

Belfast Harbour Police

A follow-up review of
inspection recommendations

May 2010

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 (in BHP)
DRD	Department of Regional Development for Northern Ireland
DVA	Driver Vehicle Agency
HMRC	Her Majesty's Revenue and Customs
HO	Home Office
HR	Human Resources
IRIMS	BHP Incident Recording and Information Management System
ISPS	International Ship and Port Facility Security Code
MCA	Maritime and Coastguard Agency
NIM	National Intelligence Model
NIO	Northern Ireland Office
OPONI	Office of the Police Ombudsman for Northern Ireland
PPS	Public Prosecution Service for Northern Ireland
PSNI	Police Service of Northern Ireland
SMT	Senior Management Team
TNA	Training Needs Analysis
TQ	Titanic Quarter
TRANSEC	Transport Security and Contingencies Directorate
TTCG	Tactical Tasking and Co-ordinating Group



Chief Inspector's Foreword

In this review Inspectors assessed how Belfast Harbour Police (BHP) had progressed the 13 recommendations made in our first inspection report.

In the main the findings of this review have been positive. On the face of it seven of the 13 recommendations had been completed. However, of the remaining six, one which required the bringing forward of legislation to clarify and extend the powers of BHP in certain circumstances, is now outside their control. The Department for Transport is promoting the relevant bill through Parliament.

The other five recommendations had shown substantial progress and Inspectors' assessment is that four of these will be completed during 2010. Delays had, in the most part been due to loss of a key project lead for almost a year and operational issues had taken priority. The small size of BHP had meant that contingency plans to enable some of the projects to be delivered had only been partly successful.

The most notable area of continued development is the progress of a recommendation to develop and agree an overarching protocol with the Police Service of Northern Ireland (PSNI). Whilst there had been much progress in some areas, for example, intelligence sharing, a comprehensive protocol had not yet been agreed. Relationships at operational level between BHP and the PSNI remained good, especially during planned operations such as the Belfast Tall Ships event in 2009 and during a security incident just prior to inspection fieldwork. However, an overarching protocol would help clarify roles and responsibilities for both organisations in the everyday policing of the harbour estate. We recommend that work should continue to deliver an agreed, comprehensive and overarching protocol.

Bill Priestley led this inspection review for CJI and I would like to acknowledge the willing support and openness of everyone who provided information to him during this process.

Dr. Michael Maguire

Chief Inspector of Criminal Justice in Northern Ireland
May 2010

Section



Follow-Up Review



CHAPTER 1:



Introduction

In CJI's report on Belfast Harbour Police (BHP) published in May 2008, Inspectors examined the work of BHP in delivering a policing service to the harbour estate area. The inspection came after a period of substantial change for BHP having appointed a new Chief Officer of Police (COP) and following an internal review carried out on behalf of the Belfast Harbour Commissioners (BHC). The Commissioners ratified an approach to maintain BHP as an independent police service for the harbour estate.

BHP is one of only nine Home Office (HO) approved independent police forces in the United Kingdom which has full constabulary powers, supplemented by powers granted under the Harbour Commissioners by-laws. The area policed by BHP amounts to approximately 20% of the total area of the city of Belfast, and the service operates from the Port Operations Centre at Milewater Basin. The harbour area is covered by a closed circuit television (CCTV) system monitored by BHP from the operations centre.

BHP has a total of 36 staff made up of mostly uniformed police officers, a small investigative (CID) section and one support staff member. Numbers had decreased since the first inspection visit due to the ending of the arrangement for BHP to provide security at George Best Belfast City Airport.

At the time of the first inspection report, BHP was beginning to re-forging partnerships with stakeholders in the harbour estate following a period of inactivity due to low staff numbers and uncertainty over its future. Relationships with the Police Service of Northern Ireland (PSNI), a critical partner in delivering policing in the harbour estate, were also being reinvigorated. There was a strong drive to professionalise the work of BHP through better training, structures and processes, and supervision.

At that time, BHP was beginning to assess its use of technology to enable it to deliver better security for users of the harbour estate and to explore the development of a community-oriented style of policing as its preferred method of service delivery.

Our first inspection report made 13 recommendations for the continued development of services delivered by BHP following the adoption of the ratified policing model. The development of a comprehensive protocol with the PSNI was recommended along with the widening of a stakeholders forum, better communications with the PSNI and the implementation of a community-oriented policing model.

Progress on recommendations



Recommendation 1

Inspectors recommend that within a year BHP widens its existing stakeholder's forum established with the Belfast Shipping Agents Association (BSAA) to include other key stakeholders to improve openness and accountability.

Status: Achieved

BHP response:

The BSAA remains a core stakeholder group for BHP. Further work has seen the development of an ISPS Chemical Oil Gas (COG) group. Meetings of the Sydenham Rd Stakeholder Group had been held and initiatives were under further development to include the Titanic Quarter. With the Odyssey a 'Get Home Safe' Partnership had been established on a multi-agency basis as well as an Odyssey Traffic Management Forum. Partnerships were also established with Bombardier and there had been liaison with IKEA with a view to further development of a Hollywood Exchange forum.

Inspectors' assessment:

Stakeholder consultation has been extended to include all of the major stakeholder groups operating in the harbour estate. Although some of the stakeholders such as IKEA, have only recently been involved in formal and regular liaison with BHP, these groups are being developed into a broader stakeholder forum. Stakeholders were consulted by Inspectors and spoke positively of their engagement with BHP and saw the liaison as useful and productive in improving policing within the estate. While the recommendation had been achieved, it was encouraging to see that work was continuing to expand stakeholder consultation in pursuit of the wider BHP agenda to adopt a community-oriented style of policing.



Recommendation 2

Inspectors recommend that to improve openness BHP should report its activities in an annual report that should be published on the Belfast Harbour Commissioners (BHC) website and distributed to all of its key stakeholders.

Status: Achieved
(at time of final report drafting)

BHP response:

The Annual Police Report for 2009 has been published and became available on the Belfast Harbour website from early 2010.

Inspectors' assessment:

Inspectors had sight of the draft Annual Report that at the time of inspection fieldwork, had been prepared for publication early in 2010. The recommendation had been partly achieved at the time of inspection fieldwork, but by final drafting of this report, it had been fully achieved. Stakeholders spoken to indicated that they were aware that BHP had been intending to publish activities in an Annual Report which they viewed as a positive step.

Recommendation 3

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.

Status: Achieved

BHP response:

The Chief Officer of Police holds workshops with all staff on an ongoing basis. Sergeant's management and development meetings are held every 3-4 weeks. A new shift system was introduced in March 2008 following a period of communication and review involving all staff. The police intranet was established in 2008 for the communication of information, law and policy documents. BHP draft Briefing and Communications policy documents include the team briefing concept.

Inspectors' assessment:

Inspectors spoke with staff at all levels within BHP. Their assessment was that internal communication had improved since the time of the original inspection report. There had been more frequent dialogue with managers and supervisors, especially with regard to the introduction of a revised shift pattern. Staff perception was that communication between the Harbour Commissioners and the service delivery function of BHP required some improvement but, there was a unanimous view amongst staff that things had greatly improved. Whilst the recommendation had been achieved and internal communication between BHP staff, managers and supervisors had improved, this area should be constantly visited by managers to ensure that communication channels are maintained and further developed.



Recommendation 4

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.

Status: Partly achieved

BHP response:

Protocols with the PSNI have been completed in respect of Intelligence Sharing and Procedures through C3 HQ PSNI and Radio Communications. A draft protocol with the Public Prosecution Service for Northern Ireland (PPS) has been shared and is awaiting agreement. Protocols are also under development to cover:

- *Operational Policing;*
- *Pre-planned Operations and Events Policing;*
- *Forensic Science;*
- *Investigation; and*
- *Joint training provision.*

Inspectors' assessment:

Whilst BHP had made good progress with this recommendation it still requires significant attention to produce an agreed overarching protocol between the PSNI and BHP. A comprehensive framework document has been shared with 'B' District PSNI and as part of development of the protocol, a Code of Connection Agreement was signed at ACPO level for BHP to be hosted on the Barracuda radio network. It is anticipated that this system will go live in BHP in 2010. Progress had also been made with regard to a protocol on information sharing through direct contact with the relevant PSNI department. Some BHP policies had undergone development to bring them in line with PSNI policies, for example, the firearms policy. There had also been development of appropriate

training being delivered by the PSNI for BHP officers, for example, the 15-week element of the PSNI initial training programme incorporating firearms training and personal safety training. In addition, BHP had arranged to take part in appropriate PSNI District Training sessions. These initiatives will underpin the implementation of the protocol when it is fully developed. However, progress had not been as swift as expected in developing an overall protocol as the scope of the work involved was much wider than anticipated. Inspectors recommend that the active engagement with the PSNI to work towards an agreed comprehensive protocol should continue.



Recommendation 5

Inspectors recommend that establishing effective communications between BHP and the PSNI should be pursued as part of an agreed protocol.

Status: Partly achieved

BHP response:

The radio communications project Barracuda is ongoing with anticipated completion early in 2010. Joint operational policing for the Belfast Tall Ships 2009 event was effectively delivered through a shared Barracuda system on event channels. Interim arrangements between BHP and the PSNI have been put in place to provide effective radio communications channels between BHP and the PSNI's Belfast Regional Control if required.

Inspectors' assessment:

There had been development and implementation of a more effective communications facility between BHP and the PSNI. Unfortunately, this had not yet resulted in the provision of direct communications on a daily basis between BHP and the PSNI using compatible radio communications systems. Implementation of a shared system was imminent however as a Code of Connection Agreement had been signed at ACPO level for BHP to be hosted on the Barracuda radio network. It is anticipated that this system will go live in BHP in 2010. In the interim period, BHP officers on patrol could access PSNI communications indirectly by contacting their own control centre. On occasions such as the Belfast Tall Ships 2009 event, provision had been made for a shared communications system which proved a useful and successful pilot for the project aimed at delivering better inter-service communications. The recommendation has been assessed as being partly completed.

Proof of concept now exists and there should be no difficulty in fully implementing the Barracuda project in 2010.

Recommendation 6

Inspectors recommend that a scoping study as to how to further develop the use of Automatic Number Plate Recognition (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.

Status: Achieved

BHP response:

Phase 1 of a project to specify a new security solution including upgrading the ANPR systems has been completed and the tender process has been commenced. BHP has reached outline agreement with Driver and Vehicle Licensing Agency (DVLA) Swansea on ANPR data sharing and discussions have been held with the PSNI regarding data sharing between the services. These discussions are continuing. BHP has established and agreed a PSNI/BHP protocol in respect of Intelligence Sharing Procedures.

Inspectors' assessment:

This recommendation had been achieved. The study had identified specifics regarding upgrading ANPR and further work had been done to enable implementation of the revised arrangements. Full implementation had not yet taken place and staff voiced concerns that in the interim period, the effectiveness of the ANPR system may be adversely affected. The project to fully implement a revised ANPR system is partly reliant on the progress of data sharing arrangements with the PSNI and with the

DVLA Swansea. To fully realise the potential of a revised security approach, Inspectors would encourage BHP to continue their efforts to agree protocols with the relevant organisations.

Recommendation 7

Inspectors recommend that BHP continues to work closely with its partners to enable it to move to a community policing model of delivery.

Status: Partly achieved

BHP response:

The work undertaken with regard to recommendation 1 is relevant. Work remained ongoing with Belfast Shipping Agents Association (BSAA) and a stakeholder group had been established with ISPS Chemical Oil Gas (COG) group. Meetings of the Sydenham Rd Stakeholder Group had been held and initiatives were under further development to include the Titanic Quarter. With the Odyssey a 'Get Home Safe' Partnership had been established as well as the Traffic Management Forum. Partnerships were also established with Bombardier and there had been liaison with IKEA with a view to further development as a forum. Excellent working contacts had been established with a range of key stakeholders including:

- IKEA;
- Bombardier;
- Norfolk line; and
- Sainsbury's

Regular meetings had been held with PSNI 'B' District at Senior Management Team (SMT) level and a BHP representative attends PSNI 'B' District SMT meetings. BHP also attends monthly PSNI 'B' District Tactical Tasking and Co-ordination Group (TTCCG) meetings with the

SMT and attends POCSI (Priority Offender, Crime Series and Intelligence) meetings which is a joint problem solving approach.

Inspectors' assessment:

There had been much work done in re-establishing partnerships and engaging with stakeholders since the original CJI report. The intention of managers and supervisors is still to move towards a community-orientated policing model of service delivery and the work done in widening the stakeholder consultation process had helped. BHP leadership remain committed to achieving a more community-orientated policing model. An overarching project identifying and bringing together various work strands which impact on service delivery had been instigated and it was anticipated that the project would come to fruition in 2010. The skills profile of BHP staff favours a community policing style and interviews with officers confirmed this was their preferred methodology. Embedding the ethos of community policing will require time but also needs the support of key stakeholders. The recommendation was assessed as being partly completed and Inspectors have no major concerns as to whether it would be achieved so long as the focus on implementing community policing as the preferred delivery style is maintained.



Recommendation 8

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.

Status: Achieved

BHP response:

Prosecution files submitted to PPS have increased year on year by over 250% since the initial CJI inspection. The use of IRIMS as a case management system is closely monitored to ensure accuracy and quality of entries. BHP has drafted a Criminal Justice Reporting and Management Policy and Guidelines for proposed adoption in 2010. Effective crime reporting arrangements are in place.

Inspectors' assessment:

The assessment of BHP is that this recommendation had been achieved and in general, Inspectors would accord with this. There had been a significant increase in prosecution files forwarded to the PPS since the time of the original CJI report. However, there were elements, particularly around the systematic recording of incidents and crimes, where there could be further progress to ensure that crime reporting standards are adhered to. The IRIMS project aimed at delivering better and more systematic recording had been implemented but had stalled due to the temporary loss of a key resource. In this case, the small size of the organisation meant that the effectiveness of project contingency arrangements had been limited. However, at the time of inspection fieldwork, it was anticipated that with continued support from supervisors and managers BHP would further improve its

compliance with national recording standards. To achieve this effectively, the upgrading of the IRIMS system is necessary and BHP is working towards this enhancement. Inspectors would urge BHP to sustain the improvements to ensure reporting and recording standards are further improved.

Recommendation 9

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.

Status: Partly achieved

BHP response:

IRIMS has been proven to deliver effective monitoring data (for example, files) but needs perfecting and updating. Statistical reports are generated for BHCs SMT and the Board on a monthly basis. To further upgrade the system, an IRIMS replacement system is under consideration. Further work on analysis of hotspots, policing issues and management information is ongoing.

Inspectors' assessment:

There had been progress with this recommendation but, due to the project leader being unavailable for much of the year, it had not been completed. BHP has been unable therefore to set targets based on verified data that would have come from IRIMS. At the time of inspection fieldwork, an upgrade to IRIMS was under consideration. Should the IT upgrade be authorised, Inspectors would expect the recommendation to be implemented with little difficulty.



Recommendation 10

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.

Status: Achieved

BHP response:

The Training Development Programme 2009-10 has been published and made available on the BHP intranet. The position of acting Sergeant has been defined and an application and development process has been published.

Inspectors' assessment:

Information regarding the development and promotion processes is much more visible than previously. A comprehensive development programme in the form of officer training had been formulated and published on the intranet and some elements had already been implemented, such as driving and firearms training. Future training events had been included in forward planning for BHP officers. There had been difficulties around defining the role of acting Sergeant but these had now been clarified and a role profile had been published along with a defined application and development process for Sergeants. Inspectors assess this recommendation as being achieved but stress that the information regarding development and promotion should be kept updated to ensure it remains current.

Recommendation 11

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.

Status: Partly achieved

BHP response:

Training Needs Analysis forms were issued and completed but require redistribution to obtain current information. A project is ongoing in matrix format to identify Organisational Policy and Process framework gaps and new BHP Policy and Guidelines (or draft documents) have been published on the intranet and linked to training delivery.

Inspectors' assessment:

A Training Needs Analysis had been completed and formed the basis for development of BHP officer training. The future development of the training programme will require additional consultation with officers and this had been recognised and planned for by BHP. A gap analysis project focusing on policies and procedures was being led by one of the BHP Sergeants to identify areas for policy and process development linked to the community policing ethos of service delivery. This project was still ongoing at the time of inspection fieldwork. However, the results of the project should be used to inform the expansion of BHP policy and guidance which, at the time of inspection, had been published but was limited in scope. The recommendation is assessed as being partially achieved and Inspectors would expect it to be achieved shortly





following completion of the gap analysis project. Inspectors recommend that BHP continues to work towards implementing this recommendation based on the work being undertaken currently in further developing BHP policy, guidance and processes.

Recommendation 12

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.

Status: Achieved

BHP response:

The Training Development Programme 2009-10 has been published to all officers. Regular schools of instruction have commenced with PSNI divisional training, partnering with divisional PSNI officers. Regular programmed refresher training with the PSNI is in place for the Personal Safety Programme (PSP) and firearms training. Sergeants and acting Sergeants Core Leadership Development Programme is to commence in 2010 with the PSNI. Officers will undertake the standard three-week Police Driving courses delivered by the PSNI. BHP recruit training alongside PSNI officers is underway. The first such officer is currently on the training programme at the PSNI College, Garnerville. To improve officer effectiveness, new equipment was introduced in line with appropriate training, for example:

- *police batons in accordance with Police Ombudsman for Northern Ireland (PONI) recommendations;*
- *incapacitant spray being introduced as part of ACPO Conflict Management Model; and*
- *new vehicles and equipment introduced.*

Inspectors' assessment:

There had been much work undertaken in implementing this recommendation. Based on a Training Needs Analysis a full programme had been developed and parts of this had been implemented. Much of the training had been sourced from the PSNI. For example, initial officer training, driver training and firearms training. In addition, a future programme of personal safety training had been agreed and the first element of a regular input to BHP by PSNI District trainers had taken place. The recommendation is assessed as being completed.



Recommendation 13

Inspectors recommend that legislation is brought forward that enables BHP to operate with full constabulary powers, in certain circumstances, outside the current geographical area.

Status: Partly achieved

BHP response:

Legislation was drafted for the last session of Parliament. The Department of Regional Development for Northern Ireland and the Northern Ireland Office are both engaged and content that the Department for Transport continues to promote the Bill. Legislation is awaited.

Inspectors' assessment:

Progress has been made as regards the drafting of the necessary legislation through the national route led by the Ports Chief Police Officers Association and the Department of Transport. BHP consulted locally with the Department for Regional Development (DRD) who advised that a local derivative of the legislation would be unnecessary. Given the Parliamentary situation at the time of report drafting, it was felt unlikely the Bill would move forward during the life of that parliament. BHP has no further control over how this recommendation is progressed therefore Inspectors await the outcome of the legislation being presented.

Conclusion

Of the total of 13 recommendations BHP had fully achieved seven and had partly achieved six. Of those six recommendations that had been partly achieved it is Inspectors' assessment that with continued commitment BHP will complete four of them early in 2010. One recommendation with regard to the implementation of legislation has progressed but is now beyond the control of BHP. That leaves just one recommendation (overarching protocol) that Inspectors assess as being unlikely to be completed in the short term due to the scope of the work involved.

However, much work had already been completed with regard to the recommendation to agree an overarching and comprehensive protocol with the PSNI. Inspectors found that a comprehensive framework document had been shared with the PSNI and a Code of Connection Agreement was signed at ACPO level for BHP to be hosted on the Barracuda radio network. Progress had been made with regard to information sharing; policies had undergone development to bring them in line with PSNI policies; and there had been development of appropriate training being delivered by the PSNI for BHP officers. Co-operation at service delivery level between BHP and the PSNI remained good as evidenced by a security incident just

prior to inspection fieldwork when BHP were praised for their professional approach. However, an overarching protocol would be helpful. Inspectors recommend that work should continue to develop and agree an overarching protocol building on the successful work already completed.

The drive to fully professionalise BHP was evident to Inspectors during the fieldwork and in dealings with officers and staff of BHP as well as interviews with stakeholders. Inspectors regard a full return visit to monitor the implementation of outstanding recommendations as unnecessary given the advanced state of progress of most of them. However, Inspectors would ask BHP to keep them apprised of progress with the development of an overarching protocol.



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