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initiative on conflict
resolution & ethnicity

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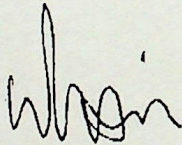
Date	3 rd Dec
For the attention of	Paerl/Bronagh
Your fax number	768917
From	Mari Fitzduff
Number of pages (including this one)	7

Paerl/Bronagh

Enclosed M Hayes paper - see suggestions p 4/5/6/ One on training is good, plus what about others ?

I'll be in the office today and tomorrow if useful - I suspect at this stage, just a summary of existing points/suggestions is what is needed

Mari



See 4/5/6

SUBMISSION TO NORTHERN IRELAND AFFAIRS COMMITTEE*by Maurice Hayes***Subject: *The Composition, Recruitment & Training of the RUC***

1. I am glad to respond to the request of the Committee for my views on policing, and I shall be glad to expand on this and any other aspects of the subject in my appearance before the committee.
2. I do not profess any particular expertise in relation to policing. I did, earlier this year, submit a report on the system for dealing with complaints against the police. This involved me in many discussions with policemen at all levels and with public representatives and others about policing. However, this was a narrowly focused review which produced certain recommendations which I shall be glad to discuss if the Committee wishes.
3. My remarks should be read in the context of my regard for the RUC as a highly professional police force and my deep appreciation of the hazards run by the force in keeping the peace over the past 25 years, and the sacrifices made by police officers and their families, and of the number who were killed in the course of their duty. In the course of my review I was very impressed by the openness of senior police officers to discuss the problems of policing, their willingness to embrace change and their commitment to provide an even-handed professional policing service. I was particularly struck by the quality of leadership being given by the Chief Constable, Mr Ronnie Flanagan.
4. It strikes me that the Committee's interest in composition, recruitment and training could also be grouped under the headings of structure, composition and control/accountability, and I shall try to discuss themes under both. There are, of course, other problems such as the size of the force, which

might be expected to reduce after a period of peace and stability and the need for a further reduction in existing numbers in order to provide space for the recruitment of greater numbers of catholics and women. This would provide an enormous challenge for any management.

5. *Composition*

I understand the RUC to be drawn to the extent of about 94% from the protestant/unionist community. Figures which I have seen from the Community Attitudes Survey suggest that 60% of protestant respondents and 76% of catholics thought that there were too few catholics in the force. As a general matter of fair employment, it is desirable that the composition of the police should more nearly represent the community balance. It would also help to sensitise the police to the mores, needs and aspirations of the catholic community and provide a healthy debate within the force about standards and methods of policing if the two communities were more equally balanced. I also believe that there should be a substantial increase in the number of female officers, given the preponderance of child-related and family-related offences.

6. It is fairly well accepted that over the past 25 years catholic police and their families have been targeted by the IRA and that there is a continuing campaign of demonisation as part of a political programme for change. It might be expected that a prolonged period of peace would help to improve the recruitment figures, but the indicators are that this would not be enough. What is needed to improve the position is the creation or development of a force which young men and women wish to join for its own sake, which provides good career prospects and which gives them status and respect in their own community and among their peers.

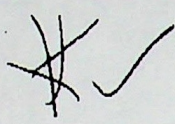
8. Recent surveys carried out for the Police Authority (even if one were fully confident about the methodology) are not reassuring about the present position. It is clear that on nearly every issue the two communities take

different views where they are not clearly polarised. While 72% of protestants thought the RUC were doing a fairly good/very good job in their area, only 44% of catholics shared this view, and 32% thought they were doing a fairly poor/very poor job. The approval rating in both communities had dropped between 1996 and 1997. 38% of catholics thought that protestants were better treated than catholics by the police and between 1996 and 1997 the number of catholics who thought that their local police treated people equally fell from 50% to 44%. Two catholics out of three thought that generally the police treated protestants better. Fewer than half the respondents had a lot of confidence in the ability of the RUC to provide a policing service for Northern Ireland, and one in three catholics had little or no confidence in the force - in relation to public order responsibilities, the figure increased to more than two out of three. Overall support for the RUC carrying on without reform fell from 54% in 1995 to 42% in 1996 (45% in 1997) and support for change rose from 29% to 38% (36% in 1997). Among protestants support for an unchanged RUC increased from 61% to 68% while among catholics support decreased from 28% to 11%. More than half the catholic respondents now want to see the RUC reformed (an increase of 14% over a year), although the proportion who thought the RUC should be replaced by a new force fell slightly (from 32% to 29%).

9. From these figures it is clear that there are serious problems of acceptability. There is no doubt a degree of political posturing, in some areas there is a deliberate campaign to denigrate the police. But even these are not enough to explain the strength and depth of antipathy in parts of the catholic community. Reservations about the police have increased and, subjectively observed, appear to extend across both middle class and working class areas. It is hard to say how far the position would change after a period of stability. The likelihood is that the RUC would become more acceptable in middle class areas. However the view of community workers whose judgement I trust, is that the RUC in the short and medium term is highly unlikely to gain acceptability in large areas of Belfast with a predominantly catholic working class population.

14. There are at present corps of litter wardens, traffic wardens, dog wardens, etc. There is no reason why these could not be incorporated into a single body and extended to include housing estate or community wardens. They could be placed under the control of the District Council or an elected watch committee. They would have only citizen's powers of arrest and would be trained by and assessed by the RUC. They would be subject to annual inspection and validation by the RUC Chief Constable.
15. The RUC would then become the province-wide professional police force dealing with serious crime and public order. They would be a professional and training resource for the local wardens, and could use them as auxiliaries if necessary.
16. I believe that such an arrangement would provide accountability at two levels: to the local community for the wardens and to the wider community through a visible and relevant Policy Authority for the RUC. I may say that I just proposed such an arrangement in a paper prepared for the then PUS of the NIO in 1974, so what I am suggesting is not a response to recent political agitation or to present perceptions of the RUC.
17. Such an arrangement could change the training needs of the police service. Whether or not such a change is made, I believe that there should be fundamental changes in police training. A great problem of police forces across the world is the reinforcement of a closed set of values. This makes it very difficult to achieve change. It also makes it difficult for new recruits from non-traditional constituencies. I believe that there would be merit in carrying out as much training as possible through the ordinary education/training system. I would educate police officers along with nurses, teachers, social workers, lawyers and others. This I believe would open minds and prevent the formation of institutionalised attitudes. Nurse training has now been brought into the universities - so should police training. Training for the wardens/local police might be through further

education colleges up to HNC standard, the RUC, focused on a more sophisticated type of crime, should train increasingly to degree standard, and should seek to recruit at graduate level and from relevant professions.

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18. Since so much crime is domestic, family or child related, training should be geared to mediation and counselling skills, to dispute resolution, rather than coercive policing. In my report I recommended training in mediation and the appointment of at least one officer in each station who had been trained to deal with complainants. There is also a need for awareness training both for recruits and serving officers to enable them to relate better to other officers and to citizens drawn from a different tradition.
19. The reduction in numbers will be a severe challenge for management whatever happens. Overall numbers will need to be reduced at least by half. If say one third of Catholics and one third of women are to be included this will require further redundancies. At start might be made by standing down the reserve (many of whom could be absorbed in some areas into the local warden service and might well lead and officer it.) For others a generous scheme for voluntary redundancy might be attractive. The RUC should also seek to capitalise on the skill and expertise of its officers by undertaking training in Eastern European or developing countries or in supplying men for peace-keeping policing in places like Bosnia where the UN have an involvement. This could provide redeployment for perhaps up to 2,000 police, (perhaps on a rotating basis) would recognise the professional status of the RUC, would be good for morale and would enhance the image of Northern Ireland.
20. There should be a Police Ombudsman who would deal with complaints against both groups of police and who would monitor internal complaints systems.

18 November 1997