

Her Majesty's Inspectorate of Constabulary



Baseline Assessment Revisit States of Jersey Police

2008

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Introduction to Baseline Assessment

This report is the outcome of HMIC's re-assessment of the performance of the States of Jersey Police during March 2008, gauging performance against agreed standards and known good practice.

Baseline assessment has been developed by HMIC to reflect a dynamic performance environment. It makes considerable use of self-assessment and grading criteria to produce one of four delivery grades – *Excellent, Good, Fair or Poor* – across a broad range of policing activities in England and Wales.

With the assistance of the Association of Chief Police Officers (ACPO), business area leads and expert practitioners, specific grading criteria were developed to ensure a more reliable and robust approach to assessment. The process results in a diagnostic assessment that could generate a tailored programme of inspection for the force on key areas in negotiation with the Bailiwick Authorities.

The police service is committed to continuous improvement in the quality of services it delivers to local communities. HMIC shares this commitment and sees its activities as a catalyst for improvement. The response of individual forces to assessments conducted has been highly commendable, and tangible improvement is evident in areas such as call handling and volume crime reduction. The renewed focus that this re-assessment offers for the States of Jersey aims to similarly ensure that the policing service within the Bailiwick achieves tangible improvement.

Increasingly, the service is setting itself – or is being set – demanding targets for the quality of services it provides. Wherever such standards and targets have been set, HMIC will inspect against them.

This re-assessment is the result of on-site work conducted by HMIC staff officers, on behalf of HM Inspector Ken Williams, CVO, CBE, QPM, BA in March 2008. The revisit undertaken takes account of a wide range of documentary evidence, and structured interviews. The work covers only nine frameworks of the England and Wales assessments which were identified by the States of Jersey Police that required HMIC scrutiny.

Within the assessment, performance data has been examined to identify recent trends. The following forces have been identified as being most similar to the States of Jersey Police: Guernsey Police, Isle of Man Constabulary and Royal Gibraltar Police. This is known as the most similar force group (MSF). However, each area has many unique characteristics, so care should be taken when making direct comparisons. Opportunities are now presented to the States of Jersey Police and the Bailiwick Authorities to benchmark progress and learn lessons.

Her Majesty's Inspector was impressed by the receptiveness, drive and commitment of the chief officer team to making organisational changes in line with areas for improvement identified in the previous HMIC inspection. Although many areas for improvement have been completed, some have been considered and a decision made against the operational backdrop of the force not to progress them. Her Majesty's Inspector has in some frameworks, reiterated previous outstanding areas for improvement when he considers the force would benefit from such organisational change or enhancement of processes and in other cases new areas for improvement are being suggested.

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HM Inspector wishes to thank the members of the force and Bailiwick Authorities for their assistance in supplying information and setting aside time to speak to HMIC staff. The assessment would not have been possible without their assistance and contribution.

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Baseline Assessment Frameworks		
1 Citizen Focus (PPAF domain A)		
		1D Professional Standards <ul style="list-style-type: none"> • Investigation of public complaints • Improving professional standards. • Combating corruption and promoting ethical behaviour. • Reducing complaints and learning lessons.
2 Reducing Crime (PPAF domain 1)		
	2B Volume Crime Reduction <ul style="list-style-type: none"> • Crime strategy • Performance in reducing volume crime. • Problem solving • National Crime Recording Standard (NCRS) compliance. 	2C Working in Partnership to Reduce Crime <ul style="list-style-type: none"> • Basic command unit (BCU) support for crime and disorder reduction partnerships (CDRPs) • Drugs prevention/harm reduction • CDRP crime reduction performance
3 Investigating Crime (PPAF domain 2)		
3A Investigating Major and Serious Crime <ul style="list-style-type: none"> • Detection rates for murder, rape and other serious crime • Integration with overall crime strategy • Compliance with Association of Chief Police Officers (ACPO) murder manual • Early identification of critical incidents that may escalate into major inquiries 		
	3E Forensic Management <ul style="list-style-type: none"> • Specialist scientific support • Use of National Automated Fingerprint Identification System (NAFIS), DNA, etc • Integrated management of processes • Performance in forensic identification and detection 	
4 Promoting Safety (PPAF domain 3)		
5 Providing Assistance (PPAF domain 4)		
6 Resource Use (PPAF domain B)		
6A Human Resource (HR) Management <ul style="list-style-type: none"> • HR strategy and costed plan • Key HR issues not covered in 6B or 6C • Health and safety • Performance in key HR indicators 	6B Training and Development <ul style="list-style-type: none"> • Costed training strategy and delivery plan • Key training and development issues 	
		6F National Intelligence Model (NIM) <ul style="list-style-type: none"> • Extent to which structures, processes and products meet NIM standards • Integration of NIM with force planning and performance management • Use of community intelligence • Application of NIM to non-crime areas

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7 Leadership and Direction		
7A Leadership <ul style="list-style-type: none">• Extent to which the chief officer team is visible and dynamic, sets and upholds a vision, values and standards, promotes a learning culture, and sustains a well-motivated workforce• Effectiveness of succession planning• Promotion of corporacy		7C Performance Management and Continuous Improvement <ul style="list-style-type: none">• Effective performance management structures and processes at all levels• Quality and timeliness of performance/management information• Internal inspection/audit/quality assurance (QA) systems• Effectiveness of joint Force/PA best value reviews (BVRs)

Force Overview and Context

The Bailiwick of Jersey is a self-governing island, the largest of the Channel Islands, measuring 45 square miles, with all the other Channel Islands comprising the Bailiwick of Guernsey within a separate jurisdiction. Jersey is subject to the jurisdiction of its Royal Court and is split into 12 parishes, each headed by a democratically elected Connétable and each with its own honorary police force. The island therefore effectively has 13 police forces. The States of Jersey Police, with its island-wide mandate, has been in existence in its current form since 1952.

Being an island, the force is relatively isolated in terms of support from external forces and has to be self-sufficient with the specialist skills of a larger force but without the general capacity to accommodate full-time posts in these areas. The force serves the combined function of a national police force and a basic command unit.

The geographical isolation of the force means considerable delay when support is required. Therefore, the force has to build in some resilience resulting in some officers being trained in several diverse disciplines, for example firearms, search team, bomb disposal, CBRN (chemical, biological, radiological and nuclear) and accident investigation. Retention of experienced staff is consequently vital. As well as all the usual headquarters functions, the force assists in the preparation for major incidents and maintains an intelligence capability as well as having a key responsibility for the security of the island.

There are 360 miles of road on the island and car ownership per household is 22% higher than in the UK. Ownership of mopeds and motorcycles per household is four times that of the UK.

The resident population of Jersey is about 90,000, although the actual number of persons on the island increases significantly during the summer months due to the tourism industry. The Portuguese community is significant and more recently the island has become home to a large population of Polish workers as well as other smaller ethnic groups.

The following is taken from the States of Jersey Police Annual Performance Report for 2007:

- Some 4,658 crimes were recorded during 2007. Overall recorded crime fell by nearly 14% against the three year average for 2004-06 and by just over 7% compared to 2006. This is the third consecutive year in which overall recorded crime has fallen.
- Decreasing crime levels are being sustained despite a growing population. In 2007, 52 crimes were committed per 1,000 population compared to 64 per 1,000 population in 2004.
- In England and Wales in 2006/07, over 27% of all crimes recorded by the police were burglaries, vehicle crimes or robberies. In Jersey, these offences accounted for just over 16% of all recorded crime in 2007.
- The overall detection rate for 2007 was 40%, compared to an average detection rate for the 43 police forces in England and Wales of 27% in 2006/07.
- Some 89% of people in Jersey believe that their local neighbourhood is a safe place to live.

Whilst this overall figure is consistent with 2005, there has been a significant increase in the number of people who believe that their neighbourhood is 'very safe'. Decreasing crime levels are matched by an intensifying sense of safety in neighbourhoods. Almost half of all adults in Jersey now perceive their neighbourhood to be 'very safe'.

- Jersey experienced a total of 377 burglaries and 39 attempted burglaries in 2007. Overall burglary levels have reduced by 10% against the three year average for 2004-06.
- Vehicle crime has reduced by 15% in 2007 against the three year average for 2004-06. To put this success into context, vehicle crime is now 39% below the three-year average for 2001-03.
- A series of measures has been developed to monitor street violence and disorder in the capital town of St Helier. The cumulative evidence of these indicators is that the night-time economy of St Helier was a safer place during 2007. Over the course of the year – calls from members of the public for police assistance to deal with street violence and disorder reduced by 13%. The Jersey Annual Social Survey showed a statistically significant improvement in the Jersey public's perception of the safety of the town centre after dark.

The Home Affairs Minister said in the report:

"This is the final Police Annual Report for my period as Home Affairs Minister. During this period, crime has fallen significantly and public confidence in the safety of our community has grown. I know that much of this has been due to the hard work of the police officers and staff who work day and night to preserve our safety. As Minister, I am proud to be associated with their achievements."

By UK standards the Bailiwick of the States of Jersey is a low crime area, which is reflected in the results of the fear of crime public survey.

The island is a major offshore financial centre and as such the local finance industry is the largest industry in the island, unemployment is low and the younger members have high levels of disposable income. There is a growing night-time economy which is largely driven by alcohol consumption. The island is lucrative to suppliers of drugs due to the higher levels of disposable income amongst young people.

The senior management team (SMT) consists of the Chief Officer, a deputy chief officer, a superintendent and three chief inspectors. The deputy chief officer has responsibility for a number of areas including professional standards, training, human resources, communications, information technology and planning and research. The superintendent is in command of operations with the three chief inspectors coming directly under his command, each having responsibilities respectively for crime, operations and community safety. The chief inspector (crime) has responsibility for the proactive investigation team, the reactive investigation team, the drugs squad, the joint financial crimes unit, scenes of crime, public protection and the intelligence bureau. The chief inspector (community safety) is responsible for crime management and the criminal justice administrative requirements of the force. Additionally this post has responsibility for community policing (including licensing team).

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The Chief Officer has operational independence but the authorised establishment figure for the force is set by the island's government. At the end of 2007 this figure stood at 245 officers, 90 civil servants and 12 manual posts. Recruiting standards are maintained which is evident in the high calibre of recruits although the force has repeatedly fallen short of recruitment targets as a consequence of operating within a competitive labour market. All established civilian staff are civil servants and the number of posts is fixed by government policy. The Chief Officer cannot directly employ civilian staff. The budget for 2007 was in the region of £20.7 million.

Her Majesty's Inspector is cognisant of the resource constraints under which the Force operates and therefore it has been essential that it works within its means and accommodates new or changing demands on its services by making efficiency savings, investing in technology and driving continuous improvement.

The current SMT has continued to make improvements in performance, resources, management and capability since the 2005 HMIC Baseline Assessment Report, progress being driven through regular senior management meetings and a detailed action plan. There is strong evidence to indicate that the organisation is perceived as modern, fast-moving with high expectations of operational and cultural change amongst a motivated workforce.

The force operates primarily out of the headquarters situated in St Helier, which also serves as the island's police station.

The force is supported, in instances, by the honorary police of the parishes, whose members are democratically endorsed by the parishes they serve. The honorary policing system provides additional resources for special events and incident management.

The priorities for the States of Jersey Police are the reduction, prevention and detection of crime and all members of the force have a role in contributing towards this and its efforts to reduce the fear of crime within the community. In addition the force seeks to work in partnership with the public, business community and other agencies, in order to improve the quality of life.

The Chief Officer is a member of the island's Corporate Management Board (CMB) and supports the government's Council of Ministers through policy development and strategic planning. The strategic priorities that the force has in place are generally in line with the Island Strategic Plan.

Maintaining the island's international reputation as a stable, well regulated location for financial institutions to base their operations is important to its economic future. The force maintains a commercial fraud and external affairs department and contributes staff and facilities to the police/customs joint financial crimes unit.

The strengths of a relatively small force are that managerial lines of communication are very short. Changes can be rolled out across the force quickly and efficiently. Senior staff are close to all force operations and meetings can be arranged easily, assisting in good communications.

This report outlines a number of opportunities for improvement in the nine policing areas examined during this assessment. Her Majesty's Inspector is impressed by the receptiveness of the Chief Officer team to the suggestions made, demonstrating a desire and drive to adopt good practice.

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Her Majesty's Inspector was pleased to be informed that discussions to consider the introduction of governance arrangements along the lines of a UK police authority had commenced. This development of corporate governance arrangements will provide a clear delineation between that of the law enforcement agencies and politicians.

1 Citizen Focus (Domain A)

1D Professional Standards

Strengths

- The force has in place an effective professional standards department (PSD) which is effectively led by the deputy chief officer (DCO) and which is commensurate with the size of force. There is good oversight of the complaints process through scheduled meetings and complaint examination and assessment which ensures proportionality and quality is maintained. The DCO drives the need for high integrity across the force through various means.
- The DCO takes a broad view of potential development opportunities for PSD taking account of developments in other forces such as Police Service of Northern Ireland and the Metropolitan Police Service (MPS) in respect of anti-corruption measures and Service Confidence Procedures. He attends quarterly ACPO meetings in the UK together with conferences on PSD matters and has regular contact with the chair of the Jersey Police Complaints Authority (JPCA).
- Good practice is actively promoted and contained in the various policies associated with PSD which are readily accessible via the force intranet. Sergeants and inspectors are held accountable for the working standards of staff. Minority groups are consulted in respect of impact of police operations.
- Many relevant policies in place have been updated and intelligence procedures overhauled to improve security.
- The post of information security officer is being maximised to address the issues raised and the force is of the view that systems are resourced commensurate with demand and other priorities of the organisation.
- An assessment to the vulnerability of corruption has been carried out and action taken to reduce risks. Intelligence gathered is fed into the national intelligence model (NIM) process.
- The force has an appropriate system in place for receiving, investigating and resolving complaints, which includes local resolution and the frequent updating of officers as to progress. The public has e-mail access to feed into the process.
- Arrangements are in place for all staff to have access to an independent and confidential reporting line. The line is operated by a UK firm which sanitises information and passes it to the DCO for assessment and action.
- There is the capacity, skills and expertise to undertake investigation, prevention and intelligence in PSD. Although there is no proactive unit there is an increasing volume of proactive work carried out with some now being undertaken by the new post of force inspectorate. All investigators have wide experience of covert policing and apply legislation concerning covert surveillance. A post of information/operations security manager is in

place.

- On a case by case basis the PSD inspector links with the relevant SIO allowing them to proactively monitor the investigation from an anti corruption perspective.
- Mechanisms exist to help the force learn the lessons from critical cases and complaint trends. There is oversight by the JPCA and Attorney General.
- Community engagement measures exist to act as a touchstone of public confidence in police complaints and misconduct through the use of the Community Consultative Group which includes representatives from the Portuguese, Polish, Kenyan, Gay, Jewish and Muslim groups on the island. The group has input into all policing issues affecting the community including police recruiting and complaints.
- A process is in place undertaken by the force inspectorate to ensure that any investigations being compromised or curtailed are effectively analysed. This work is complemented by the close working relationship between the DCO and head of legal advisors.
- The force is proactive in publicising the complaints process through the provision of posters and leaflets in the public areas of police buildings such as in the reception area at headquarters.
- The JPCA is an independent organisation set up by the States of Jersey under the Police (Complaints and Discipline) (Jersey) Law, 1999. Its members are appointed by the States for a period of three years' and their services are purely voluntary. The role of the authority is to oversee, monitor and supervise the investigation by the States of Jersey Police of complaints made by members of the public against states and honorary police officers. The authority's responsibilities are to ensure that the investigations that it supervises are carried out in an impartial, thorough and meticulous manner. No complaint investigation can be concluded until it has been formally signed off and approved by the authority. Any complaint alleging criminal conduct by a police officer is independently reviewed by Her Majesty's Attorney General.

Work in Progress

- The force is progressing plans to train inspectors and sergeants in the use of the informal resolution procedure and it has accepted the principle of developing an appropriate policy for substance and alcohol abuse testing to meet the requirements of Article 4 of the pending new Police (Jersey) Law.

Areas for Improvement

- The force is taking account of the National Vetting Policy, the supporting Home Office Circular on Recruitment Standards and MOPI issues. The force should ensure that systems are adequately resourced, managed and monitored to ensure integrity, quality assurance and speed of application.
- Although the post of information security officer has been put in place, the post holder has

no proactive capacity. The force should ensure there is sufficient capacity within this role to effectively undertake management vetting within a risk based approach.

- The force should ensure that there is a clear operational link between the Information Security Officer and PSD ensuring a co-ordination of effort.
- Whilst on a case by case basis the PSD inspector links with the relevant SIO allowing them to proactively monitor the investigation from an anti corruption perspective, this approach should be made more systematic with the presumption that every new proactive operation will be overseen in this manner.
- As the PSD has no specific analytical capability which can be justified by the low level of complaints, the force has agreed new arrangements to facilitate periodic analysis and trends of complaints through the services of the PSD office manager. The force should ensure that this action is not lost amongst other priorities and that effective analysis is undertaken at the least on a risk based approach.
- Although there are arrangements in place to obtain internal views through the internal staff survey to be undertaken later in 2008 as to the approach an effectiveness of PSD, the force should drive dialogue to a successful conclusion with the JPCA to install a mechanism to obtain the views of the public with whom the PSD has had contact through the complaints process.
- Currently the force is not capturing management information relating to dissatisfied customers who, although wishing to make formal complaint, are prepared to make their views and dissatisfaction known to the police, usually a supervisor. The force should put in place a suitable mechanism to capture such management information for the purposes of organisational learning. Equally such a mechanism could be applied to the identification of good work relating to individual members of staff.

2 Reducing Crime (Domain 1)

2B Volume Crime Reduction

Strengths

- Volume crime for the force comprises the following offences: common assaults; malicious damage, TADAs (taking and driving away cars and cycles), larceny (other, shop, motor vehicle).
- The force monitors both serious and volume crime on a daily and monthly basis through various meetings. On a quarterly basis, the Chief Officer examines performance against the policing plan and general statistical detail is discussed. The force operates on a January to December basis for performance figures.
- 4,658 crimes were recorded by States of Jersey Police during 2007, an overall reduction of 7% compared to 2006 and the third consecutive year of reduction. Of all recorded crime in 2007 some 65% was in St Helier and seven of the other 11 parishes recorded an average of less than two crimes per week.
- The 'sanction detection rate' refers to the number of recorded crimes for which an alleged offender is charged or reported to a Parish Hall Enquiry. In 2007, the sanction detection rate in Jersey was 28%. This compared to an average sanction detection rate in England and Wales of 26%, with the definition being broadly comparable within the confines of national crime recording standards (NCRS).
- The force has in place a crime screening and investigation policy designed to allow the force to deal more effectively and efficiently with criminal investigations and assist with decisions on the level of resources to commit to each investigation. This policy, which has been externally publicised via the force website, if fully applied allows crime reports to be finalised at a very early stage if they relate to minor crimes which are unlikely to be detected.
- The force introduced domestic abuse risk assessments in the summer of 2007 and since this time 421 cases of domestic abuse have been assessed. Over a third of these victims were considered to be a high or very high risk of further victimisation.
- The head of operations assumes overall responsibility for volume crime. This role in Jersey is similar to that of assistant chief constable in the UK. The operational management team's daily meeting identifies action necessary in areas of concern. The tasking and co-ordination (TCG) process is also used to ensure that operational personnel are tasked to hot spot areas. The Chief Inspector (Community Safety) has responsibility for the crime management department which quality assures recorded crime in accordance with the NCRS.
- A monthly statistical analysis provided by the performance review department for the benefit of the force management board ensures ACPO level oversight of all crime figures and that appropriate remedial action is taken when necessary.

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- Although the force does not have in place an all encompassing crime strategy, the SMT considers that it has suitable alternative arrangements in line with NIM principles. Its strategic assessment is used to produce the NIM Control Strategy and which is also the annual Policing Plan, together with the Crime Screening and Investigation Policy, negates the need for a separate Crime Strategy.
- The force has reviewed the shift patterns worked by the uniform teams and made changes to better align officer availability with crime and incidents.
- The geographic make up of the island limits the need for differential levels of crime analysis however this is conducted on a parochial basis to inform the honorary police of crime in their respective areas. Crime reduction opportunities are identified by the operational management team and where necessary campaigns are mounted to raise public awareness.
- The force strategic assessment specifically identifies burglary, vehicle crime and street crime. The force proactive team is utilised to target prolific offenders in relation to both burglary and vehicle crime with consequent success. The Force has undertaken a number of initiatives during the last three years aimed at reducing the potential for street violence which includes targeting night-time hot spots.
- The police have worked on the continuing development of a policing strategy designed to reduce the impact of crime and anti-social behaviour in neighbourhoods where persistent problems emerge. The strategy works at a number of levels with the ultimate intervention being the creation of a 'Problem Solving Policing' initiative drawing together key external agencies and representatives of the local community. Commercial partners are engaged where required.
- The force is active in trying to reduce violent crime, having sought to raise the problem profile over the past two years. Weekly TCG groups review crime and anti-social behaviour patterns to decide the appropriate response. Over 100 officers have had training in problem solving techniques together with staff from partner agencies.
- The force licensing unit undertakes regular liaison with the licensed industry to ensure that it discharges its responsibilities for licensing regulation. A number of operations have been mounted in the preceding three years such as Operation Peacekeeper under the 'FOCUS' banner to raise the profile of uniformed presence in known disorder hot spots.
- The force continues to explore improvement opportunities. Initiatives trialled and implemented elsewhere are examined and discussion is ongoing regarding changes to current licensing regulations. A formal qualification for licensees is being pursued and the force has actively supported new legislation and practices relating to alcohol and young persons.
- The force has contributed two officers to the youth action team (YAT). Founded in 2005 this is a partnership between the force, the probation service, the children's services and the child and adolescent mental health service. This team links to the multi-agency support team operated in two secondary schools and meets weekly to consider issues relating to problem students with an overall aim of steering vulnerable youngsters away from crime and

anti-social behaviour.

- The force has finite resources but seeks to contribute to the overarching strategic aims of the Building a Safer Society strategy. Although there are no legislative drivers for crime and disorder reduction partnerships (CDRP), the force works in a number of areas to implement activity relevant to strategic aims. The head of operations is a member of the island's senior officer group (SOG), whose membership is composed of most of the agencies that would comprise a CDRP in the UK. The SOG has produced a community safety strategy and under its remit the force leads on problem solving policing initiatives. There are clear objectives in the community safety strategy to reduce crime and disorder and combat drug and alcohol abuse.
- The People Against Crime (PAC) partnership meets formally on a bimonthly basis to study information relating to crime reduction issues and disseminate it to local organisations, commerce, industry and the general public. It also undertakes to assist in the promotion of crime reduction and community safety initiatives.
- The force has sought advice from Cumbria police as to an approach to setting up key individual networks and evaluation of policing activity at neighbourhood level. It is expected that the community safety branch will develop an approach based on these principles that is consistent with current resource constraints.

Areas for Improvement

- Although the force has in place a crime screening and investigation policy, its application is inconsistent with examples of crimes being fully investigated despite them being minor in nature and unlikely to be detected. The force should reiterate the policy to relevant staff and drive its implementation in a consistent manner.
- Although the force has considered the introduction of crime reduction targets, senior and executive officers have dismissed their introduction at the present time. The force should keep this decision under review to strengthen its accountability mechanisms for policing performance and heighten the status of crime reduction activity.
- The force should continue to place focus on quality control and NCRS/NSIR compliance which should be demonstrated through an identified SMT champion and the effect of training of all staff in crime recording to the agreed standard. In addition the force should consider undertaking NCRS to be conducted by an independent auditor to assure the chief officer team of compliance and the efficacy of crime data.
- The force should continue to drive, at a tactical level, a process with partners to undertake appropriate evaluation of schemes and initiatives. An appropriate evaluation methodology should be planned at the commencement of initiatives and documented together with a suitable timeframe. Identified good practice and learning opportunities should be fed back into force processes in a systematic way. This is a crucial process associated with 'learning organisations'. Although the force hoped to address this identified shortfall at a tactical level through the introduction of a neighbourhood policing strategy, delivery is currently on hold due to acute resource shortages coupled with resource demands associated with a high profile and long-term criminal enquiry.

2C Working in Partnership to Reduce Crime

Strengths

- CDRPs do not exist in Jersey as there is no corresponding legislation. SOJP nonetheless follows UK best practice where applicable and senior managers within the organisation are members of various associated government and non-government groups.
- The DCO chairs the police and community consultative group, which focuses on race and diversity issues and any policing issue which may cause concern can be brought to this forum. The group consists of representatives of the Gay, Jewish, Muslim, Polish, Portuguese and Kenyan communities.
- The superintendent (operations) and the head of planning and research are members of the island's community safety group which has specific aims and objectives. Other agencies include housing, education, sport and culture, health and social services, probation and aftercare service and HM Prison. The group has in place a constitution and a five year strategy 'Building a Safer Society' aimed at minimising the harm caused by crime, disorder, anti-social behaviour and substance misuse. The force operational priorities are aligned to the overarching objectives of the group.
- The SOJP operates within a strategic government framework working alongside a number of other partners. The force is too small to divide into basic command units. Whilst there is no corporate policy framework on engagement, all partnership work is managed at departmental head level or operational management team and is led and supported by the executive strategy group.
- Crime reduction officers work with the local planning department and developers under the force's architectural liaison policy in designing out crime at the planning stage. Key objectives from the annual policing plan are set for all departments.
- In partnership with the alcohol and drugs service, the SOJP participates in an arrest referral scheme which is applied to all prisoners not only those arrested where drugs or alcohol are the reason for the arrest.
- The force takes advantage of two avenues for additional funding; one is the proceeds of crime confiscation fund and the other the drug trafficking confiscation fund which is held by the Treasury and bids can be made when there is a connection with drug enforcement. The force is not eligible for any of the Home Office grant and there is no regeneration funding as in the UK.
- The performance review unit conducts analysis of incidents to highlight potential areas for problem solving policing (PSP) initiatives before utilising the SARA (scanning, analysis, response, assessment) model. Staff and a number of partner agencies have received awareness training in problem solving approaches.
- The SOJP ensures joint working towards crime reduction assisted by the sharing of appropriate intelligence with the YAT, prison liaison officer and Prison Me No Way (PMNW).

Activity has been undertaken with health visitors and counsellors to engage with groups of young people.

- Updated training for partner agencies and probationary officers is in place and problem solving training is targeted at CSB officers and any learning cascaded to assigned shift officers deployed to areas under the proposed Neighbourhood Policing Strategy.
- The force has data sharing agreements with all key partners such as, the Ambulance Service, Health and Social Services, Education, Probation, Housing, Family Nursing and Home Care and is discussing the development and implications of data sharing agreements with the honorary police.
- The force provides Data Protection input to staff during their induction and has extended input and advice to recruits during initial training, as well as some civilian members of staff. The force actively seeks extension of Information Sharing Agreements where appropriate. Contact is being maintained with UK forces for further development on training and initiatives within these areas.

Areas for Improvement

- The force should define community intelligence and make all staff aware of the opportunities to capture such intelligence. Development of the force's intelligence system should continue in order to be able to capture real time community intelligence and this should inform the TCG process in a systematic way. The force has had input on Key Individual Networks (KINs) and other engagement processes from Cumbria Constabulary and should strive to take these approaches forward at the earliest opportunity.
- It is essential for effective crime reduction that the force prioritises activity with the Home Department and that all government departments recognise the contribution they can make to crime reduction and meaningfully work in partnership to this end. The Chief Officer continues to support the development of relationships and the appropriate strategic planning arrangements on the island and as part of this approach should seek to influence and expand plans to include crosscutting objectives or dedicated funding to facilitate joint activity towards crime reduction.
- The Chief Officer should continue to proactively promote the benefits of teamwork and act as a catalyst to engender commitment from partners and departments within an agreed accountability framework to tackle crime and disorder issues both at strategic and tactical levels. Joint training would assist in this process.

3 Investigating Crime (Domain 2)

3A Investigating Major and Serious Crime

Strengths

- The force is geographically compact and consequently a high level of oversight on all incidents is maintained by chief officers and the operational management team.
- A strategic assessment identified relevant areas of business such as class A and B drugs trafficking, street violence and increase in youth offending. Risks are not solely from within the island as there is, for example, a significant risk to the island's reputation as a financial centre of integrity from national and international money laundering syndicates and matters relating to terrorist financing.
- The crime screening and investigation policy includes the definition of a 'critical incident'.
- The force has a dedicated proactive capability (proactive investigation team) with one of the primary functions being to target active and prolific criminals.
- Legislation relating to sex offenders is currently being drawn up by the States of Jersey. The force has been proactive in this regard appointing a dedicated officer to undertake the role of sex offender liaison officer. This has allowed the force to identify in the region of 130 individuals who have either local or off island convictions for offences of a sexual nature. The force is cognisant of the impact on resources that new legislation is likely to have and this was receiving consideration by the Chief Officer. The force recognises that this level of offenders presents a risk and will be seeking additional funding to assist with resourcing the approach required by new legislation.
- The force has a clear policy on sudden death reporting. There is a positive expectation that supervisors will attend the scenes of all reported sudden deaths. In circumstances prescribed CID officers have involvement and scenes of crime officers (SOCO) attend all sudden deaths.
- Basic but effective paper based systems are in place to support correct action by staff initially responding to a major incident. These are supported by more detailed major incident manuals categorised according to type. There is guidance for key roles identified within the specific plan from first responder through to Gold Commander.
- Force procedures in respect of major incidents also carry pre-determined actions for call out/notification processes in respect of a range of foreseeable disasters. The manual, together with procedures for chemical, biological, radioactive and nuclear (CBRN) incidents are also on the force intranet. The force operates a standby rota for senior investigating officer (SIOs) and specialist officers, details of which are available to staff on the intranet.
- The force does not maintain a major crime team however, in the event of a serious crime, it will be resourced from the mainstream reactive team together with the proactive team to

form the nucleus of the major crime enquiry team. Guidance is sought from the MIRSAP and murder manual. When necessary, consideration is given to staff the HOLMES 2 facility.

- At the time of the inspection the force was investigating a series of criminal allegations relating to a children's home spanning over a number of decades. In addition to committing substantial local resources, the force sought and was receiving specialist operational assistance from forces on the UK mainland to allow the force to effectively investigate these allegations whilst maintaining core business. This investigation was being led by the deputy chief officer and was of a very high priority and profile.
- There is a clear understanding amongst senior officers of the threats arising from risks such as drug markets, gun crime, alcohol abuse, town centre violence and dangerous offenders who are resident in communities. There are prevention strategies in place for victims, offender networks, vulnerable people and locations. The operational management team, through the NIM process, considers and identifies potential demand on policing and specific threats and allocates resources accordingly. The potential for serious domestic violence is monitored through the family protection team.
- The force retains a number of general contingency plans within the force control room for a variety of incidents predominantly related to security matters. They include response for a major incident developing within the island's prison. Force policy exists in respect of missing persons, domestic violence and child protection and the force intranet systems contain guidance on the management, recording and investigation of missing persons.
- There is no legislation within the island covering vulnerable and intimidated victims as there is in the UK. In practice, video recorded interviews are undertaken with both child and adult vulnerable victims where appropriate. The force has invested in the training of a number of officers in video interviewing techniques.
- The force has in place a protocol with Devon and Cornwall Constabulary which has been used historically to support the force, whilst there is an agreement within the south west region in relation to casualty bureau support and the force liaises with that region in respect of the use of hostage negotiators.
- The joint financial crime unit makes use of forensic accountants when dealing with complex investigations and works closely with the law officer's department and/or externally appointed barristers.
- The force has the responsibility to effectively maintain a register of firearms owners on the island.
- The force does not have dedicated resources in respect of firearms or surveillance but has sufficiently trained staff employed throughout the organisation that can be drawn away from normal duties to provide relevant specialist teams. The force currently has capability to respond to, contain and resolve all foreseeable firearms incidents. Capability extends to all pre-planned and spontaneous operations. Equipment capability covers both lethal and less lethal options.

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- A clear policy and procedure based on the ACPO Manual of Guidance on the Police Use of Firearms is in place.
- The in-force technical support unit (TSU) has appropriate levels of equipment for deployment locally and contacts with regional TSU departments should further resources be needed.
- The force has the capability to provide a police support unit (PSU) under the command of a trained Silver/Bronze Commander to respond to escalating disorder.
- The Chief Officer chairs a security co-ordinating group involving other key and emergency services. The group meets in response to emerging threats to determine any change in operational/media strategy. High risk operational activity for the island requires police input to the planning and authorisation process for the event.
- The concept of gold/silver/bronze is used in the force where required. The force sends relevant personnel on national training courses to manage firearms, CBRN and major public order incidents.
- The force is in the process of agreeing and formalising its approach to the management of threats to life in line with good practice obtained from other forces.
- The force has developed an 'officer tool kit' which includes a locally agreed checklist for front line staff to ensure that major and critical incidents are promptly identified and that the correct action is initially taken at the scene.
- The force has developed systems to routinely debrief critical or major incidents in order to capture and use good practice and lessons learnt in a formal and systematic manner.

Areas for Improvement

- Currently the approval for firearms ownership is made by the honorary police. The process is considered to be inconsistent and ineffective in terms of minimising the potential risk of harm to the island's population through the inappropriate or illegal possession or use of weapons. Since the last inspection discussion has taken place with the honorary police and appropriate ministers in an effort to provide a mechanism to reduce the risks associated with firearms licence approval. Progress has been made although currently the process remains unchanged. The force should continue to minimise risk to the public through dialogue with the honorary police and relevant states politicians.
- The inspection has indicated that there is scope to enhance the operational relationships with the customs service. The force should continue its efforts to maximise the potential of the joint intelligence unit through the use of joint resources and a common understanding of aims and objectives.
- In the event of any critical incident and major crime, community impact assessments are carried out as part of the overall operational response and reassurance messages are disseminated. Honorary police liaison ensures that early signs of concern amongst the

general populace are identified. The force has introduced a template for conducting community impact assessments and should monitor these for quality in a systematic manner.

- Conductive energy devices commonly known as Taser, are used by all forces in England and Wales as a less lethal option within firearm operations and have recently been authorised for use outside firearms operations in some pilot forces. Due to UK export restrictions the force has been unable to source Tasers and their ammunition. The force and the government are actively engaged in lobbying appropriate UK bodies with a view to allowing the export of Taser and ammunition for use by the force's authorised firearms officers (AFOs).
- Whilst the force has provided some awareness inputs surrounding critical incident identification and actions, the force should provide training to all operational officers and supervisors, together with control room staff on critical incident management. This approach will enhance the knowledge of key staff in early identification and responses which will mitigate the impact of critical incidents.

3E Forensic Management

Strengths

- The force has introduced a forensic steering group which meets on a quarterly basis. This group is chaired by the forensic science manager and membership includes the detective chief inspector (crime), head of CJU, head of the proactive investigation team, and representation from the training department, intelligence unit and head of planning and research. This approach provides a forum to address such issues as technical developments performance, training, awareness, intelligence gathering and dissemination.
- The force has introduced a forensic management strategy which reflects the principles and learning from the HMIC thematic inspection '*Under the Microscope*'.
- The force has developed a performance management framework for the forensic science function which includes clear performance targets related to attendance at scenes by incident type and the recovery of forensic evidence from those scenes and corresponding outcomes.
- The force is developing the accessibility of data to inform the forensic science performance management framework in a manner which will reduce the administrative burden. Scene of crime officers (SOCOs) input crime scene information into lap tops at the scene and subsequently download their reports into a database which supports the key investigative processes. By summer 2008 the Viewpoint system will allow detailed analysis of the crime scene data and its links to other aspects of police processes in a non-bureaucratic and systematic way.
- The forensic science manager or a departmental representative attends the TCG meetings and the forensic science manager attends the pre-tasking meeting with the detective inspectors which allows them to identify, advise and recommend potential tactical options for

decision makers to consider.

- The force does not have a fingerprint bureau or experts in this area of business. A decision was taken in June 2001 to use the services of the Metropolitan Police Service for the provision of NAFIS (national automated fingerprint identification system) searches and fingerprint analysis. Following a review of service provision the force has now contracted Avon and Somerset Police to provide this function. A service level agreement is in the process to underpin this provision.
- The force has a forensic science manager and an establishment of four SOCOs. Of these individuals three are crime scene managers and one a crime scene coordinator. At the time of the inspection one of the individuals had recently retired and the force had invested in retaining their services on a short term contract whilst their replacement completed training. There is also a scenes of crime assistant who undertakes the majority of the photographic work and a further clerk whose duties are split between general administration duties and DNA samples management.
- To support an ongoing enquiry, whilst maintaining normal levels of cover for day to day business, the force was receiving mutual aid of two SOCOs from Bedfordshire Police, with whom the force has an effective relationship, which allowed a new SOJP SOCO to develop their competencies following initial training for the role through a formalised attachment in 2007.
- Probationary constables receive a half day input on forensic awareness and all five operational teams of officers have received similar training which has resulted in greater knowledge and requests for SOCO attendance at crime scenes. This training includes case studies which are designed to assist officers to understand how to use identification evidence within the interview process and why specific decisions are made on laboratory submissions.
- The forensic science manager is visiting each parish to provide their honorary police with forensic awareness inputs.
- The force has finite funds to utilise in respect of forensic submissions and these are controlled by the forensic science manager who examines whether there is opportunity through other means to identify offenders before resorting to forensic submission and then prioritises submissions of individual samples from scenes to achieve best evidential potential for least cost. Rather than have only one forensic science provider the force uses the appropriately accredited organisation which offers best value for money.
- Legislation to empower the force to take fingerprints and non-intimate samples from detainees has been in force since 2004. The force takes fingerprint and DNA samples from all relevant persons in relation to police national computer (PNC) recordable offences. The force has taken steps to improve the information flow between the criminal justice unit (CJU) and forensic management function to allow the proper disposal of buccal swabs.
- The force has installed Livescan technology within the force custody suite which allows for the taking of samples followed by the immediate analysis of detained persons' fingerprints to

verify identity.

- The force technical support unit (TSU) technician is line managed by the detective inspector of the joint intelligence branch. This provides a clear focus on the demand for this valuable resource and links through activity to the T&C process. The TSU has good contacts with South West regional TSU in England and can call on either specialist equipment or human resources if required.

Areas for Improvement

- Whilst the forensic science manager has developed a performance management process which tracks all DNA/fingerprint identifications it is clear that the opportunities to maximise the value of these is not recognised at all levels in the force despite presentations on the Operation Converter process and outcomes to a large proportion of the force. Whilst there is swift passage of identifications to the investigating officer responses, subsequent activity is not prioritised. The force should ensure that operational actions in respect of suspect identifications from fingerprints and DNA are effectively prioritised and robustly monitored both within the performance framework and TCG process to ensure timeliness of activity.
- The force should consider providing all staff with a crime scene preservation aide memoire to remind them about their responsibilities in the early stages of the police response to an actual or potential crime scene.

6 Resource Use (Domain B)

6A HR Management

Strengths

Context

The direct reporting line of the HR team is to the head of the HR profession for the public service. Each Ministry has an HR function and human resource staff, presently based with the police, have responsibility for all Home Affairs departments including the police. This approach maximises the benefits of business partnering and shared services.

Strengths

- There is an HR strategy in existence which is fully supportive of the strategic direction of the organisation and documents HR strategic aims. Under each of the aims are performance goals and the attainment of these goals is monitored through performance review and appraisal, internal surveys and exit interviews.
- There is clear evidence of meetings, forums and other communications systems that promote good linkage between HQ command units and line managers. Local indicators are in place to assess the health of the organisation such as sickness and PRA completion. The head of HR is a member of all key strategic and decision-making groups in the organisation including the executive strategy group.
- The HR department is resourced to meet operational policing needs and management structures centred at HQ enable appropriate delivery. Sufficient professionally qualified and competent HR staff are at all levels of the organisation.
- Innovation is encouraged in the HR function. In 2002 a decision was made to move away from OSPRE which has been replaced by a promotion process that is credible, fair and robust and better suits the needs of the SOJP. The force is a high potential development scheme member. The leadership development programme has provided secondment opportunities for development purposes.
- The size of the force and context of policing arrangements allows managers to have easy access to information about the deployment of operational police officers and police staff. All recruitment follows a professional and robust recruitment process with clear policies being in place. Detailed employee specifications are used. Competency sets are available for all ranks and all civilian grades and a candidate's suitability is assessed against the criteria.
- Clear policies are in place to promote the retention of staff including flexible working practices. A part-time policy for police officers is in place which provides a work-life balance.
- The Data Protection Jersey Law 2005 covers both manual records and computerised records and is broadly based on the UK Data Protection Act of 1998. The first transitional period applies from 1 December 2005 to 30 November 2008. It applies to processing already

underway on manual records. The HR department is currently carrying out the necessary weeding and developing appropriate policies.

- Although there is no Freedom of Information law at present, the SOJP adheres to the code of practice on access to information. The Human Rights (Jersey) Law has been in force since December 2006. Extensive human rights training has however, been carried out throughout the force in preparation for its implementation.
- The force has in place a systematic approach to rewarding good performance for all staff.
- The performance review and appraisal process is IT based and the HR department oversees the process and produces suitable prompts to operational supervisors. The process is monitored by the operational management team.
- The wider public service in Jersey has a limited occupational health service which is fully utilised by the force. A strategy to increase health awareness and reduce preventable illness/injury is in place. Restricted and long-term sickness is regularly monitored.
- Sickness absence is recorded at departmental levels and by the central SOJP HR department on a six monthly basis. Sickness levels have steadily reduced over recent years.
- A health and safety policy is in place and the executive strategy group has oversight of its implementation. The objective of the policy is to promote co-operation between employer and employees in instigating, developing and carrying out measures to ensure the health and safety of all employees and all visitors to police premises. Responsibility for health and safety has been devolved to line managers who have received appropriate training.
- Although police officers have been unintentionally excluded from the Health and Safety at Work (Jersey) Law 1989, the force and the government have agreed to work within the spirit of the law. It is expected that this legal oversight will be addressed in the new police law.

Areas for Improvement

- The force should ensure that during the ongoing IT transition in respect of the HR function, close scrutiny and monitoring is maintained on the timeliness and quality of the PRA process.
- The force should develop its approach to integrate the HR strategic plan objectives with documented operational policing priorities. Currently, whilst the HR strategic plan is a notable development it does not make overt links with operational activity which would enhance staff understanding of the value of the HR function, demonstrate integration with operational policing and provide a mechanism for more meaningful performance indicators.
- The force does not have in place a costed HR plan in support of organisational plans.
- There are no applicable targets for the recruitment of minority groups or females although proactive efforts are being made to attract female candidates and candidates from minority groups, eg use of the media, adverts and open evenings.

6B Training and Development

Context

The force has a very small learning and development department consisting of four staff including the head of function who is a police inspector. Approximately 90 per cent of all programmes delivered are connected with the delivery and servicing of probationer courses, which have a typical intake of 12-15 officers per year dependent on vacancy levels. Historically these new officers attended initial residential training courses on the UK mainland and received ongoing training throughout their probationary period on the island. Changes to initial police training in the UK have resulted in all initial and continuation training for probationary officers having to be undertaken on the island.

Governance and finance arrangements for the force learning and development function are very different from UK forces and consequently the advocated practice for these in respect of costing and oversight by bodies (typically police authorities) independent of the function, are presently either impossible or impractical on the scale that is necessary in the UK.

The force has however previously applied the same self-assessment criteria used in the UK and addressed a number of developmental areas which were achievable within the local context.

Strengths

- A force training panel has been constituted which is chaired by the DCO. The panel meets once every other month and membership also includes the heads of learning and development, finance, HR and the three main operational units from the force.
- The force has in place a formal learning and development strategy (training strategy) which was ratified in February 2008 and is published on the force intranet. The document reflects national guidance issued to UK forces so far as is practically achievable and relevant to the island.
- Identification of the force learning requirement is undertaken through a process of direct engagement between departmental heads and the head of learning and development. Priorities are determined by ensuring that requests for learning and development are cross referenced to specific objectives in the policing plan.
- Responsibility for learning and development rests with one person across the force. This ensures that accountability for costs, standards and planning is uncomplicated.
- The force has developed strong links with a variety of UK forces resulting in partnerships being formed for the delivery of a number of learning and development programmes where internal capacity is either restricted or is otherwise impractical to deliver locally.
- The force supports staff with external development opportunities, including sponsorship for external qualifications as well as professional development opportunities through attachments with forces in the UK and elsewhere.

- The force engages external training providers to provide local courses such as initial police training for officers and diversity training across the organisation undertaken through a rolling programme.
- The force has embraced the evaluation of training using feedback from students, assessment results and in some cases the student's line management views to inform future training. During the probationary training, weekly evaluation of the courses has identified areas which require renewed focus in later parts of the course.
- The force training department has supported the honorary police training committee in their development and aspects of the delivery of a modular training system for new members of the honorary police. In 2007 a total of 54 honorary officers completed this modular training and additional training was provided in respect of intelligence gathering, surveillance legislation and officer safety training.
- The force is exploring the provision of alternative learning methods including distance learning packages with students being given protected study time to complete these modules.
- The force has been receptive and responded positively to HMIC specialist input by training staff and responded well to many of the identified areas for improvement through the training panel with oversight provided by the quarterly performance review board.
- The training programme for all probationary constables includes a two day community attachment to organisations including care homes, youth services, probation service, courts and parish halls with students sharing their individual experiences with colleagues to maximise the learning this provides.

Areas for Improvement

- Whilst the force has adopted evaluation processes it does not have universally applicable quality assurance or evaluation strategies and processes for the products it delivers. In particular the force should now seek to identify operational outcomes resulting from all training provision to evaluate value for money and potential improvements to training provision.
- Whilst the force has developed a community engagement strategy with underpinning processes for all aspects of learning and development the force needs to continue its efforts to train staff in understanding and responding to the needs of diverse communities and the community impact assessment process. The force should take every opportunity to include representative members of communities in training provision to develop knowledge of the needs, vulnerabilities and opportunities presented by positive engagement with diverse communities.
- Whilst not governed by the UK Code of Practice on the Police use of Firearms and associated manual of guidance, the force rightly prides itself on the provision of firearms capability which accords with UK practices and procedures. A National Police Firearms Training Curriculum has been introduced governing the training of all aspects of firearms

training provision by mainland UK forces. Whilst the States of Jersey Police use nationally trained firearms instructors and are not governed by the licensing requirements applicable to mainland UK forces it is appropriate, given the potential provision of mutual aid from such forces that the force consider the implications of this curriculum within the island context.

6F National Intelligence Model

Strengths

- The NIM has been implemented in a pragmatic form which suits the operational policing context of the island. The force is seeking to improve implementation of NIM through regular reviews of its impact.
- The force has in place some reactive capacity in the form of a dedicated proactive unit comprising of experienced detectives supported by uniformed officers who can react to 'hot tasking' or through activity allocated through the tasking and co-ordinating group in accordance with force priorities.
- A force's intelligence database has been developed in-house to facilitate collation, assessment and dissemination of all restricted intelligence and allows officers to both submit intelligence and research/review that which is disseminated. Staff within the joint intelligence bureau undertake training in processes and procedures and, where appropriate, to national standards.
- A strategic assessment is in place and control strategy has been produced as the key driver for the strategic TCG meeting. The performance review unit has progressed activity to align and integrate the business planning process for the production of operational policing priorities.
- Policies have been implemented for the TCG meetings with weekly meetings addressing and reviewing all TCG matters. Outside of that meeting intelligence and crime is analysed and evaluated on a daily basis to help drive 'hot tasking' and hot spot management. Inter-agency (police/customs) level 3 meetings take place twice weekly, once at the strategic intelligence management level and once at tactical level with operational teams. Improvements have been made to the tasking process since the previous inspection which is subject to continuous review and improvement. In particular, hot spots are now subject of automated i-logs to ensure targeted patrols were embedded in day-to-day policing activity.
- The honorary police are key partners in crime disorder and reduction and are involved in a separate weekly TCG process following the SOJP TCG meeting for members of each of the 12 parishes. The honorary police are given information on crime trends as well as detail that relates to their geographical area and are tasked with appropriate matters.

Areas for Improvement

- The force should review its decision not to include partners in TCG meetings. The meaningful involvement of relevant tactical partners such as youth services, probation and

social services could enhance TCG meetings and facilitate a jointly owned response to relevant identified issues such as anti-social behaviour and relevant low level crime. In addition it would promote the ideal that crime prevention and reduction can be better tackled in partnership.

- TCG meetings should include as a set agenda item, high risk offenders such as sex offenders, prison releases and developing and active organised crime groups.
- The force should continue its approach to understanding outcomes and results of operational policing activity and put in place a systematic approach to results analysis. This should be undertaken on a proportionate basis and at the direction of the chair of the TCG meeting. Learning from such analysis should be shared with appropriate staff and partners.
- The force should on an annual basis update and refresh its strategic assessment to take account of current threats and risks facing the force and associated challenges. Only in this way will the force be able to properly continue to align resources towards areas of risk and direct activity in a timely manner to address identified issues.
- Raw intelligence received by the JIB management team considered worthy of immediate tasking is tasked to the appropriate section of the Force as 'hot tasking' intelligence and developed by a new-in-post force field intelligence officer. An IT solution is now being sought to improve the current service.

7 Leadership and Direction

7A Leadership

Strengths

- The chief officer group is forward thinking, proactive in terms of development of the force and accessible to staff. They seek and utilise good practice from UK forces in ways that are applicable to the operational context of Jersey and through effective dialogue and negotiation with local politicians, obtain finance and resources to maintain acceptable levels of service.
- Leadership of the historical case enquiry currently under investigation has resulted in the DCO being diverted from his usual role and an acting DCO is in place.
- Since the previous inspection some changes to the chief officer team have taken place. Notably the current Chief Officer has been in post for seven years having previously served as a deputy chief constable and then Assistant Inspector of Constabulary in the Scottish Police Service. The DCO was previously a superintendent in the SOJP having previously served as a superintendent in Strathclyde and has held senior uniform and CID positions in the Metropolitan Police Service. The superintendent is head of operations has been in post for almost 2 years. There is regular assessment of recent and planned changes in the chief officer team and necessary action taken to minimise any adverse effects.
- Her Majesty's Inspector was pleased to note the improvements made since the previous inspection taking account of the identified and documented areas for improvement which demonstrates drive and determination to provide the best service possible within current resource constraints.
- The chief officer team seeks to strike a balance between maintaining awareness of legal and political issues within the island whilst simultaneously maintaining contact with the wider police environment.
- The Chief Officer has taken the lead in the drafting of a modern Police Law which is almost complete and in the discussion and consultation phase. The current Police Law dates from 1974, without any significant modernisation since that time.
- The Chief Officer has lead responsibility for the island's government on emergency planning issues which involves 'team building' in the islands government as well as a police context. In support of the wider policing community, the Chief Officer represents Jersey, Guernsey and the Isle of Man on the ACPO terrorism and allied matters committee (TAM). The Chief Officer also ensures that effective arrangements are in place for the proper conduct of terrorist funding enquiries within the offshore banking system.
- The DCO works in the wider policing context by attending conferences of anti-corruption strategies, professional standards issues, Freedom of Information, data protection and disclosures and terrorism. He is also the lead for diversity issues and promotes diversity

through the 'Celebrating Diversity' code.

- A detailed policing plan has been produced through a series of inclusive seminars. The chief officer team has communicated the vision, values and standards through the policing plan as well as other strategic documents and through personal contact with staff.
- Efforts have been made to establish and maintain contact with minority communities both on an individual basis and through a community consultative group.
- The force's annual plan shows a clear relationship between planning at force level and the strategic aims of the island's government and the force's strategic plan for the medium term will be integrated with the island strategic plan.
- The chief officer team also promotes a culture of empowerment, innovation and learning through various means and seeks to be visible to all staff. Staff associations meet regularly with the chief officer team.
- There is understanding that all staff suggestions for improvement were gratefully received and given appropriate attention by senior officers. Good use is made of the intranet discussion board to suggest ideas for improvement which provide direct access to senior managers and shared ideas across the force.

Work in Progress

- Whilst development work is being progressed regarding the exchange of information with the honorary police, regular meetings take place between representatives of senior honorary police figures and SOJP management at two levels - operational and strategic. An honorary police sub group has been working on issues relating to Data Protection and storage of information although it is anticipated that any further sharing of information could not take place until advice or recommendations received from the Attorney General had been implemented. Although positive about the prospect it was agreed that progress be kept under review through the Joint Strategic Forum.
- The force has undertaken some significant changes in recent years with the introduction of new legislation, a heightened focus on integrity issues, changes to HR processes and changes in shifts systems. The force is in the process of planning a number of opportunities to allow staff to comment on their view of the service and morale such as the 'Have Our Say' programme which will be followed in the current year by a stateswide survey.

Areas for Improvement

- The force should formally identify, define and document its strategic risks within a Strategic Risk Register and through effective risk management using action plans adopted to control, reduce, mitigate or remove the risk. This approach is about heightening preparedness and understanding of the impact of risks within the limited capacity and resources within the Jersey policing context, particularly when dealing with sensitive or complex policing issues such as the use of firearms, the management of sex offenders and providing an effective response to major, serious and organised crime.

- In order for partnerships to be fully effective it is essential that not only the Home Department through the police take necessary action to deal with and reduce crime and disorder, but also that other relevant government departments formally recognise the contribution they can make to crime reduction and support this aim in an agreed accountability framework. Recognising that government departments generally do not have cross cutting crime reduction objectives or dedicated funding to facilitate joint crime reduction activity, the Chief Officer should continue to proactively promote the benefits of this approach and act as a catalyst to engender resource and financial commitment from partners and departments within an agreed accountability framework to tackle crime and disorder issues and make desired advances.
- As stated earlier in the report, the force has the responsibility to effectively maintain a register of firearms owners on the island although it does not have the responsibility or power to issue or refuse firearms licences. Currently the approval for firearms ownership is made by the honorary police. Her Majesty's Inspector is pleased to find that since the assessment took place an action plan has been developed to improve compliance and the process. The force should continue to drive the action plan with the honorary police and relevant politicians.

7C Performance Management and Continuous Improvement

Strengths

- The chief officer team works hard to deliver a performance culture in the force and the achievements are widely recognised in the political environment. The introduction of the Viewpoint data warehouse system is drawing together all key operational data and integral to the system is the ability to draw out performance management information in a none bureaucratic way. By summer 2008 this information will start to be accessible to relevant staff through a series of performance 'dashboards' which allow the information to be represented in relevant ways to assess performance.
- The 2008 policing plan identifies policing priorities, corporate development priorities and effective management of human resources for the year. Activity is costed and each policing priority has identified developmental objectives to enhance or improve service delivery. All line managers with operational responsibilities will be held to account against these objectives.
- The force communicates performance against policing priorities to staff through the force intranet on a quarterly basis and through displays including a rolling power point display in an area with frequent staff traffic within the HQ building. This will be enhanced with the introduction of the performance 'dashboard' in due course.
- A monthly performance report is produced and reviewed by the force management board, where any emerging issues or shortcomings are discussed and a solution is agreed. A quarterly performance report is produced and circulated throughout the force, to all States members and key stakeholders, and to the media. It is usual for States members to

correspond by e-mail with the force on issues arising from the quarterly report which is evidence of external performance scrutiny and political engagement.

- Overall performance, the achievement of objectives in the policing plan and other developmental plans such as that developed in response to the previous HMIC inspection are monitored by a quarterly performance review board chaired by the Chief Officer.
- The Force has considered the value of identifying and introducing appropriate performance measures for support departments/functions to drive the performance culture, and further integrate force performance review mechanisms. The IT and planning and research unit have monthly meetings with senior operations managers and in respect of the former, consideration is being given to more detailed performance indicators. Whilst responsibility for the management of Finance and HR rests with the Home Affairs Department, the police management team holds regular meetings to discuss service delivery.
- The superintendent (operations) quality assures all police officer appraisals, which make provision for the setting of agreed objectives, against a standard template. Generic objectives, which are SMARTs (specific, measurable, achievable, realistic, time-bound and stretching) based and linked to the policing plan, have been written for all uniform constables and sergeants and further objectives are to be developed for other roles. The HR department has in place a monitoring process which identifies overdue appraisals and holds to account supervisors or managers who are not submitting appraisals to the appropriate timescales.
- Job descriptions for civil servants attached to the force (police staff) highlight the requirement to support operational policing. All police officers in non-front line posts have a requirement to 'undertake front line operational duties in uniform when required'. This is enforced by requiring all officers to undertake some uniform duties at unsocial hours from time to time.
- The force monitors all sickness absence to a 'Bradford Score' system. Any member of staff reaching a 'Bradford Score' of more than 500 is automatically excluded from applying for promotion or specialist transfer. Cases are reviewed by a panel, and a form of management intervention agreed. This system, supported by effective management support and return to work interviews continues to be effective in managing absence.
- An internal inspectorate was established in January 2007 and works against agreed protocols for audit/inspection focusing on areas of risk identified by the business planning processes. A key focus has been the completion of a resources review which has helped highlight areas requiring critical consideration by the Chief Officer such as the provision of staff for security at the Royal Courts and the court to prison transport process.
- In 2007, police public perception survey questions were incorporated into the Jersey annual social survey run independently by the Jersey statistics unit. The key performance outcomes set out in the 2008 policing plan have taken into account the findings of these surveys. In addition, the force maintains a rolling programme of quality of service surveys issued to all appropriate individual victims of crime on a fortnightly basis.

- The planning and research unit regularly provides real time data from police information systems on request to departments and individual officers and also scheduled performance data.
- The force is open to change and alternative approaches to service delivery for example, the Memorandum of Understanding with the honorary police, has delivered greater involvement of honorary officers in providing a response to minor incidents, thus releasing police resources to concentrate on proactive policing and major incidents where considerable resources have been made available.
- The force has committed considerable effort to benchmarking its performance with similar jurisdictions. Working with colleagues from the Guernsey Police and the Isle of Man Constabulary comparative analysis has been undertaken of both recorded and detected crime. Whilst this work has highlighted variations in recording practices, it provides a useful platform for comparison.

Areas for Improvement

- The force is working to integrate performance review, strategic planning and the NIM in a way that is appropriate to its needs. The force's emerging model is to develop a strategic assessment written in close liaison with the head of planning and research which can then be included in the planning process for the policing plan. It is accepted by the force that more integration is necessary between priorities, performance monitoring and the NIM in order to ensure clarity and minimise duplication which will be assisted by the developments in the Viewpoint data warehouse.
- The force should continue to robustly monitor the application of the action plan to address the areas highlighted during the HMICs audit of compliance with PNC requirements.
- The force should continue to develop its approach to promote the ethos of a 'learning organisation' in a systematic way. Whilst feedback from customers and operational debriefs have informed activity there is no process to systematically capture all service delivery issues raised by customers and partners, environmental scanning or 'near miss reporting procedure' whereby staff can identify and report issues in a safe environment with corresponding feedback loops.
- Performance management is currently operated at a basic level focusing principally on key crime performance. The performance framework should continue to be extended to take account of wider performance issues and activity of support departments.

Appendix 1: Glossary

ACPO	Association of Chief Police Officers
BCU	Basic Command Unit
CBRN	Chemical, Biological, Radiological and Nuclear
CDRP	Crime and Disorder Reduction Partnership
CMB	Corporate Management Board
DCO	Deputy Chief Officer
HMIC	Her Majesty's Inspectorate of Constabulary
HR	Human Resources
HOLMES2	Home Office Large and Major Enquiries System
JPCA	Jersey Police Complaints Authority
KINs	Key Individual Networks
MIRSAP	Major Incident Room Standardised Administrative Procedures
MSF	Most similar force
MPS	Metropolitan Police Service
NCRS	National Crime Recording Standard
NIM	National Intelligence Model
PAC	People Against Crime
PRA	Performance Review and Appraisal
PSD	Professional Standards Department
PPAF	Police Performance Assessment Framework
PNC	Police National Computer
PSU	Police Support Unit
SARA	Scanning, Analysis, Response, Assessment
SIO	Senior Investigating Officer
SMT	Senior Management Team
SOCO	Scenes of Crime Officer
SOG	Senior Officer Group
SOJP	States of Jersey Police
YAT	Youth Action Team