

POLICING JERSEY 2009



**States of Jersey Police
Policing Plan 2009**

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INTRODUCTION BY THE ACTING CHIEF OFFICER

I am pleased to present Annual Policing Plan for 2009 which sets out what States of Jersey Police intend to do in the year ahead to help deliver our aim of making Jersey safer.

The Plan takes into account the requirements of government strategy by identifying a set of core policing priorities which are aligned to the States Strategic Plan for 2006 to 2011. These priorities will drive our overall resource allocation and service delivery in the year ahead. By drawing on consultation with the public, we have also identified key operational objectives for 2009 that will focus effort on tackling the problems that are having the greatest impact on community confidence and feelings of safety.

Our mission of making Jersey safer means States of Jersey Police must constantly work to ensure that fewer people and businesses become victims of crime, neighbourhoods are safer and the threats posed by organised crime and terrorism are reduced. It also means securing the confidence of the public and other stakeholders in our ability to deal successfully with all aspects of policing Jersey, from anti-social behaviour through to international financial crime. At the same time, the number and nature of the demands on our services is inexorably growing as society changes, laws and regulations evolve and the sophistication of the criminal threat increases.

If States of Jersey Police are to meet these challenges, the organisation cannot afford to stand still. We must work relentlessly to achieve the high performance standards necessary to improve the safety and security of our community whilst simultaneously working to improve the quality of our services in the ways that matter most to the people who need our help. This Policing Plan sets out what we intend to do to develop and maintain this commitment into 2009.

Three issues in particular are likely to impact on the policing of Jersey in 2009. The economic pressures we are facing can act as a catalyst for particular types of crime and could potentially impact on overall crime levels in the Island. At the same time, the Service is facing a significant resource problem due in the main to the age profile of serving officers and the constraints of the Police recruitment process. As the end of 2008 approaches, States of Jersey Police is already significantly below its authorised strength. Even with a new intake of 18 officers due to start their six-month training programme in January 2009, the Service will face serious deployment issues if these issues cannot be resolved. These problems are compounded by the fact that demands on our public protection and financial crime investigation services have grown beyond current capacity. Reinforcing these critical departments can only be achieved by diverting resources away from other areas of policing but we must prioritise those areas where the need is greatest.

The Plan provides a structure and a sense of direction for the year ahead but it is the officers and staff of States of Jersey Police who must deliver the desired results. In recent months, States of Jersey Police has been going through a period of considerable internal change, significant resource pressure and intense public scrutiny. Throughout that time, I have been impressed by the ongoing commitment, dedication and professionalism displayed by staff in all areas of the Service. I have utmost confidence in their desire and ability to make a difference in their community by making Jersey safer.



**David Warcup
Acting Chief Officer
States of Jersey Police**

1. STRATEGIC CONTEXT

This section provides background information explaining how *Policing Jersey 2009* has been developed and how we have identified our key strategic priorities for the year ahead.

The States Strategic Plan 2006-11

In June 2006, the States of Jersey produced a Strategic Plan which set out a vision of what the government of Jersey hoped to achieve over the next five years. This has enabled States of Jersey Police to ensure that our service delivery is properly aligned to government's strategic aims.

States of Jersey Police Mission and Purpose

Jersey is a safe island that benefits from low levels of crime and disorder. Low levels of crime do not just happen. The levels of safety, security and quality of life that we currently enjoy are heavily dependent upon both the capacity and capability of the Police to simultaneously deal with challenges as diverse as anti-social behaviour, domestic abuse, international money laundering and illegal drugs. This responsibility is reflected in the common statement of purpose for policing -

'The purpose of the police service is to uphold the law fairly and firmly; to prevent crime; to pursue and bring to justice those who break the law; to keep the Queen's Peace; to protect, help and reassure the community; and to be seen to do all this with integrity, common sense and sound judgement.'

We have built upon this statement of purpose by setting ourselves a challenging aim for the future. Notwithstanding the high standards of community safety already enjoyed by Islanders, every member of States of Jersey Police is committed to improving the service they deliver and working to make their community an even safer place for people to live, work and visit by achieving our overall mission of -

Making Jersey Safer

States of Jersey Police Strategic Priorities

States of Jersey Police have identified six Strategic Priorities that will help achieve our mission and support delivery of the States Strategic Plan -

- Response and Reassurance Policing
- Prolific Offenders, Serious and Organised Crime
- Financial Crime Investigation
- National Security Policing
- Public Protection
- Effective Resource Management

Key Operational Objectives for 2009

The six Strategic Priorities provide a high level framework against which we can plan resource allocation and activity from one year to the next. Based on these priorities, we have developed our Key Operational Objectives for 2009 which take into account the results of public consultation identifying the public's most pressing community safety concerns and what they want us to prioritise

to help them feel safer.¹ The planning process also draws upon our own analysis of trends in crime, disorder and road safety as well as having regard to social and economic issues that might influence demand on policing services in the Island. In 2009, our Operational Objectives will therefore focus on three key themes –

- Tackling Anti-Social Behaviour and Disorder
- Tackling Violent Crime
- Targeting Key Offenders

Key Outcomes

An important aspect of developing our priorities and objectives is to identify the key outcomes against which overall Police performance can be measured. Figure 1 below shows the link from our purpose, mission and strategic priorities through to the outcomes we are seeking to achieve. The importance of securing public trust and confidence in the policing of their community is reflected in values that provide the foundation for the way we will carry out our work.

Figure 1

Our Purpose <i>(what we exist for)</i>	Our Mission <i>(what we aim to deliver)</i>	Our Strategic Priorities <i>(what will we focus on)</i>	Key Outcomes <i>(what does a 'safer' Jersey look like?)</i>			
Uphold the law fairly and firmly	Make Jersey safer	Response and Reassurance Policing	Crime, disorder, vulnerability and harm in the local community are prevented and reduced			
Prevent crime		Prolific Offenders, Serious and Organised Crime	Threats posed by terrorism, financial crime and organised crime groups are prevented and reduced			
Pursue and bring to justice those who break the law		Financial Crime Investigation	More offenders are brought to justice			
Keep the Queen's Peace		National Security Policing	The public feel safe and are confident in, and satisfied with, our policing service			
Protect, help and reassure the community		Public Protection	Police deliver sustained efficiency and effectiveness			
		Effective Resource Management				
Our values will provide the foundation for the way we work						
We put the customer at the heart of everything we do	We will always be fair and honest and act with integrity	We take pride in delivering an effective public service for Jersey	We relentlessly drive out waste and inefficiency	We constantly look for ways to improve what we do and are flexible and open to change	We will achieve success in all we do by working together	

¹Our current information is based on JASS 2007 (we participate in JASS every other year) which surveyed over randomly selected 3,400 households and received a 46% response, meaning that the survey results are representative and accurate.

2. SETTING THE 2009 OPERATIONAL OBJECTIVES

This section briefly summarises why we have chosen the three Operational Objectives for 2009.

TACKLING ANTI-SOCIAL BEHAVIOUR & DISORDER

Why is this an Operational Objective for 2009?

Anti-social behaviour and disorder covers a wide range of incidents including general disorder, under-age drinking, noisy or problem neighbours, speeding and dangerous driving by motorists or alcohol-fuelled disorder in the town centre. Although these behaviours do not always amount to criminal acts, they can have a profound impact on people's feelings of safety and their quality of life. Our decision to prioritise anti-social behaviour and disorder takes into account the following -

- Over a third of calls for Police assistance concern anti-social behaviour and disorder. The problem is by no means confined to young people as a significant proportion of calls relate to adults. Our focus will be on offenders, regardless of their age.
- 56% of people in JASS 2007 thought anti-social behaviour was a major problem in Jersey and the expectation for Police priority action was reflected at both Island-wide (69%) and neighbourhood level (60%). The related issue of vandalism and graffiti ranked third as a neighbourhood policing priority.
- over 50% of people who live in the main urban parishes are very or fairly worried about being abused or threatened in the street in Jersey. Overall, Islanders are more worried about this issue than they were two years ago and the people who are most worried are young people aged 16-24 and people from Portugal and Madeira.
- Anti-social behaviour perhaps most obviously manifests itself in drunken rowdiness associated with St Helier's night time economy. 39% of Islanders thought that street violence and disorder was a major problem and the issue ranked third (46%) amongst the public's island-wide policing priorities. Whilst there has been significant improvement since 2005, 55% of people still think the town centre is either "a bit unsafe" or "very unsafe" after dark.
- Drunken disorder sometimes spills over into violence. Over the course of a year, assaults occurring in the streets, pubs and clubs of St Helier between 8pm and 4am account for over half of the violence (and about two-thirds of the most serious cases) that takes place in public places in Jersey.
- The policing of the night time economy is currently the dominant factor determining the deployment of Police patrol resources. 40% of our front-line response strength is rostered to be on the streets every Friday and Saturday night between 11pm and 3am.

What do we hope to achieve?

By setting this Operational Objective for 2009, we hope to play our part in –

- containing levels of disorder in the St Helier night time economy. Preventing more incidents escalating into more serious violence lessens the risk of becoming a victim of violent crime, reduces demand for health and social care services and criminal injury compensation and saves costs to businesses resulting from criminal damage and staff absenteeism.
- preventing anti-social behaviour becoming a persistent background to everyday life in those neighbourhoods where inconsiderate neighbours and motorists, anti-social behaviour and minor crime most impact upon people's feelings of safety and security.

TACKLING VIOLENT CRIME

Why is this an Operational Objective for 2009?

Violent crime, which includes domestic violence, hate crime, sexual offences and violence against vulnerable people – will be an operational priority for 2009. This is because:

- Offences against the person account for over one in five of all crimes recorded in Jersey.
- Catching violent offenders is seen as a key policing priority by the general public. Violence also exerts a powerful influence on people's perceptions of community safety
- The number of child protection cases reported to the Police is rising. In the first 11 months of 2008, the Public Protection Unit received 369 referrals or notifications relating primarily to the neglect, physical or sexual abuse of children. This compares with just 138 such referrals in the first 11 months of 2007, representing an overall increase of 167%.
- The number of domestic violence incidents reported to the Police is also rising. On average so far in 2008, over 20 relationships are identified each month where the victim is assessed as being at a high risk of further violence. In one in five of these cases, the offender was considered to pose a very high risk to the victim. At present there is no formal method of sharing information on domestic abuse cases across agencies in Jersey. Occasionally child protection case conferences will be called in particularly complex cases of domestic abuse. These are not routine and there is no lead agency to co-ordinate or call meetings where there are no children involved. In 2009, States of Jersey Police will pursue the introduction of Multi-Agency Risk Assessment Conferences (MARACs), which are identified as best practise in providing a forum for sharing information and taking actions that will reduce future harm to very high-risk victims of domestic abuse and their children.
- Prior to the introduction of the Disorderly Conduct and Harassment (Jersey) Law, officers had limited powers with which to protect vulnerable victims against stalking and harassment.
- The formal arrangements to ensure effective co-operation between the agencies dealing with the Island's most dangerous violent and sexual offenders need updating to ensure best practise is maintained. Multi-Agency Public Protection Arrangements were introduced in England and Wales in 2001 to help Police, probation and prisons work together in a formal way, supported by other agencies such as housing, health and Social Services, to manage the risk that such individuals can pose to the public. Limited use has been made of MAPPA in Jersey and we hope to roll out a more comprehensive service in 2009.
- It is currently estimated that there are 130 convicted sex offenders living in Jersey. Of these, 32 are considered to pose a high or very high risk of re-offending and another 62 are assessed as posing a medium risk. In addition, the Service is frequently notified about UK-registered offenders visiting the Island. At present, there is no legal framework to facilitate proper management of convicted sex offenders living in the community but impending legislation should bring Jersey into line with the United Kingdom.

What do we hope to achieve?

Our aim is to build on existing provision and ensure that the Service works in a co-ordinated way to deal with all forms of violence. In particular, we will look to enhance the infrastructure and processes necessary to address the threat posed by dangerous offenders and to support and protect vulnerable victims. We will promote opportunities for key agencies to work together better and share information about people at risk of involvement in serious violence, either as victims or offenders. This will help deliver early interventions to prevent violence from occurring in the first place, or from escalating where it has already started.

KEY OFFENDERS

Why is this an Operational Objective for 2009?

Nationally, it is estimated that 10% of offenders commit over 50% of crime. Our own analysis of crime patterns in Jersey also indicates that a relatively small number of people are responsible for a disproportionate amount of crime and disorder in our community. In prioritising policing activity and resource allocation, it follows that we should focus on identifying and targeting the individuals who are the most prolific offenders, the most persistently anti-social in their behaviour and those who pose the greatest threat to safety and security in Jersey. The more effective the Service can be in identifying and limiting the activities of these key individuals, the safer our community will become.

Our experience of tackling crime and disorder shows that those who cause the greatest problems are invariably known to, or have direct involvement with other public services and frequently exhibit behaviours or problems which impact on a number of States Departments and their resources. Through effective coordination and joint targeting, the opportunity exists to have the greatest possible impact on those who cause the most harm to our communities and whose activities draw most heavily on the limited resources available to States Departments.

Focussing on identifying and pursuing these key offenders can also help save scarce resources by preventing future incidents, as experience shows that these offenders will invariably keep committing offences over time.

What do we hope to achieve?

Our overriding aim will be to reduce the offending behaviour of individuals considered to pose the greatest threat of harm to our community. These individuals will be prioritised with reference to -

- the nature and volume of the offences they are committing;
- the nature and volume of other harm they are causing, and;
- their current or potential impact on the local community.

Delivering the Operational Objectives in 2009

A delivery plan identifying key actions in support of these three Operational Objectives is set out Section 5 of this Policing Plan on pages 13 - 14.

3. STRATEGIC PRIORITY OVERVIEW

The following section provides an overview of our six Strategic Priorities, explains their link to the States Strategic Plan and illustrates how the Operational Objectives will impact on service delivery.

Response and Reassurance Policing

The States Strategic Plan stipulates that Jersey should be a safe community protected against crime and disorder.

Public surveys show that problems which can affect people's day-to-day lives, such as anti-social behaviour, speeding motorists or alcohol-fuelled disorder on the streets of St Helier, tend to dominate the public agenda for policing in Jersey. People feel more reassured about community safety, and more confident in the Police, if they can tangibly see officers preventing or dealing with such issues. This gives rise to increased demands for high visibility patrols and more community style policing.

At the same time, the public maintain a strong expectation for the Police to provide a prompt response if they call to report an emergency, crime or other incident, whatever the time of day or night. Maintaining the capacity to provide an effective incident response service means having an appropriate number of officers available at different times of day to respond to predicted levels of demand, as well as having a control centre that can prioritise and manage the deployment of resources as required.

Response and reassurance policing is about helping people feel safe at home, at work, at large public events or just when they are out and about in Jersey. It also means being prepared to deliver an effective response in the event of critical and major incidents or emergencies. That means investing in appropriate training and equipment to deal with a range of possible scenarios.

Operational Focus in 2009

- *The focus on Anti-Social Behaviour and Disorder is intended to ensure that the front-line units engaged in Response and Reassurance Policing deliver a co-ordinated and effective response to anti-social behaviour and disorder in local neighbourhoods and St. Helier's night time economy*
- *The focus on Violent Crime will ensure that the front-line officers who are invariably first at the scene of violent crimes and make the initial contact with victims form part of a systematic process to address dangerous offenders and support vulnerable people*
- *The focus on Key Offenders will ensure that front line units are tasked to focus effort against named offenders who pose a persistent threat to community safety because of offending activities such as anti-social behaviour, speeding, drug-dealing or drink-driving*

Prolific Offenders, Serious and Organised Crime

If the communities of Jersey are to be protected against crime and disorder, it is vital that the Police can tackle the threat posed by the criminals and organised crime groups who pose the greatest threat to their safety.

- Experience shows that crime levels in Jersey are particularly sensitive to the activity of a relatively small number of offenders, notably in areas such as burglary and vehicle crime. These criminals don't generally focus on a single crime type – burglars don't just burgle. So

by focussing efforts on these prolific offenders, the Police are able to have a disproportionate impact on community safety

- Experience and current intelligence both point to interest in Jersey from organised criminal groups from both the United Kingdom and Europe, who are particularly drawn to the Island's small but lucrative illegal drugs market. Preventing such criminal networks from gaining a secure foothold in the Island is vital. Organised crime does not just deal in drugs. Their business operations require the additional use of "debt collectors", "enforcers" and other supporting activity. The substantial assets arising from drug-dealing also affords opportunities for bribery and corruption as they seek to penetrate the Island's institutions and way of life.

Tackling the policing challenge posed by these individuals and groups is not within the remit of the 'bobby on the beat'. It requires specialist detectives, backed by sophisticated intelligence systems and technical resources, to identify key offenders and disrupt, deter and detect their activity.

Operational Focus in 2009

- *The focus on Violent Crime will ensure that our specialist pro-active units will prioritise the investigation of offenders or organised crime groups who use violence in support of their criminality*
- *The focus on Key Offenders will ensure that our specialist pro-active units will focus effort on identifying and arresting key individuals who cause the most harm in our society through prolific acquisitive crime, conspiring to arrange the supply and distribution of illegal drugs or otherwise organising and managing criminal activity*

Financial Crime Investigation

Money laundering and financial crime is a global phenomenon. Measuring the extent of the problem worldwide is extremely difficult due to the illicit nature of the activity but the International Monetary Fund (IMF) estimates it as between 2 and 5 per cent of global GDP, which could be up to 500 billion US dollars a year. The scale of the problem means that governments worldwide are focusing increasing attention on where and how criminals and terrorists are able to integrate their illicit funds into the legitimate finance sector.

Recent events have served to highlight the focus placed upon international finance centres to demonstrate to both the international community and the criminal fraternity that their finance industries are well-regulated. For Jersey, with 60% of its GDP derived from the finance sector and more than one in five of its working population employed in the industry, the stakes are particularly high.

*'The performance of Jersey's economy and the well being of its residents remain highly dependent on the continued success of the Island as an international finance centre that is recognised favourably by the international standard setters, by the international community as a whole, and by those users of financial services whom the Island would wish to attract.'*²

It is for this reason that protecting and developing the Jersey finance industry's international reputation for integrity is a key feature of the States Strategic Plan. The importance of properly resourced policing and regulation to this strategy is self-evident and Jersey has signed up to internationally agreed standards on financial crime investigation.

² Colin Powell, Chairman, Jersey Financial Services Commission, JFCS Annual Report 2006

It should be emphasised that this international commitment creates a significant policing requirement which would not feature to the same extent in most Police Services in the United Kingdom. Only the City of London Police and the Serious Fraud Office have a comparable commitment to this form of police work in mainland Britain

Operational Focus in 2009

- *The focus on Key Offenders will ensure that the Joint Financial Crime Unit will –*
 - *identify and prioritise cases where the potential harm to the Jersey economy and the integrity of the Island's finance industry is greatest*
 - *target the proceeds of crime committed in Jersey by local priority offenders*

National Security Policing

Events in recent years have highlighted the importance of providing strong protection against threats to the security, social and economic integrity and environment of the Island. The States Strategic Plan itself *'places a new emphasis on making sure that the Island is as resilient as possible against threats to its security and way of life'*.

Whilst Jersey may not be considered a likely target for international terrorist organisations, we have a responsibility to –

- maintain effective port security controls to prevent terrorists accessing transport networks through the Island
- ensure that Jersey is not perceived as a 'soft' alternative target as counter-terrorism security measures strengthen elsewhere
- be aware of, and prepared, for the emerging trend in terrorist activity involving individuals acting alone.

Effective border controls also help monitor the movement of criminals in and out of Jersey. People with criminal histories including serious sex and violence offences and the use of weapons are frequently identified entering the Island by our Special Branch officers. This intelligence is vital to public protection and crime investigation both locally and in the United Kingdom.

Again, it should be noted that Jersey's independent status creates a policing requirement beyond that which would normally be expected of an equivalent sized Basic Command Unit (BCU) in a UK Police Service. For example, the island possesses international air and sea ports and must fulfil international obligations regarding their security. Most BCUs in the UK have no such ports within their jurisdiction and those that do are not required to fund ports policing services.

Operational Focus in 2009

- *The focus on Violent Crime and Key Offenders will ensure that Special Branch*
 - *gives priority to identifying individuals who may pose a threat to local or national security*
 - *continues to work closely with the Joint Intelligence Bureau in identifying the movement of key offenders through Jersey ports*

Public Protection

The protection of the public has always been core police business. This is reinforced by human rights legislation which requires government to protect the rights and security of citizens. Although the threat posed can never be completely eliminated, the public is entitled to expect the Police to do all they reasonably can to –

- protect children from physical, sexual and emotional abuse and neglect by strangers, family members and other people known to the child.
- protect the safety and well being of the adult victims of domestic abuse and their children. About 60% of the recorded assaults on women in Jersey are committed by partners, former partners or other adult family members. There are also significant links between child abuse and domestic violence. Where one type of abuse exists, the other is also likely to be present.
- protect the public from convicted sex offenders who may pose a risk to society. In a modern society where a prison sentence rarely means incarceration for life it is vitally important that sex offenders are managed effectively in the community. Few would dispute that the police have a key role to play in protecting the public and in particular children and vulnerable adults from those who pose a risk of serious harm.

Operational Focus in 2009

- *The focus on Violent Crime will introduce enhanced arrangements to allow those involved in Public Protection to identify risk, to manage risk as best as possible and optimise public and individual safety as a consequence*
- *The focus on Key Offenders will ensure that threat posed by sex offenders and other dangerous individuals is managed according to the assessed level of risk that they pose to others*

Effective Resource Management

The budget for States of Jersey Police in 2009 is just over £23 million. This equates to over £250 per head of population over the course of the year and the public have the right to be assured that we are providing value for taxpayers' money. In keeping with the commitment made in the States Strategic Plan concerning the efficiency and quality of States services, we have therefore defined Effective Resource Management as one of our Strategic Priorities.

It is worth noting that about 85% of the Police budget is spent on staffing because policing is, by its very nature, largely dependent upon people. The Service has an authorised establishment of 246 Police posts and 90 civilian staff. Unlike most public sector departments, a significant part of our service has to operate around the clock for 365 days a year. This creates a resource requirement equivalent to staffing more than four government departments working a conventional eight-hour day, five days a week.

Making Best Use of Resources

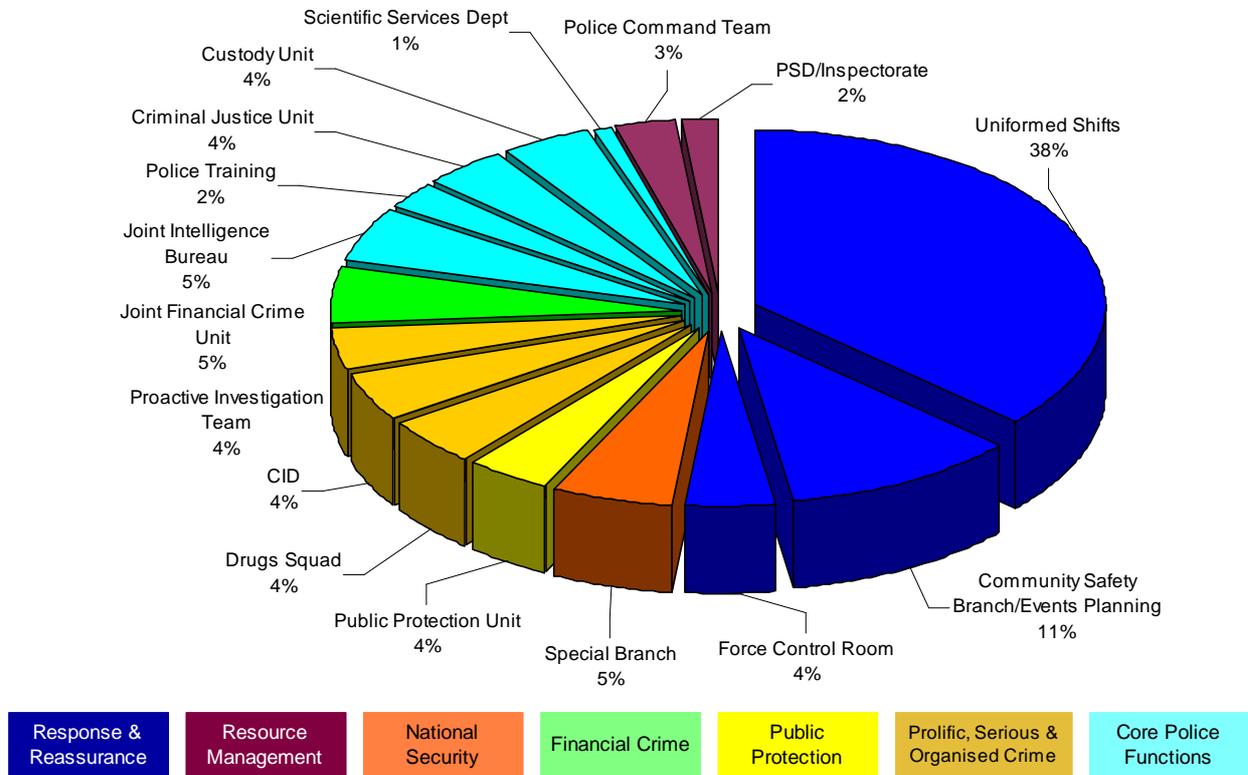
The Corporate Development Plan on pages 17 – 21 provides an overview of intended actions in 2009 to ensure that States of Jersey Police –

- *use the available resources as efficiently and effectively as possible;*
- *identify new opportunities to improve service delivery;*
- *identify and manage risks that might otherwise threaten service delivery.*

4. RESOURCING THE STRATEGIC PRIORITIES IN 2009

We believe that delivering success against each of the Strategic Priorities is key to achieving our ultimate aim of making Jersey safer. The Priorities therefore provide the broad framework for the deployment of Police officers as depicted in Figure 2.

Figure 2: Police Officer Deployment Across Strategic Priorities



Of the authorised strength of 246 Police officers –

- over 52% of Police posts are employed in Response and Reassurance Policing;
- 13% of Police posts primarily focus on Prolific Offenders, Serious and Organised Crime
- 4% of Police posts are specifically committed to Public Protection work
- 5% of Police officers are in posts whose main purpose is National Security policing
- 5% of Police posts are committed to Financial Crime Investigation

About 5% of the Police posts are employed in the Police Command Team, Internal Inspectorate and Professional Standards Department which all contribute to the Service Priority of Effective Resource Management. The Police Command Team have a dual role as these senior officers also lead and deliver operational policing activity across all the Strategic Priorities

The remaining 16% of the overall Police officer establishment are deployed in core police functions that service the main Strategic Priorities such as custody, scenes of crime investigation and intelligence functions. They are all essential to delivery of the Priorities. It should be emphasised that the Strategic Priorities are inter-dependent and resources assigned to each are mutually supportive. In effect, many of the specialist units take on or support complex or protracted enquiries initially identified through response and reassurance policing. In return, uniformed shift officers play a vital role in supporting specialist operations.

5. OPERATIONAL OBJECTIVES – DELIVERY PLAN

States of Jersey Police are planning to deliver the following actions in support of our Operational Objectives in 2009 -

TACKLING ANTI-SOCIAL BEHAVIOUR AND DISORDER			
Ref	Action	By	Measures
1	Provide appropriate policing interventions in identified hotspots where persistent anti-social behaviour and disorder are impacting on community safety	CI Ops	Number of initiatives managed through TTCCG
2	Develop and implement intelligence-led targeted operations focussing on anti-social behaviour and disorder	CI Ops	Number of operations managed through TTCCG
3	Target key individuals whose persistently anti-social behaviour impacts upon their local communities and secure referral for appropriate action ³	CI Ops	Number of target packages against problem individuals managed through TTCCG
4	Develop a suite of suitable indicators to measure the impact of policing interventions in reducing the harm caused by anti-social behaviour and disorder	Head of PRU	Suite of key performance indicators to be in place in 2009
5	Target licensed premises that may contribute to anti-social behaviour and disorder problems through breaches of their responsibilities under the law and secure referral for appropriate action	CI CSB	Number of licensed premises subject to referral
6	Work with other agencies to educate young people about crime and its consequences and divert those who are already involved or vulnerable to peer pressure.	CI CSB	Number of initiatives providing engagement with young people
7	Continue to review processes and seek solutions that release officers to spend more time on patrol whilst meeting the needs of the criminal justice system.	Supt Ops	Number of agreed recommendations
8	Implement, and evaluate the impact of, the new Disorderly Conduct and Harassment (Jersey) Law on public order policing	Supt Ops	Report submitted to Chief Officer
9	Continue to develop joint working arrangements with the Honorary Police in relation to locations and events where there is an identified risk of anti-social behaviour and disorder	Supt Ops	Number of policy meetings with Honorary Police Number of tactical tasking meetings held with Honorary Police Number of events where joint policing is planned Number of incidents where Honorary Police notified

³ The power to prosecute offenders is vested in the Honorary Police. The phrase 'secure referral for appropriate action' is therefore used to include notices of intended prosecution which are submitted to the Honorary Police for consideration as well as referral to other agencies for intervention as appropriate.

TACKLING VIOLENT CRIME			
Ref	Action	By	Measure
10	Introduce a high level strategic tasking and coordinating group (STCG) to prioritise and allocate resources to major enquiries	Supt Ops	STCG established
11	Continue to develop appropriate staff to achieve 'Professionalizing the Investigative Process Level 3 qualification	DCI	Number of staff accredited
12	Implement and evaluate the impact of the new Disorderly Conduct and Harassment (Jersey) Law on domestic violence policing	Supt Ops	Report submitted to Chief Officer
13	Implement management of registered sex offenders in the community as per Sexual Offenders (Jersey) Law 200-	DCI	Number of registered offenders Number of visits to registered offenders Number of offenders subject to MAPPA
14	Introduce Multi-Agency Risk Assessment Conferences	DCI	MARAC implemented Number of MARAC meetings held
15	Further develop the use of MAPPA to manage violent and sexual offenders who pose greatest levels of risk to the community	DCI	MAPPA implemented Number of MAPPA meetings held

TARGETING KEY OFFENDERS			
Ref	Action	By	Review
16	Ensure intelligence gathering, collation and dissemination processes are facilitated by an integrated information technology system	Supt Ops	Upgrade to intelligence system implemented
17	Ensure optimum use is made of intelligence through a robust tasking mechanism	Supt Ops	Recommendations arising from NIM tasking review implemented
18	Develop a suite of measures to measure the impact of offender targeting in delivering each of the Service's Strategic Priorities aimed at preventing or reducing crime, disorder, vulnerability and harm	Head of PRU	Suite of key performance indicators to be in place in 2009
19	Implement a scaled and co-ordinated programme of intervention to manage violent and sexual offenders who pose greatest levels of risk to the community	DCI	Cross-reference to indicators 13, 14 and 15

6. CORPORATE DEVELOPMENT PLAN 2009

The Corporate Development Plan is produced in line with our Strategic Priority of Effective Resource Management. It is intended to help deliver our performance outcome of sustained efficiency and effectiveness by ensuring that States of Jersey Police –

- use the available resources as efficiently and effectively as possible;
- identify new opportunities to improve service delivery;
- identify and manage risks that might otherwise threaten service delivery.

A short description of the key projects and programmes included in the Plan is set out below. It should be emphasised, however, that the Corporate Development Plan is a dynamic management tool which will be subject to evaluation and change throughout the year as new issues, opportunities and priorities emerge.

CD1: Long Term Resource Capacity

It is people - not laws - who ultimately help deliver our purpose and protect the safety and security of our community. Getting this people element right means investing in both the capacity and capability of the States of Jersey Police.

In the United Kingdom, total Police officer strength has increased by over 11% since 1997. Over the past five years, these officers have also been reinforced by the creation of about one new Police Community Support Officer for every nine police officers. The number of civilian staff working in the Police Service in the UK has also increased by 46% over this period.

By contrast, the authorised establishment of Police officers in States of Jersey Police remains essentially unchanged since the time of the independent Clothier report on policing in 1996.⁴ Jersey has a lower ratio of authorised Police posts per head of population than Guernsey, the Isle of Man or Gibraltar.⁵

Over the same period, changes in the regulatory environment, required investigation standards and the sheer volume of cases have all combined to create significant additional demands on policing services in areas such as financial crime investigation and public protection. These pressures are likely to increase over time, particularly with regard to recommendations arising from the recent International Monetary Fund's inspection of financial crime investigation services in Jersey and the impending implementation of new sex offender legislation.

The Police Force (Jersey) Law, 1974, as amended, require the Minister for Home Affairs 'to secure the maintenance of an adequate and efficient Force in the Island'. In 2009, the Service will conduct a strategic assessment of its resource capacity and submit a report to the Minister detailing -

- the long term resource requirements necessary to meet the demands of policing Jersey;
- opportunities to increase resource capacity within the existing Police establishment;
- any potential resource bids arising.

⁴ Report of the Independent Review Body on Policing Services in Jersey, July 1996, paragraph 5.1.1, page 20

⁵ Jersey has 2.74 police officers per 1,000 population. Guernsey has 2.95 and the Isle of Man has 2.99 (the smallest Police Service in the UK, Dumfries and Galloway, has around 3.4). In order to match the ratio in the other islands, Jersey would need to increase its authorised Police establishment by about twenty posts. Based on 2006, Gibraltar has 215 Police officers for a population of about 28,000, giving a ratio of 7.7 officers per 1,000 population

CD2: Current Resource Capacity

Insufficient capacity is the Service's key long term resource issue, but the problem can be accentuated in the short term if the Service cannot achieve and sustain its authorised strength.

States of Jersey Police will enter 2009 about 5% below authorised strength. A total of 18 new recruits are due to join the Service in January 2009, but they will not complete initial training and become operational until the summer. In the meantime, front line strength will continue to decline due to the natural turnover of staff. The Service's age profile is such that 18 officers could retire during 2009. Taking past experience into account, it is likely that up to 11 officers will leave unexpectedly, for various reasons, during the year. These potential shortages are further exacerbated by other abstractions such as long term injury or illness, maternity leave or disciplinary suspensions. The accumulated impact of all these pressures currently means that States of Jersey Police cannot fill about one in nine Police Constable posts with an operational officer;

Most public sector departments can maintain their required resource base by recruiting to vacancies promptly and providing interim cover with temporary staff (eg; supply teachers, locum doctors, bank nurses, etc). By contrast, there is no reserve of trained Police officers that States of Jersey Police can call upon. If there is no further recruitment before January 2010 the Service be will significantly under strength and will face serious deployment issues. This will inevitably lead to choices having to be made in relation to levels of service delivery.

These staff shortages have a knock-on effect on other aspects of service delivery, efficiency and value for money. Demand for Police services does not reduce because there are less officers to go around. This means that work is shared across a diminishing resource, the capacity for patrol work and other pro-active policing activity reduces and overtime costs go up because essential work has to be covered. Increasing work pressure can also make it difficult to abstract officers from front-line duties for training purposes. This is an important consideration when so many officers are young in service or have only recently been promoted or deployed to new roles. At the time of writing, nearly one in five police constables is at some stage of probationer training and cannot yet be deployed in specialist roles. About two-thirds of the Police Constables deployed in Response and Reassurance Policing have less than four years' experience and about two-thirds of the sergeants who supervise them are relatively inexperienced or have been temporarily promoted to provide essential cover for vacant posts.

In 2009, the Service will –

- Identify recruitment and retention strategies to minimise the projected shortfall against authorised establishment in 2009
- Review opportunities to increase operational policing capacity by streamlining and rationalising current work practices
- Ensure that demand and operational resilience are kept under constant review to ensure most effective and efficient deployment of available resources
- Provide the Minister for Home Affairs with update reports detailing shortfalls against authorised and effective operational strength and measures taken to maintain effective deployment of available resources

CD3: 2008 HMIC Baseline Assessment Revisit Inspection

In March 2008, Her Majesty's Inspectorate of Constabulary visited States of Jersey Police to follow up a Baseline Assessment conducted in 2006 which gauged performance against agreed standards and known good practice. The revisit took account of a wide range of documentary evidence, and

structured interviews and the inspection team commented that they were 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.

The purpose of an HMIC inspection is to provide a catalyst for continuous improvement in the quality of service delivered to the local community. The renewed focus offered by the follow-up visit offers States of Jersey Police the opportunity to drive further improvements based on best practise identified across England and Wales by Her Majesty's Inspectorate.

In 2009, the Service will deliver an action plan implementing over 40 recommendations drawn from the Baseline Assessment Revisit to drive improvements to service delivery.

CD4: States- Wide Accountability Framework To Tackle Crime And Disorder

Ultimately, Police action alone cannot address the social, economic and demographic issues that influence the number of people who are prepared to break the law. Maintaining a safe society is a responsibility for government as a whole. Effective control of crime and disorder therefore requires a co-ordinated approach across most government departments and a continuing critical review of all factors which potentially influence levels of offending. These clearly include social and demographic trends, education, the modernisation of criminal law, the powers of the courts, sentencing policy and the treatment and rehabilitation of offenders.

It is therefore essential that all government departments recognise the contribution they can make to crime reduction and meaningfully work in partnership to this end. There has to be a robust corporate commitment to an agreed States-wide accountability framework to tackle crime and disorder issues both at strategic and tactical levels and ensure that shared objectives are given sufficient weight, resourcing and priority.

In particular, the Service has identified three key areas where it hopes to promote the development of a joined-up corporate approach -

- The town's night economy is effectively based upon attracting large numbers of young people into St Helier in the evenings and keeping them there until the early hours of the morning in order to sell alcohol and entertainment. Given that a third of Jersey's young adults binge drink, it should come as no surprise that the night time economy can become a focal point for alcohol-fuelled violence and disorder. The instinctive reaction to this problem is to exhort the Police to do more but enforcement alone will not work unless government addresses the underlying causes of the problem. A joined up government strategy would set shared objectives for the different agencies responsible for enforcement, licensing, town planning and transport aimed at making the night economy a safer place.
- Effectively tackling Jersey's drug market requires cooperation from a range of agencies because enforcement activity is more likely to prove effective when combined with demand and harm reduction strategies. If the overall aim of the States is to reduce the harm caused to individuals and society by illegal drugs, then each different intervention deployed by different departments and agencies aimed at reducing supply, demand or harm should form part of a coherent strategy within an agreed accountability framework. This in turn requires a shared understanding of how Jersey's drug market, distribution and trafficking networks operate and greater emphasis on establishing measurable outcomes which focus on harm reduction.
- Anti-social behaviour is an issue for which government has a collective responsibility, not just the Police who have neither the remit nor resources to deal with the underlying social causes of such problems.

CD5: Management of Police Information

The BICHARD Enquiry into the Soham Murders led to the creation of a Code of Practice and Guidance on the Management of Police Information, (known as 'MOPI,') and a statutory requirement for police Services within England and Wales to attain full compliance with the guidance by 2010. This has led to all Services forming implementation teams with resources dedicated towards introduction of new procedures for information and record management.

A further recommendation was for a national IT system for England and Wales. The response was the establishment of the IMPACT programme, where the lead agency is the National Policing Improvement Agency. By 2012, the IMPACT programme expects to deliver Police National Database framework, which will provide a single access point for searching information held across all Services main local operational systems and national police systems. Access to the Police National Database structure will require compliance in a number of policy areas.

States of Jersey Police will undertake a review in 2009 in order to –

- Identify where change is necessary in Service policies and procedures to ensure legislative compliance with MOPI standards.
- Contribute to the development of a States of Jersey Police Information Management Strategy;
- Recommend infrastructure development by identifying the changes in business processes that will need to take place to implement MOPI;
- Contribute to the States of Jersey Police response to information legislation and to deliver best practice business benefits;

CD6: Charging for Police Services at Profit-Making Events

States of Jersey Police's resources are structured to provide a day-to-day policing service for the Island. There is no argument that this involves policing small scale or charitable events but, in recent years, the Island has seen the emergence of major commercial events that have a significant impact on Police resources. This means that the Police have to divert public funds into unbudgeted expenditure on the policing of events which may result in a substantial profit for the organisers. Introducing the principle of a user pays charge will enable certain costs to be recovered, thus reducing the burden on the tax payer. The rationale for any new funding arrangements is set in the context of diminishing police resources, the greater demand placed upon the States of Jersey Police by the community it serves and the need to support the "user pays" principle agreed by the States in 2003.

CD7: Replacement Police Headquarters

The search for a new site for Police Headquarters began around 10 years ago. In the meantime, the Service has continued to occupy conversions of a 1950s school, a knitwear factory and a 19th century arsenal. None were designed for the needs of modern policing, particularly with regard to custody accommodation, scenes of crime facilities and IT/communications infrastructure. The age and condition of these buildings continues to require significant investment in maintenance and their shortcomings give rise to severe human rights and health and safety concerns. The Summerland factory site was occupied as essential temporary rental accommodation on the understanding that a new headquarters would be ready for occupation in 2005. The Service is now incurring over £100,000 a year in unbudgeted rental expenditure for this overflow accommodation as it awaits a final decision on the location and design of a new headquarters building. It is essential that this

design is fit for purpose in allowing the Service to deliver the unique combination of headquarters and operational policing functions required in Jersey.

CD8: Risk Management Programme

Risk can be defined as the probability of an event and its consequences; the chance of something happening that will have an impact on States of Jersey Police's organisational objectives. An effective approach to risk management ensures that the organisation faces fewer surprises and better manages its resources to provide quality services.

At one level, risk management is already an integral part of good management practice and is built into the normal day to day activities of States of Jersey Police. In 2009, however, the Service will take steps to formalise and extend existing processes to develop a Risk Register that articulates the prevailing strategic and tactical risks and provides an auditable trail of management decisions to address and manage these issues.

CD9: Integrated Competency Framework

If we are to deliver improved overall performance and make Jersey safer, we must seek out opportunities to raise standards and improve the quality and consistency of individual performance and behaviour in jobs throughout States of Jersey Police

In 2009, we will assess the benefits of introducing an Integrated Competency Framework which has been designed for the Police Service in England and Wales and is also being adopted in the Police Service of Northern Ireland. The framework is built around rank and role profiles and enables a clear assessment of competence against nationally agreed standards of performance, across a range of workplace circumstances for all policing roles.

CD10: Funding for Implementation of Amended Proceeds of Crime Law

In February 2008, the States considered Regulations proposed by the Treasury to amend Schedule 2 of the Proceeds of Crime Law. The principal effect of the legislation was to widen the number of institutions required by law to disclose a knowledge or suspicion of money laundering. The States were advised that at least two additional staff would be required in the Joint Financial Crimes Unit at an annual cost of £115,000 at 2007 salary costs. This was to cope with the increased workload expected as a result of the introduction of the new offence of failing to disclose a knowledge or suspicion of money laundering into this Law. The States were also advised that the position would be reviewed post implementation and additional resources sought if required. In the event, the States approved the legislation without granting the additional resources. The increased workload is proving untenable within the existing capacity of the Joint Financial Crimes Unit and States of Jersey Police will urgently seek the funded posts originally requested.

7. MEASURING PERFORMANCE IN 2009

The indicators listed are those currently submitted for inclusion in the States Annual Performance Report. In 2009, States of Jersey Police will be undertaking a full review of its performance measures in accordance with one of the recommendations arising from the HMIC Baseline Revisit inspection report.

	Indicator	2007	Comments
1	Staff FTE	328.9	73% of States of Jersey Police staff are police officers. Where appropriate, jobs which don't require police powers or expertise have been civilianised. At the same time, the Service must retain sufficient operational Police officers to contend with the unique resource demands of island policing.
2	Cost of service per head of population ⁶	£239	Policing services are dependent upon the presence of Police officers around the clock, every day of the year. About 80% of Police expenditure is on staffing.
3	Complaints per 100 officers	17.6	This figure is based on the total number of complaint cases received from the public. It includes cases that are subsequently withdrawn or dismissed by the independent Police Complaints Authority as vexatious.
4	Police strength – officers per 1,000 population	2.74	Whilst the calculation is based on resident population only, it is worth noting that policing also services a visitor population of about 750,000 people a year. The figure is based on Police officers only. Overall Police strength per '000 population (including Police and civilian staff) is about 13% below that in England and Wales.
5	Recorded crimes per 1,000 population	52.2	The equivalent figure for England and Wales in 2006/07 was 101
6	% of overall crime resulting in detection	40%	The average detection rate in England and Wales in 2006/07 was 27%.
7	% of crimes where an offender is brought to justice	28%	Those detections that do not result in a prosecution are known as 'administrative detections'. This applies, for example, where the victim refuses to press charges, the offender is too young or a legal adviser decides there is no useful purpose in proceeding.
8	% burglaries resulting in detection	20%	It should be acknowledged that the burglary detection rate has limited value. For example, an offender may only be linked conclusively to one offence but overall burglary levels fall sharply following their arrest.
9	% vehicle crimes resulting in detection	29%	Vehicles crime encompasses theft of and from motor vehicles, 'taking and driving away' and tampering offences.
10	% of violent assaults in St Helier night time economy resulting in detection	59%	This covers common assault, grave and criminal assault, rape or murder offences that take place in the pubs, clubs and streets of St Helier between 8pm and 4am.

⁶ Population figure of 89,300 is the 2006 figure available at the time of publication. 2007 is published by the Statistics Unit in June 2008 and the calculation will need to be revised accordingly.

Ref	Indicator	2007	Comments
11	% of recorded domestic assaults resulting in the offender being brought to justice	30%	This indicator covers the number of assaults between family members, intimate partners or ex-partners aged 18 or over resulting in referral to Parish hall Enquiry or Court.
12	% emergency responses arriving at scene within target times	93%	Our target is to attend 90% of emergency response incidents in the town area within 6 minutes and 10 minutes across the rest of Jersey
13	Number of detected crimes per investigating officer	12.3	Not all police officers are deployed in roles where they are directly responsible for detecting crime (eg; custody and Control Room officers). This KPI is therefore based on the number of officers deployed in roles where they can investigate and detect crime
14	Number of arrests per investigating officer	20.8	This KPI differs from detections because crimes can involve more than one offender and not all offences are recorded as crimes. Most motoring and public order offences, for example, are not recordable crimes. They are treated as 'process offences' and recorded and published separately.
15	Number of prosecution cases per investigating officer	41.1	Prosecution cases are those reported to Parish Hall Enquiries or charged for court. This KPI differs from the crime and arrest KPIs as it encompasses those cases where the offence is not a recorded crime and no arrest is made prior to prosecution (eg; speeding offence).
16	% crime victims who were totally or very satisfied with Police call handling service	73%	This KPI focuses only on those victims who were totally or very satisfied. Overall, 96% of those who expressed an opinion in response to quality of service surveys in 2006 were at least satisfied with the call handling service they received.
17	% crime victims who were totally or very satisfied with service from attending officers	80%	This KPI focuses only on those victims who were totally or very satisfied. Overall, 96% of those who expressed an opinion in response to quality of service surveys in 2006 were at least satisfied with the service from attending officers.
18	% crime victims who were totally or very satisfied with feedback on the progress of their investigation	65%	This KPI focuses only on those victims who were totally or very satisfied. Overall, 87% of those who expressed an opinion in response to quality of service surveys in 2006 were at least satisfied with feedback on the progress of their investigation