

# **SRI LANKA**

**An evaluation of Police Training provided by the British Government in 2001 and an assessment of opportunities for funding further capacity building and institutional reform and development with the Sri Lankan Police.**

**25 February – 9 March 2002**

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## Recommendations

- 1 That assistance is offered to the Government of Sri Lanka and the Sri Lankan Police Force for the provision of Management Development Training for Superintendents and Assistant Superintendents of Police. (5.6)
- 2 That assistance is offered to the Sri Lankan Police in introducing a Central Planning and Training Unit. (6.4)
- 3 That assistance is offered in developing a National Assessment Qualification Centre and local Promotion Boards. (7.5)
- 4 That assistance is offered in reviewing the methods of recording and investigating complaints against police, together with an independent element, to support an open system of policing. (8.11)
- 5 That assistance is offered to rewrite the Force Departmental Orders as requested by the Acting Inspector General of Police. (9.8)

*Note:-*

*The contents of this report, and the recommendations, are the responsibility of the author and do not necessarily reflect the expressed or considered views of the United Kingdom Foreign and Commonwealth Office.*

## **1.0 Introduction**

1.1 At the request of HM High Commissioner to Sri Lanka, Ms Linda Duffield and following discussions at the South Asia Department, Foreign and Commonwealth Office, I visited Sri Lanka between 25 February and 9 March 2002 to conduct an evaluation of the training delivered by [REDACTED] to elements of the Sri Lanka Police in 2001 on behalf of the British Government. I was also required to assess and suggest further opportunities for funding training, capacity building and institutional reform and development with the Sri Lankan police, within the context of the UK Government's Peace Support Strategy for Sri Lanka

1.2 My full terms of reference are attached at appendix A. In brief they required me to: -

- Identify problems and issues within the Sri Lankan Police
- Assesses the value, effectiveness and impact of the training delivered by [REDACTED] during 2001.
- Assess the opportunities for funding further training, capacity building and institutional reform and development with the Sri Lankan Police.
- Suggest projects, partners, and activities for the UK Government, which could be operated in the context of HMG's Peace Support Strategy for Sri Lanka.

1.3 My programme is attached at appendix B.

## **2.0 Sri Lankan Police.**

2.1 The Sri Lankan Police Force was established in 1866 as a British Colonial Police Force. In 1948, upon independence, the Force continued to serve Sri Lanka under democratic principles. Because of the nature of its origin the structure of the force and many of its systems and procedures are based on a British style of police administration. [REDACTED]

2.2 For the past 20 years the Sri Lankan Police Force has been attempting to carry out its policing responsibilities against a background of terrorist activity in the country, particularly in the Northern and Eastern regions by the Liberation Tamil Tigers ELaam (LTTE). [REDACTED]

2.3 The situation in Sri Lanka has improved since the agreement on a ceasefire between the Government of the Democratic Socialist Republic of Sri Lanka and the LTTE. The Police are aware of the opportunity to return to a more open and civilian-orientated style of policing. With responsibility for the Police now within the Ministry of the Interior, there is a clear desire for improvement in policing

practice within the community. Whilst visiting the Secretary at the Ministry of the Interior, I was informed of the Ministry's desire to change the policing approach from a "force" to a "service" ethic.

[REDACTED]

3.1. [REDACTED]  
[REDACTED] The company is led by a former senior detective and has a number of former police officers within its organisation.

3.2 They were engaged, under contract, to deliver training to 32 members of the Sri Lankan Police and between 14 May and 12 October 2001 delivered a six-stage Training of Trainers programme in the following subjects: -

- Practical skills-related training.
- Crime Scene Preservation and Management.
- Serious Crime Investigation Techniques.
- Terrorist Crime Investigation Techniques.

3.3 .In the course of my evaluation I attended a seminar/evaluation exercise which included nearly all the students who had received the [REDACTED] training. Those present included a Chief Inspector, Inspectors of Police, and sub Inspectors. I took the opportunity to question the students regarding the training course they had attended as to their level and understanding of the content. There was unanimous appreciation of the methods of teaching, and respect for the British trainers. There was also a sound understanding of the separate modules listed above.

3.4 The thirty-two trainers taught by [REDACTED] have now delivered training in these subjects to over six hundred further police officers, mainly of constable and sergeant rank. It was the intention of The Deputy Inspector General responsible for Training, to train sufficient police officers as Scene of Crime Officers (SOCO) to have them represented at every police station with a crime branch in the country. This appears to have been largely accomplished.

3.5 I have visited and interviewed a number of these newly trained SOCO's in Colombo, and at police stations and crime branches outside Colombo; including Anuradhapura, and Vavunya in the north and Kalutara North and Kalutara South, which are south of Colombo. These secondary students displayed a good knowledge of the principles of Crime Scene Preservation and Management and its relationship to investigation of crime. They displayed less awareness of new teaching in terrorist crime investigation techniques.

3.6 In my opinion [REDACTED] have fulfilled their contractual obligation in delivering improved training techniques and crime scene procedures to the original trainers and that this has successfully been cascaded to a large number of police SOCO's. Their approach and the content of their training programme has been successful in widening the skills of the police officers who have received the training.

### 3.7 Sustainability.

3.8 [REDACTED] The purpose of crime scene examination is to find evidence, which will assist in the identification of the offender and lead to a subsequent conviction in court. The evidence may consist of marks, fingerprints, or minute traces of fibre or blood transferred to or from the offender at the scene. It is necessary to collect and contain such evidence so that it cannot be contaminated, or with blood or other animal traces, in a manner which protects it from deterioration. With blood or semen this may mean keeping the sample cool.

[REDACTED]

3.10 At the Evaluation Seminar referred to earlier and at crime branches, the officers who had received training referred to the lack of equipment, which was hampering their newfound expertise at the scene of crime. They also spoke of the lack of facilities for interviewing suspects and recording interviews.

[REDACTED]

3.12 Quite simply, an explanatory note to all supervising officers and senior investigators to make them aware of the procedures, can rectify these problems. Similarly the information can be passed to those Doctors who attend scenes. It would also make sense to inform the Courts of the procedures. I have discussed this with DIG [REDACTED] and Senior DIG [REDACTED] who informed me that it was their intention to disseminate this information as suggested.

3.13 The provision of equipment is a greater problem. To provide all crime branches with even basic equipment will be expensive. Although provision of equipment ensures greater value from the training, there are other priorities that I consider should take precedence.

### 4.0 Opportunities for Funding Further Training.

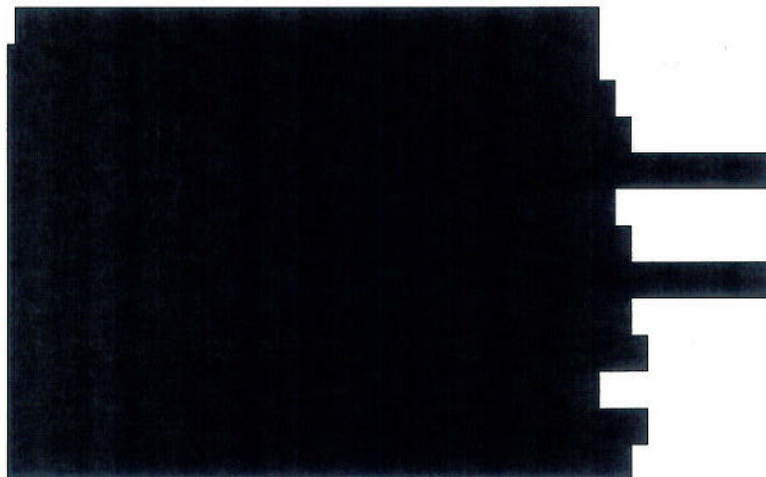
4.1 [REDACTED]  
[REDACTED] The Peace Accord is now in operation and there is a desire by Government and by the senior members of the police force to move toward what they describe as a more normal, or civilian, style of policing.

4.2 The transition to a modern, transparent police service calls for a review of the policing style and a restructuring of the organisation to make it more effective and visible within the community it serves. Such a major step would be a considerable project set over a number of years and would require commitment by Government and the police hierarchy. It would require a review of the organisation of the force, its administration, the supervisory structure, the style of policing, its purpose, the development of a strategy with clear objectives and an understanding of the police role by all members of the Force. As part of the transition it would be necessary to consider appropriate levels of financing for the Force and reinstating a budgetary discipline within the Force. Such a reorganisation should raise the question of the ownership of the police "service". Does this lie entirely with the police? What is Government's role? Are the community to be involved as important stakeholders in the policing role?

4.3 Such an approach to the new police service would be a major commitment for the Government and for the Ministry of the Interior in particular. The creation of a National Police Commission (NPC) as part of the Seventeenth Amendment to the Constitution might be the catalyst by which such a restructuring can be achieved. The NPC is to have powers over the appointment, promotion, transfer, disciplinary control and dismissal of police officers other than the Inspector General of Police. It is to establish procedures for the investigation of Complaints against the Police; to formulate schemes of recruitment and training; the improvement of efficiency and the independence of the police service; to specify the nature and type of arms, ammunition and other equipment necessary for the national and provincial divisions; to establish codes of conduct and also standards to be followed in making promotions and transfers.

4.4 Restructuring is an area in which the British Government has the expertise to assist if requested. Such an undertaking however, would probably require a co-ordinated approach by more than one donor country.

4.5 There are approximately 35,000 regular members of the police supplemented by 30,000 reserve members who are fulfilling a regular function. The organisation is unwieldy with a top-heavy management structure. The supervisory ranks of the force at officer level are as follows: -



[REDACTED]

4.6 My observations in this report are related to the greater proportion of the Sri Lankan Police Force performing general duties and not to the Special Task Force (STF) or Home Guard units.

4.7 [REDACTED]

4.8 The Home Guard is numbered in thousands and performs an immediate policing function at the villages near to the vulnerable borders. Members are recruited locally, provided with firearms but are poorly trained in the policing role.

#### 5.0 **Development Training for Managers.**

5.1. Restructuring the Sri Lankan Police would be a major undertaking, requiring time, consultation and much consideration as to how it might be achieved. [REDACTED]

[REDACTED] The rank of ASoP can be achieved in two ways. Firstly, by direct entrance for people who generally hold an academic degree, or, secondly, by promotion from Chief Inspector. Upon appointment, direct entrants receive initial training, whilst those promoted receive a shorter period of training. Upon completion of training the ASoP then takes up his duties and is appointed head of a police station or small district. I am informed that the ASoP may remain in this rank for five or six years, when he (or very occasionally she) is automatically promoted to SoP. The individual might then serve in a larger or busier district for a number of years until he is promoted to Senior Superintendent. Hitherto this process has been automatic; although a recent court ruling that those officers demoted from Superintendent must be re-interviewed with others, to determine who shall be promoted, might change this procedure. The PNC will also have an interest in this subject in the future.

5.2. It appears that from appointment to ASoP, and on to SoP rank, the officers receive no further structured management training, although some might receive some specific training in a particular subject.

It would be of considerable advantage to the individual and to the Force, if a course or series of courses, was developed at this level of middle management, to advise and teach the ASP's and SoP's of further initiatives in management, combined with policing developments from around the world. It would be relevant in that such training would become a vital component of the force restructuring process if this was to take place and it would also strongly contribute to the reintroduction of a service ethic and working within the community. Such course or courses, could be delivered to ASoP's after about 2 years in the rank and to SoP's upon appointment.



5.4 The purpose of a Commanders' Course is to enhance the management skills of the individual by introducing him/her to the following components: -

- Leadership skills
- Strategic awareness
- Responsibility and accountability
- Problem solving
- Policing in the community
- Personnel and community needs
- Ethical policing and human rights
- Partnerships and collaboration

5.5 Superintendents and Assistant Superintendents are in a position to set the immediate policing style for their area and therefore to impact upon the community to a considerable extent. If they work within an overall Service Strategy, the more open style of policing will have a positive effect in the wider policing area. They are clearly also in a strong position to influence their subordinate police officers. It is important that the more senior levels of the service are aware of the management style taught in the courses and that it is agreed at the highest level.

5.6 It is important that the Sri Lankan Police have ownership and are committed to this approach. To ensure that the concept is fully understood, it would assist if, for example, two Sri Lankan police officers of sufficient authority (and part of the training establishment) were invited to visit the United Kingdom, to see how management training for middle ranking police officers is delivered here. The most important venue for this is the National Police College, Bramshill, which has a strong International Training wing.

5.7 After a brief visit to the UK, the Sri Lankan officers could be joined in Sri Lanka by two British police officers with knowledge and experience in this field. The combined team could then complete a training needs analysis of the force, to ensure that the course content addresses the Sri Lankan need and is not simply based on UK practice.

**5.8 *Recommendation. That assistance is offered to the Government of Sri Lanka and the Sri Lankan Police Force for the provision of management development training for Superintendents and Assistant Superintendents of Police.***

## **6.0 Co-ordination of Training Programmes.**

6.1. There are nine police training centres in Sri Lanka apart from the Police College. In discussion with DIG [REDACTED] and other Senior Officers, they expressed interest in the co-ordination and standardisation of training programmes across the training centres. The establishment of a central unit, perhaps at the Police College, with officers with a training background being seconded to that unit for a period of time to assist with the preparation of training programmes, would be an advantage to the police force. Their duties could comprise of the following: -

- Researching methods of training and training development internationally
- Researching new laws and regulations and providing appropriate training notes
- Preparing standard training programmes to be used at all training centres
- Preparing visual aids and texts for training programmes
- Assisting with the selection and training of new trainers
- Developing a working relationship with other academic centres

6.2 The overall purpose of such a unit is to develop a standard of excellence for training to deliver professional studies, policies and strategies to students. It would play an important role in defining the purpose and core responsibility of the policing role.

6.3 Introduction to this training support function might be through a similar method to that suggested at 5.4 and 5.5, leading to familiarisation with a similar unit in the UK and continued development in Sri Lanka thus ensuring local ownership.

**6.4 Recommendation. That assistance is offered to the Sri Lankan Police in introducing a central planning/training unit.**

## **7.0 Assessments Centres.**

7.1 I have referred to the tradition of automatic promotion based on seniority within the Superintending ranks of the police. [REDACTED]

[REDACTED] DIG [REDACTED] is keen to explore the idea of assessment centres for his force. The purpose of an assessment centre is to provide a method of assessing the potential of police officers for advancement, or of his or her suitability for a particular appointment. If, either as the result of the High Court decision or the responsibility of the National Police Commission over promotion and transfers, promotion and appointments are to be decided by selection, this is an area in which HMG might offer assistance.

7.2 The police service in the UK has considerable experience in assessment for promotion. There are 43 police forces under the Home Office umbrella and each one will provide some form of assessment to determine promotions up to and including the rank of Chief Superintendent. The assessment will include written exercises, tests, possibly psychological testing and interviews. Assessors will also have access to annual appraisal reports, which will refer to the individual's quality of work, with his immediate supervisors comments for the previous year. The purpose is to identify the person best suited to a particular role, regardless of seniority of service.

7.3 All candidates for promotion to Sergeant or Inspector must pass a two-part national standard examination. The first part is a two-hour, multiple choice paper test, on knowledge of law and procedure. The second part is through an assessment centre process, involving role acted, work sample exercises. The exercises are marked against a prescribed behavioural marking guide and address an assessment of ethical and professional standards.

7.4 Suitability for promotion to ranks above Chief Superintendent is determined under Home Office guidelines by extended interview. Officers of Superintendent rank are invited to apply for the Strategic Command Course qualification which is essential before appointment as a Chief Officer can be achieved. The extended interview process, which is similar to the procedures for senior civil servants or for the armed forces, are held annually for the strategic command course and also separately for graduate entrants to the police and accelerated promotion from constable rank. The assessors are senior police officers working with non-police service members and supported by psychologists. There is provision for persons to be invited as guests to sit in on the extended interview for the full two and a half days assessment programme.

7.4 The introduction of a National Assessment Centre for the Sri Lankan Police with local promotion boards, would be an important step toward creating an open system of selection, which determines promotion and appointment on ability together with further training needs.

**7.5 Recommendation. That assistance is offered in developing a system of assessment centre qualification and local selection in the Sri Lankan Police**

## **8.0 Complaints against Police.**

8.1 If Sri Lanka is to achieve its ambition of more normal policing and is to engage more fully with the community, it follows that its procedures and systems should be more open and transparent. There is a system within the force of investigating and dealing with complaints, and also disciplinary issues. [REDACTED]

8.2. Under the seventeenth amendment to the Constitution, the NPC "*shall establish procedures to entertain and investigate public complaints and complaints of any aggrieved person made against a police officer or the police service and provide redress in accordance with the provisions of any law enacted by Parliament for such purpose*".

8.3 [REDACTED]

Nevertheless, if the police are to develop an effective service ethic within the community it is important that the complaint process is seen to be fair and open and that the method of recording complaints is understood by all. It is important that the complainant and the police officer who is subject of the complaint, should each feel that he or she is treated fairly, that they are kept informed and that each has an opportunity to state their case.

8.4 In the United Kingdom procedures for dealing with a complaint against police are laid down in the Police Act 1996, supported by the Police Conduct Regulations, 1999. There is a code of conduct that sets out the principles which guides a police officer's conduct. This includes honesty and integrity, fairness and impartiality, politeness and tolerance, performance of duties, lawful orders, confidentiality, appearance and general conduct.

8.5 A complaint received either directly or verbally from a complainant is registered, and an investigating officer appointed. (This is normally a Superintendent.) The police officer who is the subject of the complaint is notified in writing of the nature of the complaint.

8.6 The investigation will determine whether or not the complaint is sustained and what action is necessary. The normal court process deals with criminal offences. Serious discipline offences will be heard before a disciplinary board; or with lesser offences, by a reprimand, caution, or warning. A complainant has the right to attend a disciplinary hearing and an accused officer has the right to be accompanied by a "friend", or in serious offences by a lawyer.

8.7 Where a complaint is justified, but is of a minor nature, it may be resolved at an early stage by informal resolution. In this case, after discussion, the complainant may agree to the police officer being advised as to his or her conduct and in some circumstances the complainant may have the opportunity of discussing the issues with the police officer about whom he or she is making a complaint. This meeting takes place in the presence of a third person. Informal resolution has proved to be a sound method of resolving complaints satisfactorily and thus avoiding the need for a lengthy investigation.

8.8 Because investigations into police behaviour are of necessity conducted by the police, it is regarded as necessary to have an independent overview of the procedure. In the UK the Independent Police Complaints Authority fulfils this role. The members are appointed by the Home Secretary and are from a wide variety of backgrounds. They are informed of complaints and have authority to intervene and to supervise the investigation of a complaint.

8.9 An open system of dealing with complaints is necessary within a democratic police service and provides safeguards against abuse of human or civil rights.

8.10 As suggested with the earlier recommendations, a visit could be arranged to police forces in the UK and also to the Police Complaints Authority in London, to view the system. This visit could be supplemented by assistance being offered to Sri Lanka, to introduce changes thought to be appropriate to that environment.

***8.11 Recommendation. That assistance is offered to the Sri Lankan Police to review the methods of recording and investigating complaints against police, to support a democratic and open system of policing.***

**9.0 Force Departmental Orders.**

9.1 On my final working day in Sri Lanka, with [REDACTED], 2<sup>nd</sup> Secretary Chancery, I met the Acting Inspector General of Police, Senior Deputy Inspector General [REDACTED] who was accompanied by Deputy Inspector General [REDACTED]. We discussed their requirements in terms of a possible continuation of HMG's assistance, together with the suggestions I have outlined in this report. Their response, in general terms, was favourable.

9.2 At this stage both senior officers raised the question of the Force Departmental Orders. These orders are contained in a substantial bound volume and contain the working practices for the "Ceylon" Police, together with job descriptions, the functions of various departments and offices and a considerable amount of information relating to the force

9.3 Most police forces have Departmental Orders, or Force Standing Orders, or General Orders, which are held by supervisors but are available to all members who wish to study them, or who are seeking information. The orders normally include a description of the role of the police, and the required code of conduct. They hold a wealth of information and should be the definitive document of working practices.

9.3 The edition of the departmental orders produced by the Acting IGP was dated 1960, although we were informed that there had been amendments during the years since then.

9.4 Mr [REDACTED] and Mr [REDACTED] asked if the British Government could assist them with the rewriting and updating of the orders. They suggested that a British police officer, serving or retired, with experience in such formulation of departmental orders could work with a team of Sri Lankan police officers, to achieve this.

9.5 This is an unusual request but one which, in the context of the Sri Lankan Police, could be most valuable in advising all members of the force of the role and the policing style to be implemented in the future. Police forces in the UK are frequently updating their force standing orders and I feel certain that individuals, possibly retired, could be identified to assist with this task.

9.6 The timing of such assistance is important, as there is little point in commencing this work until the style and nature of future policing in Sri Lanka has been confirmed.

**9.8 Recommendation. That assistance is offered to the Sri Lankan Police to rewrite the force departmental orders as requested by the Acting Inspector General of Police**

#### 10.0 Other Views.

10.1 During my visit I met a wide cross section of police officers of all ranks, in operational, administrative and training roles. With the signing of the Peace Accord and the cessation of hostilities, there is a general feeling of optimism at all levels of the service and a stated desire to return to a more normal policing situation. [REDACTED]

[REDACTED]

10.2 I also had the opportunity to meet the Secretary of the Ministry of the Interior; the Attorney General, and the Solicitor General. The Secretary was forward looking in his desire to change the ethos of the police from Force to Service and to achieve an open, well managed, police role in the community, with a service that reflected the nature of the local population. The senior Law Officers were, naturally, anxious to achieve a professional approach to the maintenance of the law and an improvement in the detection of unsolved crimes. [REDACTED]

[REDACTED]

I met a number of representatives of non-government organisations, all of whom expressed an interest in the forward development of the police. A number of concerns were expressed, although there was an apparent consensus that there had been some improvement in the police approach over recent months. [REDACTED]

[REDACTED]

[REDACTED]

10.4 Some of the persons interviewed were anxious to point out that the problems identified by them were not universal and that there were many good and efficient police officers.

10.5 With the exception of the poor language skills, each of the concerns raised by the NGO's would be addressed in the recommendations made in this Report. [REDACTED]

[REDACTED] This need will be implicit in all the areas of assistance suggested.

10.6 I also had an opportunity to meet, or speak to members of the [REDACTED]

[REDACTED]

10.7 I met [REDACTED] informally at Anuradhapura, when we discussed the Police in general terms. I also spoke to her colleague, [REDACTED] by telephone. He informed me that the [REDACTED] were not initiating any directly related police assistance but preferred to work through the International Committee of the Red Cross and Care International, hoping to influence the observation of human rights.