

Belfast Harbour Police

An Inspection of the
Belfast Harbour Police

May 2008





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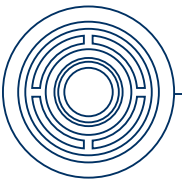
An Inspection of the Belfast Harbour Police

May 2008

Presented to the Houses of Parliament by the Secretary of State for Northern Ireland under Section 49(2) of the Justice (Northern Ireland) Act 2002.

Criminal Justice Inspection
Northern Ireland
a better justice system for all

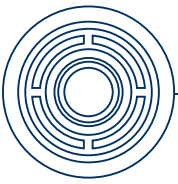






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List of abbreviations

ACPO	Association of Chief Police Officers
ANPR	Automatic Number Plate Recognition
BHC	Belfast Harbour Commissioners
BHP	Belfast Harbour Police
BSAA	Belfast Shipping Agents Association
CJI	Criminal Justice Inspection Northern Ireland
CJS	Criminal Justice System
COP	Chief Officer of Police
DVA	Driver Vehicle Agency
HMRC	Her Majesty's Revenue and Customs
HO	Home Office
HR	Human Resources
IRIMS	BHP Incident Recording and Management System
ISPS	International Ship and Port Facility Security Code
MCA	Maritime Coastguard Agency
NIM	National Intelligence Model
OPONI	Office of the Police Ombudsman for Northern Ireland
PPS	Public Prosecution Service for Northern Ireland
PSNI	Police Service of Northern Ireland
TQ	Titanic Quarter
TRANSEC	Transport Security and Contingencies Directorate



Chief Inspector's Foreword

Belfast Harbour Police (BHP) is a small organisation delivering a policing service in a specialised environment that geographically represents around 20% of the area of the city of Belfast. The force has been undergoing substantial change following an internal review and this was an opportune time to look at the organisation to consider its future plans to deliver policing services in the harbour estate and to see whether it was achieving its objectives.

The Inspection looked at BHP using the five main elements of our common core; Openness, Partnership, Equality, Learning and Results, along with key activities such as tackling crime, roads policing, port security, and other areas.

The appointment of a permanent chief officer in April 2007 to implement the agreed model of policing and security for the harbour estate has been a positive development. Permanent staff numbers had increased in line with the adopted model of policing for the estate and Inspectors found that the change process had been positively managed and that the focus was beginning to move to a review of processes and structures.

Partnerships were being re-forged following a period of inactivity due mainly to low numbers of staff. However, the critical partner for BHP is the Police Service of Northern Ireland (PSNI) and work should continue to develop and agree a wide ranging protocol with them to further develop that particular partnership.

The force was developing its use of technology to enable it to deliver policing and security in the most effective way and had aspirations to move to a more customer focused service delivery model of policing.

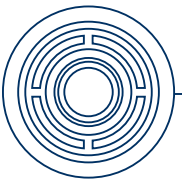
Inspectors will re-visit BHP a year following publication of this report to assess progress against recommendations.

This inspection was led for CJI by Bill Priestley. I would like on his behalf to thank all those whom he contacted in the course of the work, and in particular the staff and managers of BHP and the Belfast Harbour Commissioners, who gave Inspectors every assistance.



Kit Chivers

Chief Inspector of Criminal Justice in Northern Ireland
May 2008





Executive Summary

This inspection looked at the operation of the Belfast Harbour Police (BHP) assessing the service using the five main headings of Criminal Justice Inspection's core matrix: Openness, Partnership, Equality, Learning and Results, but also incorporating aspects such as tackling crime, roads policing, critical incidents, port security, and opportunities for entrepreneurial activities. There had been an internal fundamental review of policing in the harbour estate which had reported to Belfast Harbour Commissioners (BHC) in 2006. There followed a decision to implement a recommendation that retained and further developed BHP resulting in a major change programme and the appointment of a new, permanent Chief Officer in April 2007.

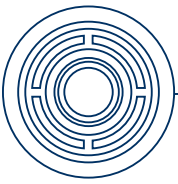
Inspectors found that BHP was still undergoing major change at the time of the inspection fieldwork. Leaders had addressed staffing issues in line with BHC's decision to develop the existing police service. The type of skills required to take BHP forward had been identified and staff had been recruited on the basis of those skills. Leaders had begun to move on to identifying areas for change in processes and structures. BHP had aspirations to form a wider stakeholder's forum in line with its desire to develop a more community oriented style of policing for the harbour estate.

Incident and crime recording had previously not been as robust as it could have been. Inspectors found that BHP had identified this as an area for improvement and had invested in improving their incident recording and management system (IRIMS) as well as delivering training on the subject to officers. Implementing national incident recording and crime clearing standards would enable BHP to report accurately on their performance and to set targets for further development.

Inspectors found that some partnerships such as those with The Odyssey and Titanic Quarter (TQ) had developed well and that operational relationships with their critical partner, the PSNI, were very good. Work had been continuing on a draft protocol with the PSNI and Inspectors recommend that this should be agreed and ratified at ACPO level within six months of publication of this report. The protocol should cover issues such as information and intelligence sharing, handling of incidents on the harbour estate by PSNI officers, communication systems, and access to legal updates.

Communication between operational officers of BHP and the PSNI could be better especially when undertaking joint operations. BHP officers rely on the use of mobile telephones for direct contact with the PSNI as radio systems are not compatible.

Relationships with other stakeholders were beginning to be revived after a period of inactivity due mainly to low numbers of BHP staff. Inspectors found that BHP were represented on multi-agency groups such as those established through Belfast Resilience. Critical incident handling and contingency planning had been dealt with by these groups. Further and on-going commitment is necessary to ensure that plans remain effective and current.



Inspectors found that BHP had identified areas where technology could be used to enhance their crime prevention and detection activities. Automatic number plate recognition (ANPR) was being used as well as an extensive closed circuit television (CCTV) system. Updating the ANPR system relied on information being transferred manually and although work had begun on exploring how this could be done better it was at a very early stage.

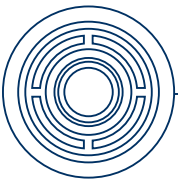
Changes in PSNI structures had meant that BHP officers had occasionally to request assistance when escorting detainees to custody suites situated outside the one mile zone around the harbour estate. Legislation restricting BHP officers to using their powers within a one mile zone around the estate had been framed many years before the requirement to lodge detainees only at designated custody suites. Inspectors recommend that legislation is brought forward which enables BHP officers to use their powers outside the one mile zone in certain circumstances.

The very recent increase in permanent staff had been handled well and communication during the period of change had been good. Inspectors recommend that the internal communication framework established during the recruitment process is further developed to establish officers' continuing needs and to keep them updated on issues such as legislation, policy, and performance.



Recommendations

- Inspectors recommend that within a year **BHP** widens its existing stakeholder's forum established with the **BSAA** to include other key stakeholders to improve openness and accountability (paragraph 2.8).
- Inspectors recommend that to improve openness **BHP** should report its activities in an annual report that should be published on the **BHC** website and distributed to all of its key stakeholders (paragraph 2.10).
- To improve internal communication and to provide reassurance, Inspectors recommend that the practice of regular dialogue with staff implemented during the recruitment process should be continued and further developed (paragraph 2.12).
- Inspectors recommend that **BHP** continues its work to develop a protocol with the **PSNI**. The protocol should be finalised and agreed at **ACPO** level within six months of publication of this report (paragraph 3.2).
- Inspectors recommend that establishing effective communications between **BHP** and the **PSNI** should be pursued as part of an agreed protocol (paragraph 3.3).
- Inspectors recommend that a scoping study as to how to further develop the use of **ANPR** on the harbour estate is carried out and that sharing of information and intelligence should form part of any protocol between **BHP** and partner agencies (paragraph 3.7).
- Inspectors recommend that **BHP** continues to work closely with its partners to enable it to move to a community policing model of delivery (paragraph 3.11).
- Inspectors recommend that **BHP** continues to work towards implementing standardised incident reporting and crime recording processes to enable it to deliver effective policing services based on analysis of accurate data (paragraph 3.16).
- Inspectors recommend that during the forthcoming year data collected using **IRIMS** is monitored and analysed and from that data targets are set to enable **BHP** to actively evaluate its performance (paragraph 3.17).
- Inspectors recommend that the processes for development and promotion are clearly articulated to officers during any training and induction and that the information should be published on the **BHP** intranet (paragraph 4.5).

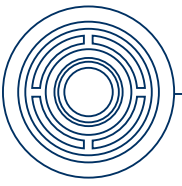


- **Inspectors recommend that BHP surveys its officers to identify areas of uncertainty in their knowledge of legislation. Results of the survey should form the basis for provision of legal guidance notes which should be made available to every BHP officer (paragraph 4.9).**
- **Inspectors recommend that a formal development programme for officers should be designed and implemented to ensure that officers remain effective in the discharge of their duties (paragraph 4.10).**
- **Inspectors recommend that legislation is brought forward that enables BHP to operate with full constabulary powers, in certain circumstances, outside the current geographical area (paragraph 4.12).**

Section



Inspection Report

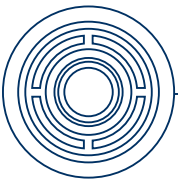


Introduction



- 1.1 Belfast Harbour Police (BHP) is one of only nine Home Office (HO) approved independent police forces in the United Kingdom and has full constabulary powers supplemented by powers granted under the Harbour Commissioners by-laws. In 1847 BHP was established following the enactment of the Harbours, Docks and Piers Clauses Act 1847, making it one of the oldest organised police forces in the UK and Ireland. Funding comes directly from the Belfast Harbour Commissioners (BHC) and in the last financial year was set at £1.3m net of revenue received from the current policing contract with the George Best Belfast City Airport. The area policed by BHP amounts to approximately 20% of the area of Belfast with a population at any one time of around 17,000 and a daily footfall of about 25,000.
- 1.2 BHP operates from purpose built facilities in the Port Operations Centre at Milewater Basin. The Operations Room is equipped with a closed circuit television (CCTV) system giving BHP the capability to monitor and record images from strategically positioned cameras throughout the estate including all entrances to and exits from the estate. BHP has plans to expand and update the police facilities on this existing site.
- 1.3 The unit consisted of uniformed police officers and a small investigative (CID) section providing 24-hour cover, responding to incidents and requests for assistance across the 2000 acre area of the Harbour Estate. BHP's stated aim is to provide an effective and efficient policing service for the Belfast Harbour Estate and Port community. The total number of staff employed by BHP is 40 including support staff.
- 1.4 BHP stated that it adopts a Human Rights based approach to policing. All BHP Officers had received training in the fundamental principles and standards of Human Rights and had been issued with personal aide-memoire of the Human Rights Act 1998 highlighting the Articles of the European Convention on Human Rights and considerations relevant to their application.
- 1.5 The biggest impact on BHP in recent years had been the implementation of the International Ship and Port Facility Security Code (ISPS)¹ and the investment in security required to comply with it and with the Transport

¹ A comprehensive set of measures to enhance the security of ships and port facilities developed in response to the perceived threats to ships and port facilities following the attacks in the United States in 2001.



Security and Contingencies Directorate (TRANSEC). Security is likely to become even more of an issue in the future with the passage through the European Parliament of new regulations on port security.

- management of port traffic, security, and roads;
- compliance with regulatory requirements; and
- maximising entrepreneurial opportunities.

1.6 A review of the policing arrangements for the Belfast Harbour Estate had been completed and agreed by BHC in December 2006. Following consideration of this strategic review, the BHC Board decided to retain a police force for the Belfast Harbour Estate and “*enhance it to a service of excellence*”. The added value identified by retaining and strengthening the existing police service was that:

- there would be better policing services on BHC land; and
- there would also be better commercial outcomes in the form of stakeholder satisfaction.

1.8 Prior to the inspection fieldwork taking place BHP completed a self-assessment using the common core as the main assessment tool and measuring performance against the six areas of operation outlined in paragraph 1.7. BHP identified strengths and areas for development and incorporated prioritised areas for development within their existing range of projects designed to further develop the service.

1.7 CJI in consultation with BHP agreed to conduct a baseline inspection of the force based on the five main criteria of the ‘Common Core Matrix’:

- Openness;
- Partnership;
- Equality;
- Learning; and
- Results.

Baseline assessment represents a measure against which the service’s future performance would be gauged. It was agreed that application of the five main criteria of the common core would be assessed across the following areas of operation:

- managing and planning in respect of critical incidents;
- tackling criminality through prosecution;
- crime prevention;



2.1 Inspectors found that there was strategic commitment by BHC to policing services for the harbour area being delivered by the BHP. That commitment was demonstrated through the decision to retain and enhance the existing BHP and further by the appointment of a new Chief Officer of Police (COP) and implementation of a reporting structure through the Director of Operations, an appointed sub-committee and the BHC board.

- 2.2 Governance of BHP is delivered by a layered reporting strata:-
- i. Board of the Belfast Harbour Commissioners;
 - ii. An appointed Board Sub-Committee – the Safety, Environmental and Security Committee;
 - iii. BHC Director of Operations.

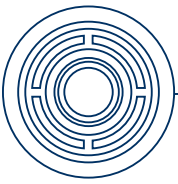
The BHC Board is constituted to include internal and external stakeholders including members of Belfast City Council. Members are appointed for a three year term with an option to extend for a further three years. There are typically eight meetings of the Board per annum and each meeting receives a policing and security report and may also choose to discuss policing or security matters of materiality.

The Safety, Environmental and Security Committee receive regular reports from the COP on policing, performance and ISPS security issues. Police issues are formally monitored monthly by report to the Head of Operations and then reported through the governance structure to the Board and relevant sub-committees.

- 2.3 BHP is funded entirely from the port authority budget as a business. No funding is received by BHC direct from the taxpayer but the authority could if it wished apply for grants. Management of the BHP budget is visible only in the internal management accounting system and not in the BHC annual report. The BHP budget is managed by the COP of BHP who reports directly to the BHC operations manager.

2.4 The overall business of BHC is subject to a range of audit activities. There has never been an audit purely focused on BHP though with a staff complement of 40 out of a total BHC staff of 130 they featured to an extent in a recent payroll audit with no adverse comment being made.

- 2.5 The BHC remuneration committee oversees any issues pertaining to BHP only if there are concerns or




particular issues to address. The remuneration committee considered the options paper presented as part of the review of policing arrangements in the harbour estate before recommending to the Commissioners the current arrangements. BHP finance matters also come before the remuneration committee and there have been no recent issues over the handling of the BHP budget.

- 2.6 Performance with regard to diversity is monitored and relevant statistics are collected. A return is made to the Equality Commission in January each year which normally comes into the public domain by May.
- 2.7 Whilst BHP cannot be compared with the PSNI in terms of its accountability to all the public of Northern Ireland it nevertheless needs to have robust accountability mechanisms to enable it to retain the trust of its customers and stakeholders. Complaints against members of the BHP are investigated by the Office of the Police Ombudsman (OPONI). All officers and staff that Inspectors spoke with were very aware of their responsibilities with regard to complaints. Only three complaints about BHP officers have been made to OPONI, two of which had been informally resolved.
- 2.8 Independent governance and accountability is achieved through the BHC board sub-committee. However, there are aspirations to improve openness and accountability in tandem with a move to a more community oriented policing style by

further developing the existing forum established with the Belfast Shipping Agents Association (BSAA) to include other key stakeholders. This approach is encouraging and Inspectors recommend that arrangements to put such a mechanism in place are expedited. Some stakeholders that Inspectors spoke with were not fully aware of these aspirations but indicated strong support for them. **Inspectors recommend that within a year BHP widens its existing stakeholder’s forum established with the BSAA to include other key stakeholders to improve openness and accountability.**

- 2.9 The recording of much information had previously been done on an ad-hoc basis and Inspectors found that the BHC board members had previously had what was described as, ‘*an uncomfortable feeling among senior managers about BHP*’. For example, crime figures had not been systematically collected or analysed and had not been managed in accordance with the National Crime Recording Standards. Crime and incident recording had only recently been addressed through the upgrading of the BHP incident recording and management system (IRIMS) and the roll out of training for officers in its use.
- 2.10 Inspectors found much evidence of work being undertaken to professionalise the work of the BHP. The COP had identified skills available to him within his workforce and had allocated projects to individuals based on those skills. Inspectors found that knowledge of



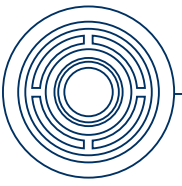
these activities were well known amongst BHP staff but that stakeholders, in many cases were not aware of them. A short annual report had been produced in 2006 but partly due to the lack of systematic recording mechanisms and processes it lacked detail. Following the full deployment of proper incident and crime recording and management it should be possible to report more fully in any further annual reports. **Inspectors recommend that to improve openness BHP should report its activities in an annual report that should be published on the BHC website and distributed to all of its key stakeholders.**

2.11 Inspectors found that leaders and managers had been open with staff. Given the context of moving away from a situation of very few permanent staff and a lack of clarity of purpose, Inspectors found that leaders had demonstrated awareness of the need to reassure officers and to demonstrate support for the future continuance of BHP. Senior management of BHC had visited the newly recruited officers during their training and this received favourable comments from those officers. However, the existing complement of officers felt less secure and Inspectors found that more work needed to be done to provide reassurance to them.

2.12 The COP had engaged staff in workshops to communicate the vision for BHP to them and to explain the recruitment and selection procedures implemented in May 2007. Although staff expressed

reservations about the recruitment procedures they did tell Inspectors that in most cases they felt that they had been kept well informed throughout the process. Recruitment had been undertaken whilst still providing a policing service to the harbour estate and this had resulted in longer working days and overtime for many staff. At the time of inspection fieldwork officers still had been unable to take much of the time off that was owed to them but, it was anticipated that this situation would ease with the deployment of newly trained officers in January 2008.

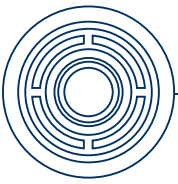
To improve internal communication and to provide reassurance, Inspectors recommend that the practice of regular dialogue with staff implemented during the recruitment process should be continued and further developed.



Partnership and Results



- 3.1 The most critical partnership for BHP is with the PSNI. To ensure that the policing service experienced by users of the harbour estate is of a high standard communication between the PSNI and BHP must be clear. This partnership clearly has a major impact on the performance of BHP in preventing and detecting crime.
- 3.2 At the time of inspection fieldwork an agreed overarching protocol between the PSNI and BHP did not exist. In the operational environment officers had found ways to deal with the lack of protocol. For example, a problem with logging BHP officers into the PSNI electronic custody system when they presented detainees to custody officers had been resolved informally. Work had commenced on a draft protocol between BHP and the PSNI but at the time of inspection fieldwork this had not been ratified. Developing and agreeing a wide ranging protocol should be regarded as a matter of urgency. **Inspectors recommend that BHP continues its work to develop a protocol with the PSNI. The protocol should be finalised and agreed at ACPO level within six months of publication of this report.**
- 3.3 Inspectors found that relationships with the PSNI at the operational level were very good and BHP officers felt that they got good crime scene investigation and other support when required from the PSNI. Officers in both services told Inspectors that there could be better sharing of information such as easier access to criminal record checks and that formal communication channels between the PSNI and BHP could be better. Previously there had been direct radio contact between the PSNI and BHP operations centre but Inspectors found that this was no longer the case. There was also no effective radio contact between officers of both organisations for specific joint PSNI/BHP operations such as the Hallowe'en fireworks display. Establishing effective communications between the two organisations could be pursued under an agreed protocol as recommended in paragraph 3.2. **Inspectors recommend that establishing effective communications between BHP and the PSNI should be pursued as part of an agreed protocol.**
- 3.4 In the past BHP received a regular crime bulletin from the PSNI regarding crime relevant to BHP operations. This had been supplied to



BHP in hard copy. However, since the PSNI had moved to an electronic version of the crime bulletin, BHP no longer received a copy. There was no secure e-mail link between the BHP and PSNI to enable transmission of this valuable information and whilst officers had used their own initiative to obtain crime information there was no longer a formal process for information sharing. Intelligence and information had previously been handled through a personal link with the PSNI but since the advent of electronic briefings, this had stopped. Inspectors found that information and intelligence sharing had recently been revived by the attendance of a BHP Sergeant at PSNI tasking and coordinating meetings as part of the National Intelligence Model (NIM) process. Inspectors found that the system was still being refined as not all BHP staff were fully aware of how intelligence and information should be managed. The further development of IRIMS should help to resolve these matters early in 2008.

3.5 Criminals do not recognise boundaries, whether country borders or police division boundaries. It is essential that police officers in the harbour estate have access to relevant information on crime to ensure that the boundary does not become a barrier to effective prevention and detection of crime. Matters of intelligence and information sharing could be dealt with in a detailed protocol such as that envisaged in paragraph 3.2.

3.6 Whilst BHP deliver policing to the harbour estate the PSNI deal with any serious incidents that may occur,

for example, murder, terrorism or a major armed robbery. However, Inspectors found that there were no definitive criteria to enable BHP officers to identify when the PSNI should be involved. This had not caused any major problems as officers had in the past used their own judgement, supervisory advice, and personal contacts with the PSNI to resolve any issues. However, such criteria should be included in any protocol as envisaged in paragraph 3.2. On an informal level Inspectors found that officers from the BHP and PSNI had worked well together in dealing with recent high value car crime committed on the harbour estate.

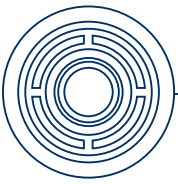
3.7 BHP had automatic number plate recognition (ANPR) deployed within the harbour estate. This system provided BHP with good opportunities for the detection and prevention of crime. However, updating of the system relied on information being transferred manually onto it and upon relevant information being forwarded regularly from the PSNI to BHP. There was no system of automatic updating of the BHP ANPR system with relevant information from the PSNI. Inspectors were told that this may be possible but that it would require a detailed information sharing protocol and some software development. Systems linking ANPR with information available from the Driver Vehicle Agency had also yet to be developed. **Inspectors recommend that a scoping study as to how to further develop the use of ANPR on the harbour estate is carried out and that**

sharing of information and intelligence should form part of any protocol between BHP and partner agencies.

- 3.8 BHP and the PSNI had worked well in partnership with management of The Odyssey to provide an appropriate policing service at events. The Odyssey is within the boundaries of the harbour estate and the surrounding roads are not public roads. BHP therefore has greater power as to their regulation than the PSNI would have. Generally the arrangement for events involves the BHP delivering the roads policing function whilst the PSNI deals with any public order situations. Both police services are represented at regular Odyssey traffic and security forums and communication between The Odyssey and BHP is good. On occasion BHP officers have used powers under harbour estate by-laws to prevent and deter the sale of illegal merchandise around the Odyssey.
- 3.9 Inspectors found that work was continuing to develop further partnerships along the lines of that already established with the George Best Belfast City Airport. The development of the Titanic Quarter (TQ) represents a major opportunity for BHP in terms of delivering some aspects of policing. To do so will require close partnership with the PSNI and with the TQ development. Work had already begun in establishing partnerships with both organisations and BHP had recognised at an early stage that with its access to high quality CCTV systems and the possibility of


delivering a police monitored alarm service, there were entrepreneurial opportunities for them. Draft protocols had been developed at the time of inspection though these had not as yet been widely shared.

- 3.10 New technology and smarter perimeter security were all being developed with BHP as the operator and this should mean that the harbour estate is well positioned to meet any additional future international security demands. Inspectors found that the skills identified as required by BHP during the recruitment process had been linked with future plans such that the service had recruited some officers with existing crime prevention skills and qualifications.
- 3.11 Other relationships, especially those with tenants of the harbour estate needed to be rebuilt. There had been an erosion of those relationships in the past due to a combination of lack of continuity of BHP staff and low staff numbers. BHP had aspirations to develop a community style policing service for the estate. This will require strong partnerships to be built. Work had begun on developing some of these relationships and a system of monthly multi-agency meetings had been agreed with Her Majesty's Revenue and Customs (HMRC), the Driver Vehicle Agency (DVA), and PSNI Roads Policing. The aspiration to move to a community police based model of policing for the harbour estate had wide support within the tenants and stakeholders spoken to by Inspectors. **Inspectors recommend that BHP continues to work closely with its partners**



to enable it to move to a community policing model of delivery.

- 3.12 BHP dealt with a relatively small number of prosecutions. Indications for the year 2007-08 were that around 60 prosecution cases would be opened. Files were dealt with in hard copy format only. Inspectors found there was an informal though effective communication process between the Public Prosecution Service (PPS) and BHP. Case files generally had been delivered by hand to the PPS and these had been recorded and processed by them in the normal manner. Inspectors found that feedback on the quality of BHP files was very good and that communication between the organisations on file quality and its further development, although informal had been effective. Inspectors found examples where errors had been made in some files but following communication the same issue had not arisen again.
- 3.13 BHP dealt with incidents on the landward side of the harbour estate but those on the seaward side had been dealt with by the Maritime Coastguard Agency (MCA). The Harbourmasters Office had maintained a good relationship with BHP and had reported issues directly to them regarding investigation of crime and ship issues under the Railway Act. BHP had been alerted in the past to meet ships when they docked to deal with rowdy or fighting football fans.
- 3.14 There had been work on contingency planning that involved partner agencies through Belfast Resilience. There were 12 working groups in all including the Risk Assessment Working Group and Reception Centres Working Group which BHC had direct inputs into. The Belfast Harbour Working Group is a multi-agency group created to formulate plans and emergency procedures to deal with critical incidents in the harbour estate area. There had been joint exercises and implementation of action plans arising. Continued effort and commitment from all participants of Belfast Resilience is needed to ensure that emergency and critical incident planning remains high on the agenda, plans are properly exercised by the involvement of all relevant agencies, and they remain current and effective.
- 3.15 Because of previous methods of data collection and incident recording, accurate figures for the amount of crime committed and detected in the harbour estate were not available. Statistics reported in the BHP annual report of 2006 showed that there had been 134 recorded crimes of which 18% had been shown as cleared, but national recording, handling and clearance guidelines had not been applied. The PPS indicated that they had in the past received on average around 30 prosecution files a year from BHP.
- 3.16 Crime recorded by BHP is forwarded to be placed on the PSNI Command and Control system. BHP had interacted with three PSNI districts,

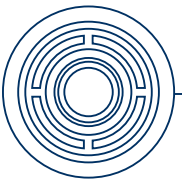


North, East and South Belfast. This will change to just one district and along with the development of IRIMS should enable easier and better crime management. Stakeholders told Inspectors that they suspected that some crime was going unreported but the extent of this was unclear. BHP need to establish a baseline of reported incidents and recorded crime in their area during the forthcoming year using national guidelines on incident handling, crime recording and clearing. Inspectors found that work had already begun to address these issues. **Inspectors recommend that BHP continues to work towards implementing standardised incident reporting and crime recording processes to enable it to deliver effective policing services based on analysis of accurate data.**

3.17 To move the emphasis of BHP onto performance, customer focus, and measurement of delivery requires an ability to accurately record incidents and crimes so that targets can be set and monitored based on accurate data. That process of accurate accounting through the further development of IRIMS had started at the time of inspection but there was insufficient data on which to base long term decisions. **Inspectors recommend that during the forthcoming year data collected using IRIMS is monitored and analysed and from that data targets are set to enable BHP to actively evaluate its performance.**

3.18 BHP provide a policing service to the George Best Belfast City Airport and revenue from this service had gone directly into the overall BHP budget. Charges had been billed on a monthly basis and netted back into the BHP budget.

3.19 There had been some high value vehicle thefts from the BHP area over the past year. Using technology available to them BHP were able to detect the crimes and make arrests of suspected offenders working in partnership with the PSNI. Most of the stolen property was recovered. This provided an example of good results being obtained through modern crime prevention and detection methods as well as good partnership working. Inspectors found that leaders and managers in BHP had aspirations for improving their performance in detecting and preventing crime by the use of smart technology in the harbour estate area.

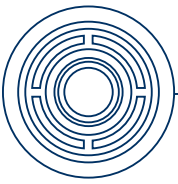


CHAPTER 4:

Equality and Learning



- 4.1 A resource plan had been drawn up by the COP, Head of Human Resources (HR) and the Director of Operations. Based on this plan and with the help of an independent police consultant from England a competence-based assessment process was designed to enable the recruitment of officers suited to the specific role of policing the harbour estate at present and into the future. The approach had included an on-line application facility which required mandatory fields including Section 75 monitoring information to be completed before applications could be submitted. During May 2007 1200 application packs had been requested and of those 725 people had submitted applications. The process had appeared to be fair to all applicants and there had been no successful legal challenge to the process on the grounds of discrimination.
- 4.2 Inspectors found that the balance of the BHP workforce and local community statistics was good in relation to Roman Catholic/Protestant ratios. The recent recruitment process had resulted in a ratio of 6 female Constables to 25 male Constables which represented a substantial improvement on the previous ratio. At the time of Inspection fieldwork the recruitment and selection process was in the process of being equality screened and this should be concluded and reported on during early 2008. All BHP staff had access to a free Occupational Health Service and there was provision within that system for staff to be referred onward to other specialist/experts if required.
- 4.3 Salary scales for BHP were not directly comparable with PSNI but indicated the different range of work undertaken by BHP officers in comparison. Reward and recognition had been included as an essential part of the BHP HR strategy. Following successful completion of their probationary period (1 year) officers' salary is increased and thereafter it is increased in line with performance and cost of living.
- 4.4 The recruitment process had been directly linked with the future plans of policing for the harbour estate agreed by the BHC board in December 2006. The board had identified a policing solution as the best way to deliver future security and policing for the harbour. Subsequently, officers appointed had




the range of skills identified as being essential to the future of the service. Inspectors were told that any future increase in numbers of officers would be dependant on port security requirements, the value case, and entrepreneurial opportunities.

- 4.5 Inspectors found that officers recently recruited and those who had been re-appointed were not aware of the existence of clear processes for development and promotion. BHP do not use the national police assessment and examination structure (OSPRE) and in the past had used in-house promotion examinations. However, Constables were not clear what any current promotion process would look like. There had been a recent selection procedure and two officers who had served previously with another police service had been appointed as Sergeants. Existing Constables need to be made aware of the promotion processes and skills criteria so that they may take responsibility for their own development. **Inspectors recommend that the processes for development and promotion are clearly articulated to officers during any training and induction and that the information should be published on the BHP intranet.**
- 4.6 Newly appointed officers had been streamed according to previous experience. Any officers identified as 'fast stream' officers had attended an induction week specifically focused on local BHP issues and had then commenced patrol duties. There had been no formal tutoring or mentoring of newly appointed officers

but Inspectors found that those who had not previously policed the harbour estate had generally been partnered with officers who had that experience. Even though this process had been informal and dependant on operational factors as to whether it was always implemented it nevertheless received favourable comment from officers.

- 4.7 Officers without previous policing experience had been placed on a training course which was due to complete at the end of 2007 thus enabling those officers to be fully deployed from the start of January 2008. The criteria for selecting officers for the appropriate course was clear and had been communicated to officers as they had gone through the recruitment and selection process. The training programme had been put in place by the COP based on an analysis of skills requirements. The COP had involved the head of HR for BHC with quality assurance of the detail of the course, accreditation arrangements, quality of trainers, and evaluation.
- 4.8 BHP work under existing legislation but Inspectors found that there were areas where some officers were unsure of their powers. BHP had no access to any formal system of legislative updates. PSNI used to supply BHP with hard copy updates but since the PSNI had moved to electronic law updates through the *PoliceNet* system, BHP could no longer access those updates. Inspectors found that this gap had been identified by BHP and at the time of inspection fieldwork that work had started to try to address it.

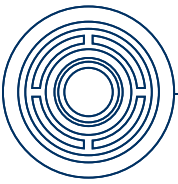


This issue could also be usefully included in any protocol between BHP and the PSNI as envisaged in paragraph 3.2.

- 4.9 BHP officers may exercise their full powers as Constables up to a mile outside the boundary of the harbour but Inspectors found that the extent or circumstances in which they can use any powers beyond that was not clear to all of them. Inspectors found that officers had access to some reference material, for example, the harbour by-laws and PSNI manuals. However, legislation and powers are not always clear cut with regard to roads policing in the estate and the extension of powers of officers beyond the harbour boundary. Inspectors found that BHP had access to legal advice through BHC. Consideration should be given to surveying officers to establish areas where they are less clear about their powers. Clear directions should then be formulated using existing access to the BHC legal advisor if necessary so that written guidance can be made available to officers. These guidance notes should be updated as legislation changes. **Inspectors recommend that BHP surveys its officers to identify areas of uncertainty in their knowledge of legislation. Results of the survey should form the basis for provision of legal guidance notes which should be made available to every BHP officer.**
- 4.10 Whilst responsibility for maintaining professional competence and knowledge is shared between individuals and their organisations, a continuous development and training

process needs to be developed to enable officers to operate at full effectiveness. BHP had provided effective structured initial training for its staff either through induction or the full officer training programme. In tandem with the provision of legislative guidance which would enable officers to take responsibility for their level of knowledge a formal further development programme should be designed and implemented. This should include updates on legislation, scene preservation, forensic awareness, and methods of investigation/interviewing. Such a programme would not need to be excessively time consuming or expensive but should provide officers with the basic updates they require to remain effective in the discharge of their duties. **Inspectors recommend that a formal development programme for officers should be designed and implemented to ensure that officers remain effective in the discharge of their duties.**

- 4.11 BHP officers are armed whilst they are on duty. In the past firearms training had been delivered by Ministry of Defence firearms trainers. Inspectors found that BHP had begun to make arrangements for their training to be delivered by PSNI firearms training officers at Garnerville. A risk assessment exercise had been completed to determine whether it remained necessary for officers to continue to be routinely armed whilst on duty and there were plans for similar future reviews. The use of less lethal options, such as pepper spray, as an alternative to firearms had also been investigated.

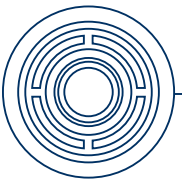


4.12 As the PSNI reorganises and centralises its custody provision, consideration needs to be given to enacting legislation that would enable BHP to, in certain circumstances, use their full police powers outside of the one mile limit currently mentioned in the Harbours, Docks and Piers Clauses Act 1847. For example, where BHP officers need to transport persons detained by them for an offence to a PSNI custody suite more than a mile outside the harbour estate area Inspectors found that they had to ask for assistance from the PSNI. BHP officers are fully attested Constables and are trained to handle detained persons in compliance with existing legislation. The law no longer reflects the present situation of there being only a small number of designated police stations available for BHP officers to convey detained persons to. **Inspectors recommend that legislation is brought forward that enables BHP to operate with full constabulary powers, in certain circumstances, outside the current geographical area.**

Section



Appendices





Appendix 1 Methodology

This Inspection commenced in October 2007 and consisted of the following main elements:

1. Research and Organisational self-assessment
2. Stakeholder consultation
3. Fieldwork
4. Report refinement

Stakeholder consultation

The following individuals or organisations were consulted about their experiences of the work of the BHP:

- PSNI
- George Best Belfast City Airport
- The Odyssey
- PPS
- Ports Division; Department for Transport
- Belfast Harbourmasters Office
- Titanic Quarter
- Trainers delivering BHP initial training programme

Fieldwork


Visits to BHP and BHC took place during October and November 2007. Interviews were conducted with staff from all levels in BHP. Interviews were conducted with:

- BHP Chief Officer;
- BHP Sergeants (x3);
- BHP Constables (x6);
- BHP trainee officers (x7)
- Administration officer;
- BHP Detective officers (x2)
- BHC Chief Executive
- BHC Operations Manager
- BHC HR Manager
- BHC Financial Director
- BHC PR and Communications Manager

Report refinement

Draft reports were shared with BHP for factual accuracy checking prior to sharing the report with interested organisations.





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