key stakeholders and have formulated a number of specific recommendations for the Board to consider as it continues its important work.

We hope that these will assist the Board in their task.

Finally, the Panel consider that as the Board becomes more mature, it may well be that, without inhibiting its work, the Board can consider opening more of its business to greater public participation. If that can be embraced we feel all the communities of Northern Ireland will be better able to recognise the achievements of the Board in gaining popular support for the new policing arrangements.

# 8. Summary of Recommendations

## Recommendation 1

That the Board takes a clear lead in identifying the issues of most concern to communities with a view to better informing the strategic planning of the PSNI and the Board.

## Recommendation 2

That the Board develops a formal process, to be implemented in a graduated manner, designed to address any perceived failures of management within the PSNI.

## Recommendation 3

That the Board approaches the PSNI and requests Membership of the Regulation 20 Committee.

## Recommendation 4

The Board undertakes a review of its procedures for questioning the Chief Constable about police performance and the access given to the public (and the media) to the process.

## Recommendation 5

The Board examines the procedures for identifying and scrutinising Best Value Reviews to ensure their effectiveness in improving service.

## Recommendation 6

The Board further reviews the training arrangements for Members of DPPs and seeks commitment from Members to undergo essential training, to raise their awareness and fulfil their roles.

## Recommendation 7

The Board considers the relationship between the Board and DPPs and explores the possibilities of closer working including the suggestion the Board Members attend and “champion” a number of DPPs at Board level.

## Recommendation 8

The Board reviews its guidance to DPPs with a view to fostering greater co-operation with existing community groups and identifying means to reach traditionally hard to reach groups, to help improve relationships between those communities and the PSNI.

## Recommendation 9

The Board continues to seek a resolution by the Government of the apparent confusion as to the roles of DPPs and Community Safety Partnerships.

## Recommendation 10

The Board reviews the training requirements of individual Members and implements a training programme to meet their needs.

#### **Recommendation 11**

The Board reviews the time commitment expected of Members to fulfil their responsibility and introduce an enhanced of monitoring attendance.

#### **Recommendation 12**

The Board reviews the manner in which it conducts its business and promulgates its message, with a view to presenting a positive, successful and corporate profile.

#### **Recommendation 13**

The Board reviews the mechanism by which Best Value and Monitoring of Police Performance are addressed within the committee structure and review the levels of delegation currently granted to committees.

#### **Recommendation 14**

That the Board undertakes a review of its staffing requirement, having regard to any changes in its role and areas of responsibility.

#### **Recommendation 15**

The Board implements a substantial and on-going programme of human rights education and training for the benefit of its Members and also for Members of DPPs.

#### **Recommendation 16**

The Board proactively engages with a range of external bodies that either promote awareness of human rights and of their practical implications, or that are themselves engaged in inter-ethnic or inter-community relationships in order to better achieve equal human rights for all.

# Appendix 1

## Principal Reports/Documents Reviewed by the Panel

Annual Policing Plans from 2002 to date

NIPB Corporate Plans, 2002-2005 and 2005-2008

NIPB Annual Reports, 2002/03, 2003/04, 2004/05 summary

Background information on the NIPB

PSNI Human Rights Monitoring Report

PSNI Code of Ethics

Omnibus Survey Results publications (back to 2002)

Community Attitudes Survey Results publications (back to 2002)

Young Peoples Research Report

DPP Public Consultative Survey Publications 2004

PSNI Strategies- Estates, IS, Human Resources, Training, Education and Development

DPP Codes of Practice

DPP Review Report

Police (Northern Ireland) Act 1998

Police (Northern Ireland) Act 2000

Northern Ireland Affairs Committee Report- The Functions of the Board

NIPB Management Statement and Conditions of Grant

NIPB Financial Statements 2002/2003 and 2003/2004

Board Minutes, June 2004 - May 2005

Examples of Committee Minutes for each Committee since November 2001

Reports of the Oversight Commissioner up to his 13<sup>th</sup> Report.

Inspection Reports by Her Majesty's Inspector of Constabulary

## Appendix 2

# Individuals and Organisations with whom the Panel had discussions/received submissions

The Chairman and Vice-Chairman of the Board

Chairs of Board Committees

Board Members and Senior Board Officials

PSNI Senior Management Team

PSNI staff associations and trades union

The Police Ombudsman

The Oversight Commission

The Chief Inspector of the Criminal Justice System

The Northern Ireland Office

The Independent Monitoring Commission

The Regional HMI

DPP Chairs and senior officials

District Commanders of the PSNI

The Political Parties represented on the Board and Sinn Fein

The Northern Ireland Human Rights Commission

The Human Rights Legal Advisors

Committee on the Administration of Justice

The Children's Law Centre/Save the Children UK

British Irish Rights Watch

# Appendix 3

## Panel Member Pen Pictures

### Sir Keith Povey (Chairman)

#### Career Summary

- Her Majesty's Chief Inspector of Constabulary – England and Wales - 2002 to 2004
- HMI – Metropolitan Police and East of England – 1997 to 2002
- Chief Constable Leicestershire Constabulary – 1993 to 1997
- Deputy Chief Constable Northamptonshire – 1990 to 1993
- Assistant Chief Constable Humberside – 1986 to 1990
- Constable to Chief Superintendent – South Yorkshire Police – 1962 – 1986

#### Other appointments held

- Chairman of the Association of Police Officers General Purposes Committee
- Chairman of the Association of Chief Police Officers Crime Prevention Committee
- Chief Constable advisor to the Audit Commission
- Chairman of Selection Panel for the identification of future senior officers

#### Dr Maurice Manning

- President of the Irish Human Rights Commission.
- An academic by background, Dr Manning previously lectured in politics in University College Dublin and has been visiting professor at the University of Paris (Vincennes) and the University of West Florida.
- Member of the Senate of the National University of Ireland, of the Governing Authority of University College Dublin and was a member of the Governing Authority of the European University Institute at Florence.
- Dr Manning has written several books on modern Irish politics. He was a member of the Oireachtas for twenty-one years, serving in both the Dáil and the Seanad. He was a member of the New Ireland Forum and the British Inter Parliamentary Body. He served as both Leader of the Seanad and Leader of the Opposition in that House.

### James P. Mackey BA, L Ph, BD, STL, DD, PH D

- Lecturer in philosophy at Queen's 1960-66
- After three years at the diocesan college in Waterford he held professorial positions at the University of San Francisco and the University of California at Berkeley, and occupied the Thomas Chalmers chair of theology at Edinburgh University.
- Currently Visiting Professor in the School of Religions and Theology at Trinity College Dublin.

### Graham Gordon

- Early career in Banking in the City of London
- Moved to local government in 1967
- Pursued a career in the legal departments of several local authorities
- In 1981 qualified as a solicitor
- County Secretary and Solicitor of Cheshire County Council 1988 - 1994 (Chief Officer, responsible for committee administration, member services and solicitor to the Council)
- Clerk to Manchester Airport Consultative Committee 1986 to 1994
- Chairman of Society of County Secretaries 1994
- Clerk and Solicitor to Cheshire Police Authority 1994 – 2000
- Adviser to Association of Police Authorities ( member of Home Office Working Group on Complaints and Discipline)
- Founder Member and Secretary of Association of Police Authority Clerks 1994 to 2000
- From 2000- Self employed Solicitor advising Police Authorities throughout England and Wales, specialising in Complaints and Discipline matters and PFI contracts.

## Rotha Johnston

### Current Positions

Director – Variety Foods.

Foodservice business located in Belfast, Dublin, Cork & Limerick. Joint shareholder of business until early 2005 when business was acquired by larger group.

Deputy Chairman – Invest Northern Ireland (INI)

INI is the primary economic development agency for Northern Ireland. Business activities focus on Foreign Direct Investment, indigenous business growth and development, R&D, innovation, enterprise and entrepreneurship.

### Previous Positions

Executive Director Local Enterprise Development Unit (LEDU)

Marketing Manager – Moygashel, Lamont Holdings

Board Member - Northern Ireland Economic Council

Board Member - Industrial Development Board Northern Ireland

Deputy Chair - Labour Relations Agency Northern Ireland

Prince's Trust - Northern Ireland Committee member

