

### Executive Summary

The States of Jersey Police (SoJP) follows the traditional 'grow your own' model of resourcing, placing significant emphasis on training, development, career / talent management and succession planning. This model is supported by the tactical use of contractors, secondments and J category appointments to supplement skill and capability gaps. A central requirement to meet both current and future challenges within SoJP will require focus on police capacity (numbers), capability (skills and experience) and flexibility (deployment).

Historic police officer recruitment and development practices have not always supported the 'grow your own' model. For example, recruitment challenges have led the SoJP to target older recruits. Equally, and whilst training has been supported for technical policing skills development, there has been little structured investment in management, leadership and command capability for a considerable period of time.

Policing is becoming more complex and litigious and, as such, police management and leadership skills are aimed at developing Command (policing), Business and Executive capability; these capabilities are increasingly important in the current climate of cost cutting and efficiency. The development of these executive leadership skills is managed by a mature and comprehensive training, development and talent management framework for UK officers, culminating in the requirement to attain the Strategic Command Course (SCC) for appointment to ACPO ranks (Assistant, Deputy or Chief Officer).

There are no local officers within the Force who possess the SCC qualification, nor are any currently working towards it. Equally there are no local officers who are seeking to broaden their experiences through secondments with other Forces.

The lack of investment in senior management skills means there are not only technical (policing) short falls, for example commanding a major fire arms incident, but also strategy, business and change management skills are also significantly under developed. First line and middle management training is equally under developed.

Whilst there should be no barriers in place that prevent local officers from reaching the very top of their profession, equally there is no argument to lower the standard for ACPO qualification for the Chief Officer role in Jersey; this view was supported by the Clothier report, as well as the current Acting Chief Officer.

As such, the focus of career planning / talent management in the future must be to provide opportunities for individuals to attain their full potential; equally, individuals need to seize these opportunities, recognising it may require periods off-island with other forces.

The requirement for a fundamental review of training at SoJP has been identified and started and also needs to encompass succession planning and talent management. As an interim measure, a number of immediate initiatives have already been started.

There are significant funding implications if Jersey if to continue to maximise the potential of its locally qualified police officers.

## States of Jersey Police – Succession Planning

### Background

The roles and functions now fulfilled by police officers are diverse and complex. To enable the States of Jersey Police (the Force) to provide successful and accountable policing services is increasingly dependent on officers obtaining a wide range of skills in order to meet the demands of a modern police service both in terms of their skills and abilities to carry out not only their everyday duties but also to ensure that they are able to meet their legal obligations.

The ability of the force to deliver the range of policing responses is best described in terms of its capacity and capabilities, where capacity to deliver services is influenced by the number and skills of the staff available, and the capability is similarly influenced.

There is a significant public expectation to see officers deployed in high visibility patrols and community policing style work. At the same time, when intelligence exists to identify the threat posed to community safety by serious or prolific offenders and organised crime groups in areas such as public protection, financial crime and Class A drugs supply, services must be prioritised according to identified risk. This is reflected in the diminishing capacity available for community policing and high visibility patrol at certain times of day. Where the demand for services exceeds capacity, the result is that service delivery will be affected. However, by improving capability and flexibility, the capacity of the force may be increased without significant increases in costs or manpower.

In addition, and with only 236 police officers, the Force must be able to respond flexibly and dynamically to the full range of activities and threats to public safety and criminal activity. The key to achieving this is to maximise the skills of the existing workforce and to have the flexibility to bring in skills not readily available locally.

As such, the principles of capacity, capability and flexibility are central themes to the effectiveness of the Force.

### Succession Planning for the States of Jersey Police

This briefing document covers the following broad issues that impact on succession planning:

1. Police Officer manpower model describing the number of officers required in each rank, and the resourcing approach to delivering the manpower model
2. Profiles of age, experience and possible retirements
3. Police Officer recruitment – current approach and the required changes
4. Chief and Deputy Chief Officer recruitment requirements
5. Existing senior Police Officer capability at SOJP
6. Existing first line and middle management Police Officer capability at SOJP



7. Talent Management process.
8. Conclusion

## 1. Police Officer staffing and resourcing model

	Funded FTE	Actual FTE	Acting in Rank	Comments
<b>Chief Officer</b>	1.0	0	1.0	Chief Officer recruitment in progress
<b>Deputy Chief Officer</b>	1.0	1.0	1.0	DCO acting as Chief Officer. Interim Acting DCO appointed. DCO recruitment to take place once Chief Officer position filled.
<b>Superintendent</b>	2.0	0	2.0	Supt appointment process to take place following appointment of new Chief Officer
<b>Chief Inspector</b>	4.0	3.0	4.0	Promotion Boards to take place following appointment of Superintendents.
<b>Inspector</b>	13.0	11.75	6.0	Promotion boards due to take place mid October 2010
<b>Sergeant</b>	40.0	40.0	11.0	Promotion boards complete. 7 ticketed for promotion when vacancies arise
<b>Constable</b>	175.0	179.0	0	12 new recruits joined September. New recruitment & initial training process required.
<b>Total</b>	<b>236</b>	<b>234.75</b>	<b>25.0</b>	

The Force's resourcing model is overleaf.

### Key Principles

- Police Constable ranks will be achieved principally through selecting local people and training them to become police officers.
- Police Constable ranks may also be supplemented with experienced transferees from UK police forces. However, transferees must also meet the minimum local residency / qualifications requirements.
- In this context local people means those with a minimum of 3 years residency.
- The expectation is that the majority of higher ranks within the Force will be achieved through internal promotion which should be based on merit and benchmarked against UK national standards.
- This approach should be supported by tactical appointments – to meet specialist skills gaps, support change management initiatives, enhance under-performing teams, or resource specific investigations. This will be achieved through specialist contractors, support from other Forces and some J category licences appointments.

### Key Requirements

- To achieve this staffing plan requires a core base of 'career' police constables, balanced with sufficient talent to promote from within ('grow your own').



- A training and talent development plan, including a structured and transparent approach to internal promotion and opportunities for officer secondments to broaden their horizons and experiences.
- Selection to ACPO rank requires successful completion of the Strategic Command Course and broad operational and leadership experience commensurate with the requirements of the roles.

## 2. Profiles of age, experience and possible retirements

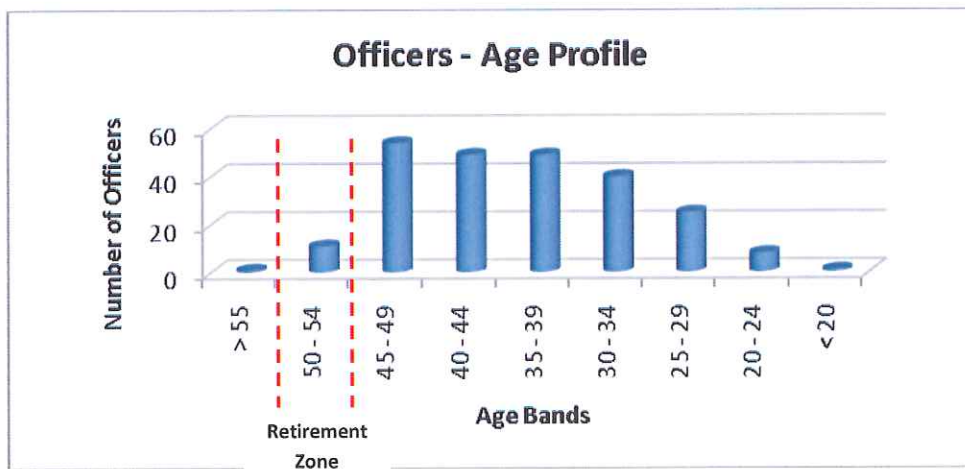


Fig 1. Police Officer Age and Retirement profile at October 2010

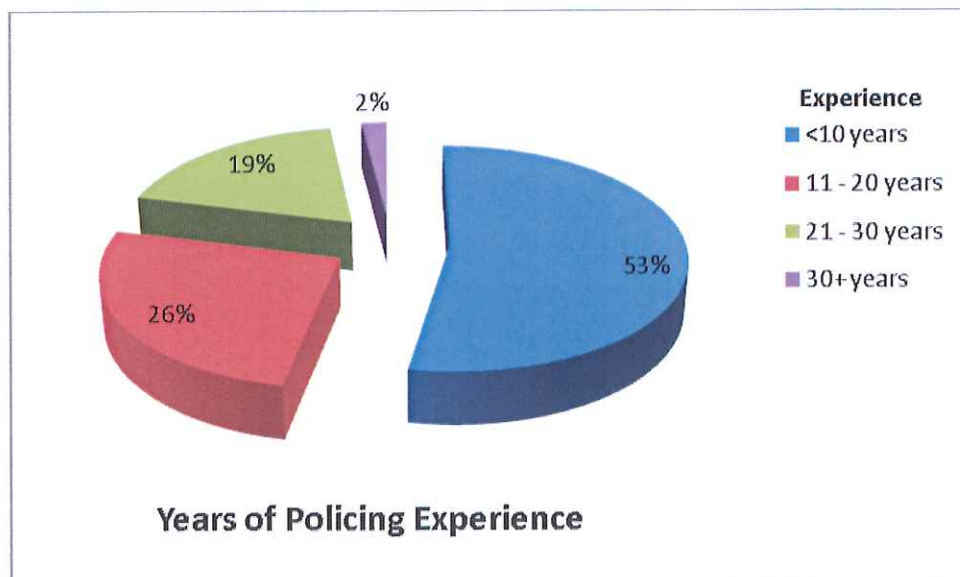


Fig 2. Police Officer length of service / experience profile at October 2010

## Analysis

- 12 Officers (5%) are eligible to retire immediately. This represents a possible loss of 10% of policing experience.
- 26 of officers (11%) are in their 2 year probationary period.
- In total 126 of officers (53%) have less than 10 years policing experience.
- 65 Officers (27%) are eligible to retire within the next 5 years and who between them currently have 48% of SOJP policing experience.
- 114 officers (48%) are eligible to retire within 10 years.

### 3. Police Officer recruitment – current approach and the required changes

The Force has traditionally struggled to attract suitable candidates and, in the past, has implemented initiatives to strengthen its capability.

- In 2003 / 2004 it recruited 10 police constables from the UK on permanent J category licences to strengthen its experience. Out of these 10, only 6 remain and only 2 have progressed to the rank of Sergeant.
- Special permission has been granted to recruit Police Officers with only 3 years local residency, instead of the normal 5 years residency requirements.

Recognising the staffing requirement to select recruits that can support the core requirements of police constable rank, as well as the talent to support the Force's internal promotions requirements, a new approach to recruitment has recently been introduced. A more rigorous selection standard has been introduced (following the UK's integrated competency framework standards). Equally the police recruitment process is a complex and resource intensive activity. Whilst initial process efficiencies have already been put in place, there is scope for additional rationalisation.

Attracting quality candidates is not the only challenge the Force faces. The current approach to recruitment (in batches of approximately 12) creates significant pressures:

- Budgetary pressure to find the funding for 12 new officers and the subsequent year on year budget profile issues posed by annual increments. This leads to Police Officer established numbers dropping by up to 12 posts before the funding is available to recruit the next batch of Police Officers.
- Operational policing strains as a batch of new police officers require tutoring and mentoring for the remainder of their 2 year probationary period, following their 14 week initial training period.

To combat these pressures a review is currently being undertaken to select batches of future police officers, but for them to start in smaller numbers and spaced more evenly throughout the year. This eases the budgetary and operational pressures. It also enables initial training to be outsourced and opens the possibility of it being undertaken collaboratively with Guernsey. The further advantage is that a significant proportion of the police officer training staff can be redeployed to front line duties.

#### **4. Chief and Deputy Chief Officer recruitment and selection**

Under the provisions of the Police Force (Jersey) Law 1974 (Appendix 1) the States appoint the Chief Officer.

The Law further states that the Minister will appoint the Deputy Chief Officer.

The Law does not describe the mechanism or basis for recruitment and selection, nor who should be involved. Historically, the Minister has led the selection process and put forward his/her recommendation to the States for approval. This is entirely appropriate as the Minister has significant responsibility and powers over the running and administration of the Police Force.

In July 2002, Graham Power made recommendations to the President of the Home Affairs Committee regarding the selection and appointment of Chief Officer (Appendix 2).

In July 2006, the Clothier report (extract attached at Appendix 3) identified that there was nothing to preclude local officers from being appointed as Chief Officer, provided the individual was suitably qualified. The Clothier report also identifies the need and benefits for local officers to have other police force experience and recommended at least 5 years in a different force immediately preceding appointment as Chief Officer for Jersey.

The current Acting Chief Officer (David Warcup) endorses the principles of following UK guidelines for the appointment of ACPO ranks. A summary of the requirements and capabilities are at Appendix 4. This recognises the increasing complexity of modern policing and the need for developed senior capability in the areas of business, executive and policing skills. However, unlike the Clothier report, Mr Warcup does not share the absolute requirement for at least 5 years off island policing experience immediately prior to appointment as Chief Officer for Jersey. Instead, focused secondments to UK forces, at key stages in a local officer's career, could also achieve the desired benefits of breadth, experience and strategic command skills.

The current position which has been adopted in Jersey is to ensure that the Force recruit and retain the right calibre of candidates and support them to develop the necessary experience and skills. There is no reason that locally officers should not aspire to the roles of Chief and Deputy Chief Officer of the States of Jersey Police provided the candidate has the necessary Strategic Command Course (SCC) qualification and experience, and is deemed suitable for the role as assessed by an independent and fair selection process.

As such, the SCC and other development courses are open to Jersey officers, as are the opportunities to work in other Forces.



However, in this respect, the Force has a responsibility to provide the opportunities for development, but it remains the responsibility of individuals to seize and make the most of these opportunities; it would not be appropriate to pre-select officers with high potential as predestined Chief Officer appointments; the benchmark for the positions of Chief and Deputy Chief Officer should remain at the UK national ACPO standards, and local candidates should aspire to these standards in the same way as their UK counterparts.

To achieve this, local officers will be required to undertake a comprehensive development programme and spend periods of time away from the Island with other Forces in order to gain the required breadth of operational, management and command experience.

## **5. Senior Police Officer Management, Specialist Skills and Development**

There is no permanently appointed senior officer in post who has completed the Strategic Command Course, which is an essential requirement for the post of Deputy Chief Officer and Chief Officer. This poses particular challenges for the Force and for officers who are expected to manage a diverse range of staff and situations.

These resilience issues are compounded further as, at present, there are no substantively appointed police officers in the 8 person Command Team. Further, there is a clear disparity in the existing skill portfolio and the level of experience required to reduce organisational exposure in an increasingly litigious and performance orientated environment. This skill deficit in command experience includes the management of critical incidents and business change programmes, as well as general management and leadership expertise. A lack of familiarity and experience with the culture and management of performance is similarly evident across the senior levels, and there is no significant sustained exposure to Major Crime Investigation.

The UK has a highly developed and mature development and selection process for its senior leadership ranks.

- Strategic Command Course : The SCC is a UK statutory course for Superintendents (and Chief Superintendents) in order to become a member of ACPO. It focuses on the specific role and requirements of an Assistant Chief Constable. All ACPO qualified officers benefit automatically from the National Senior Careers Advisory Service (NSCAS) which provides ongoing career and leadership development services, designed specifically to support senior police officers.
- Once SCC qualified ACPO officers are eligible to apply for ACPO positions once they become available. For Chief Officer recruitment, Police Authorities seek guidance from HM Inspectorate of Constabularies.

There is currently no local officer who is Strategic Command Course qualified. Equally, from the current senior command team, there are no officers currently working towards SCC, and

only one has sought to pursue secondment or development opportunities elsewhere. It therefore leaves the Force with a high exposure to risk, litigation and leaves some of the current workforce with little supervisory and management skills at the appropriate level.

## **6. First Line and Middle Management, Specialist Skills and Development**

The historic focus for training has centred on the development of technical policing skills. As such, there has been limited sustained investment in management or leadership capability for first line and middle managers. A small number of people have undertaken the locally delivered Modern Manager Programme (although it is unclear whether this will continue in the future) and one officer and one civilian manager have undertaken the future leaders programme. However, in the main, recently promoted front-line supervisors and managers have not received any structured leadership and management training.

To meet these challenges, two interim initiatives have been introduced by the Chief and Deputy Chief Officer:

- A series of short term secondments to UK Forces have been arranged for Inspectors, Sergeants and civilian managers.
- A number of Sergeants and Inspectors have attended the Greater Manchester Police Training Programme over the last 12 months, but it will take time for the benefits to be more fully realised throughout the Force.

In addition, the UK National Police Improvement Agency has an established talent management programme that provides accelerated development through the High Potential Development Scheme (HPDS) for Police Constables and Sergeants who have the desire, commitment and the potential to reach senior officer levels and progress to ACPO rank. Historically Jersey officers have not progressed beyond the initial application process for this scheme, indicating a lack of structured mentoring support. At present the Force now has one individual who has progressed to the final selection stage of the scheme, and who is being mentored personally by the Acting Deputy Chief Officer.

## **7. Police Officer Talent Management Process**

The Force has no structured talent management strategy or plan in place at present. Whilst officer development takes place, it is an informal process. Work has started on developing a talent management framework and the short term initiatives in place are being driven by the Chief and Deputy Chief Officer. A Talent Management plan is an essential requirement to meet the Force's succession planning needs.

Again, the UK has a highly developed talent management structure and processes in place:



- The Senior Police National Assessment Centre : Senior PNAC is a process to identify the future leaders of the Police Service. Superintendents and Chief Superintendents who aspire to ACPO rank are eligible to apply for assessment. Candidates are required to pass the Senior PNAC assessment before becoming eligible for the Strategic Command Course.
- High Potential Development Scheme (HPDS) : The HPDS is a development programme for Police Constables and Sergeants who have the desire, commitment and the potential to reach senior officer levels and progress to ACPO rank. The programme results in a nationally recognised Masters qualification and uses a range of innovative approaches to challenge and equip future leaders.
- The National Police Improvement Agency (NPIA) leads skills and talent development for UK police officers with a broad range of training and development programmes and opportunities.

## 8. Conclusion

Traditionally, the Force has struggled to attract good quality candidates and despite a number of initiatives, has tended to select older candidates in recent years. Whilst they generally provide additional maturity and life experience, this approach does not support the 'grown your own' resourcing model that is necessary for Police Forces in general, and Jersey in particular.

As a result, the age and experience profile of SOJP demonstrates that over half (53%) of police officers currently have less than 10 years policing experience whilst nearly half (48%) of officers also become eligible for retirement within the next 10 years. Equally, the profile also indicates the Force could potentially lose nearly half (48%) of its total policing experience over the next 5 years, as officers become eligible for their first retirement date.

Whilst the most recent recruitment programme (12 new officers joined in September 2010) has started to address these issues, it will be many years before a more effective workforce profile can be achieved for local Police Officers.

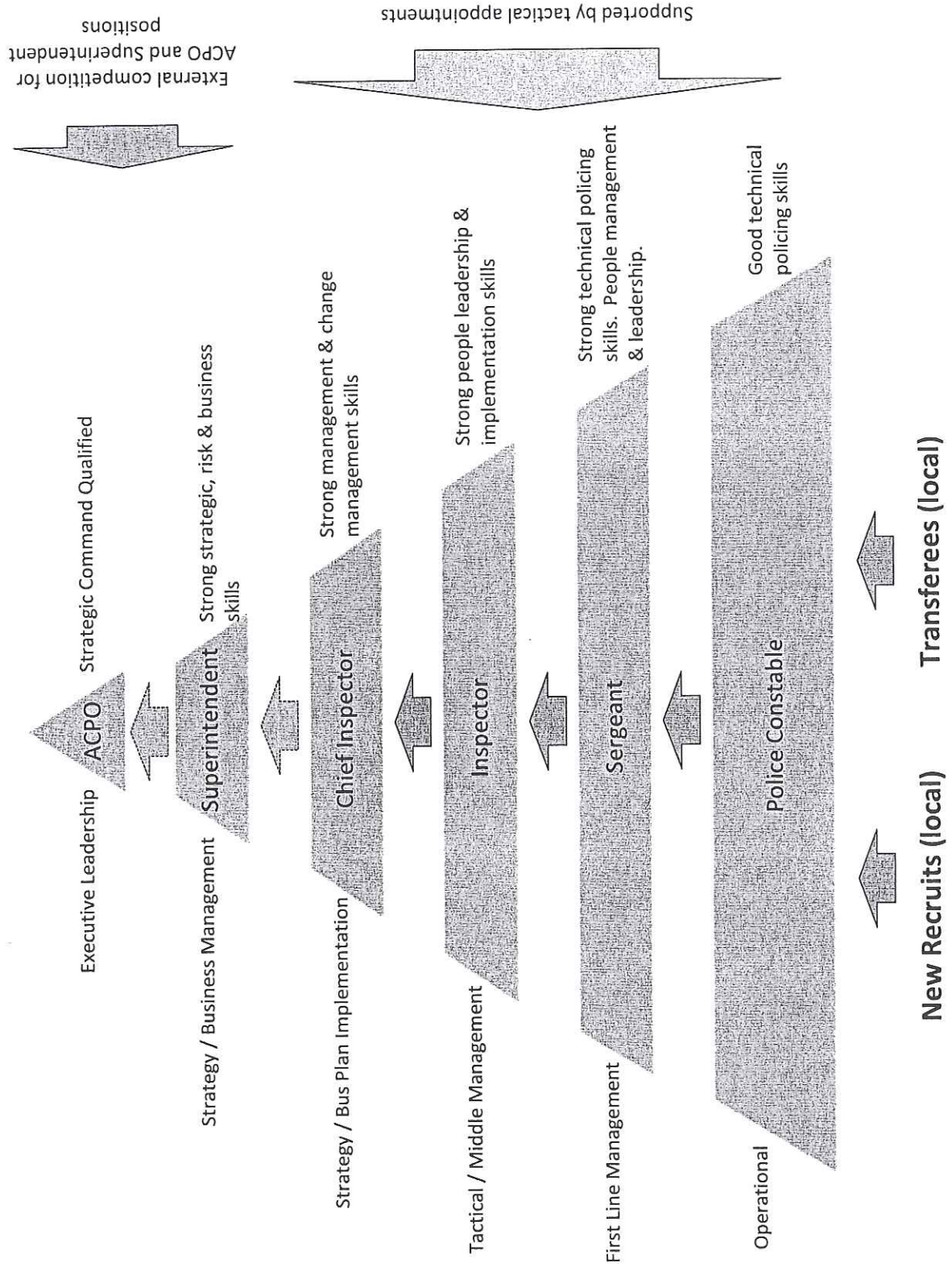
The resourcing model places significant emphasis on effective training, development and talent management in order to support the required internal promotions. It is equally evident that training, development and progression have not been actively managed over a number of years. Training systems have historically focused on technical policing skills and little investment has been made in management, leadership or command skills. With the exception of the Acting Chief and Acting Deputy Chief Officer, there is little evidence of the required skills and abilities from within the current senior policing team to progress to ACPO ranks. Similarly, little investment has been made in first line and middle management ranks.



The combined effect is that significant investment will be required over a number of years to redress the skills, leadership and command shortages. This and the need for an effective talent management plan is the subject of a formal project review as part of the CSR process.

Whilst these new plans will put in place the structure and opportunities for local officer advancement to ACPO ranks, it will be the responsibility of individual officers to seize these opportunities. Equally, it is unlikely that a local officer will be ready, in terms of skills and experience, to attain ACPO rank within the next 10 years. This recognises the lack of focused investment in officer development has created a significant gap between current capability and those required to manage, lead and command in the increasingly complex and litigious environment of policing and business leadership.

# States of Jersey Police – Resourcing Model



## 1. Primary Legislation

### Police Force (Jersey) Law 1974 - Extracts

#### 8 Duties and powers of Minister

- (1) It shall be the duty of the Minister to secure the maintenance of an adequate and efficient Force in Jersey and for this purpose the Minister may –
  - (a) provide and maintain such buildings, structures and premises and make such alterations to any buildings, structures or premises already provided, as may be required;
  - (b) provide and maintain such vehicles, apparatus, clothing, equipment and other articles as may be required.
- (2) The Minister shall determine the ranks in the Force and the number of persons of each rank which is to constitute the establishment of the Force.
- (2A) The States Employment Board shall under this paragraph determine the pay, conditions and gratuities of the members of the Force, other than the Chief Officer and the Deputy Chief Officer.
- (3) The Minister may by Order make provision for any matter which it considers necessary for the proper administration of the Force and generally for the purpose of carrying this Law into effect and, in particular, but without prejudice to the generality of the foregoing, may make provision for –
  - (a) the retirement of members of the Force and for the payment of pensions and gratuities;
  - (b) the qualifications for appointment and promotion of members of the Force.

#### 9 The Chief Officer and Deputy Chief Officer

- (1) The Chief Officer shall be appointed by the States on such terms as to salary and conditions of service as the States Employment Board may from time to time determine.
- (2) The Chief Officer may be suspended from office by the Minister who shall refer the matter to the States at their next Sitting and may be dismissed from office by the States.
- (3) The Chief Officer shall be responsible to the Minister for the general administration and the discipline, training and organisation of the Force and of the Port Control Unit.<sup>[16]</sup>
- (4) Any discussion in the States regarding the appointment, suspension or dismissal of the Chief Officer shall take place *in camera*.



- (5) The Deputy Chief Officer shall be appointed by the Minister on such terms as to salary and conditions of service as the States Employment Board may, from time to time, determine.<sup>[17]</sup>
- (6) In the event of the absence, incapacity, suspension or vacancy in the office of the Chief Officer, the functions of that office shall be discharged by the Deputy Chief Officer.<sup>[18]</sup>

## **2. Subordinate Legislation**

### **Police Force (General Provisions) (Jersey) Order 1974**

#### **5 Promotion**

- (1) Promotion, both permanent and temporary, shall be made by the Minister on the recommendation of the Chief Officer.
- (2) Promotion shall be by selection, subject to any qualifying examinations in police duties which the Minister may from time to time determine. When any officer has successfully passed a promotion examination while serving in a Police Force in the United Kingdom, he or she shall be deemed to have passed the equivalent examination for promotion in Jersey. A member of the Force who is promoted to a permanent vacancy in a higher rank shall be on probation in that rank for a period of one year.
- (3) A member of the Force who is promoted in a temporary or permanent vacancy and has, less than 2 years before the date of promotion, held the same rank on a temporary promotion thereto shall, for the purpose of increments in the scale of pay for that rank, be entitled to aggregate all his or her former service in that rank on temporary promotion.
- (4) Where a member of the Force is promoted, he or she may receive a rate of pay above the minimum rate in his or her new rank if, in the opinion of the Minister, the circumstances so justify.

CHIEF OFFICER OF THE STATES OF JERSEY POLICE  
CRITERIA FOR SELECTION AND APPOINTMENT

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CRITERIA FOR THE SELECTION AND APPOINTMENT  
OF THE CHIEF OFFICER OF THE STATES OF JERSEY POLICE

1. BACKGROUND

- 1.1 In early 2002 the President of Home Affairs, Deputy Alastair Layzell asked the current Chief of Police to prepare a paper to inform discussions on the selection criteria which may be applied in future as and when the position becomes vacant.
- 1.2 This paper seeks to briefly summarise the current position and make comparisons with:
- Countries in the UK.
  - Guernsey and the Isle of Man.
  - Such advice and previous recommendations in respect of Jersey, which have been found through research.
- 1.3 The present incumbent may be said to be reasonably well placed to offer a view in that he is:
- Experienced at senior level in two countries in the UK prior to serving in Jersey.
  - A graduate of the Senior Command Course.
  - An assessor, on behalf of the Home Office Assessment and Consultancy Unit, for the Accelerated Promotion Programme and for selection for the Senior Command Course.
  - A former member of the Scottish Executive working party on Chief Officer\* appointments.
  - A former member of the Police Inspectorate with a responsibility for advising ministers and Police Authorities on Chief Officer selection.

*\*In the UK, "Chief Officer" means Assistant Chief Constable (A.C.C.) or above except in London where the equivalent rank is Commander.*

2. THE CRITERIA APPLIED IN THE UK

- 2.1 The criteria applied by police authorities in the UK is broadly similar with some local differences.
- 2.2 Prior to 1994 it was necessary for applicants for a Chief Constables post to be a serving Deputy Chief Constable. The rank was abolished in 1994 under the "Sheehy" reforms and replaced with the "designation" of an Assistant Chief Constable as Deputy. The rules then required that applicants to be a Chief Constable may be serving Assistant Chief Constables whether designated as deputy or otherwise.



- 2.3 There was some contention following the abolition of the rank of Deputy Chief Constable, partially on the grounds that the removal of the rank lessened incentives for ambitious officers to move between forces in order to further their careers, many preferring instead to stay in situ and wait for local designation. Very recently, the rank of Deputy Chief Constable has been restored, although Assistant Chief Constables remain eligible to apply for Chief Constable posts. The full impact of this change will take some time to assess but it is unlikely to affect the main thrust of the recommendations in this report.
- 2.4 Other applicable rules include the following:
- a) All vacancies of ACC and above must be publicly advertised.
  - b) All appointments need the approval of the relevant minister of the country in which the appointment is to be made. In practice, this is done by submitting the proposed shortlist in advance in order to ensure that only approved candidates go to the final stage.
  - c) All candidates for the post of Chief Constable must have served for at least two years as an ACC or above outside of the force applied for. This effectively prevents officers from serving from Constable to Chief Constable in a single police force.
  - d) In England, Wales and Northern Ireland, all applicants for Assistant Chief Constable (and in consequence all posts senior to that rank) are required to have completed the appropriate strategic command level course at the Police Staff College having first been successful at extended interview. This is not a mandatory requirement in Scotland.
- 2.5 The position in Scotland may benefit from a few more words of explanation. The Scottish Police Service, Scottish Government and Scottish Police Authorities have a long standing difficulty, not so much with the Bramshill course itself, but with the Home Office selection process which was seen as Anglo-centric and institutionally biased against Scottish candidates. There is some evidence to support this in the form of records of Scottish candidates being marked down for lack of knowledge of the English policing system and the like. In spite of this, some Scottish based officers successfully completed the process but never enough to fill all Scottish vacancies, most being filled by candidates who had not attended the course and a few from candidates crossing the border.
- 2.6 In more recent years, positions have softened, with the Home Office agreeing to the holding of the extended interview process in Scotland and the establishment of a Scottish command course. Both the selection process and the course are vetted by Home office assessors who have so far been able to certify that an equivalent standard has been applied. In consequence of these developments, there has been a significant increase in the number of Scottish applicants and in the number of Scottish officers successful at the assessment centre. There could be a parallel in respect of Jersey in that a local candidate could suspect a similar cultural bias. However, the experience of Scotland gives some hope that so long as this potential issue is recognised and addressed in consultation with the assessment unit prior to extended interview, it should not be an obstacle to an able candidate.

- 2.7 In the context of Jersey, there is a further point to consider in relation to the strategic command course. Whilst UK officers attend following selection through a three day extended interview, additional places are available on the course for “overseas” police officers nominated by their home jurisdiction (typically the F.B.I. send one or two people) as well as civil servants and military officers nominated by their respective departments. The important point in this regard is that personnel who attend without first undergoing extended interview do so in order to gain experience of liaising with senior UK police officers and to add to the diversity of the course. It has so far not been accepted that participation by this means, whilst valuable, in any way qualifies an individual for Chief Officer rank in a U.K. police service.

### 3. THE ADVERTISING OF POLICE VACANCIES

- 3.1 Until relatively recently the States Police rarely advertised externally for police staff other than for some vacancies for Chief Officer. Members will have noted at 2.4(a) that in the U.K. it is a mandatory requirement for all senior posts to be advertised. However, advertisements are not confined to senior ranks and there is currently a lively and competitive market for experienced police officers. It might be useful to consider the local position in this context. By way of example, Table (1) below gives details of some of the U.K. posts advertised in one recent week.
- 3.2 The “Police Review” magazine is the weekly trade paper of the U.K. police service and it is the medium used by Home Affairs on those occasions when external candidates are sought. The edition published on 22<sup>nd</sup> March 2002 contained the following advertisements aimed primarily at persons who were already members of a police service.
- 3.3 Table (1)

Vacancies advertised in the “Police Review”, 22<sup>nd</sup> March 2002

<b>Force/Agency</b>	<b>Post(s) Advertised</b>
Merseyside Police	Chief Constable
Hertfordshire Constabulary	Probationer Training Team Leader
Metropolitan Police – Heathrow Division	Substantive constables on transfer or rejoining
Police service of Northern Ireland	Constables
Surrey Police	Financial Investigation Officer
Northamptonshire Police	Radio Comms Manager
National Crime Squad	Detective Sergeants
Home Office – Persistent Offender Delivery Service	Chief Inspectors
Northumbria Police	Chief Inspectors
Northamptonshire Police	Strategic Intelligence Analyst
Northamptonshire Police	Crime Skills Training Manager
West Midlands Police	Information Technology Trainer

- 3.4 The point to be noted is that police services many times the size of the States Police, and with significant internal resources, nevertheless see value in bringing in fresh talent from outside the organisation. Whilst there may have been some comment on the recent advertising of selected senior vacancies in the States Police, it is likely that the proportion of imported staff in the force still remains less than in a number of major police organisations in the U.K.



#### 4. THE POSITION OF CHIEF OFFICER – PAST EXPERIENCE

4.1 Members will be aware that historically the position of Chief Officer has sometimes been filled by internal appointment and on other occasions by advertising and the selection of a candidate from the U.K.

4.2 This has always been an area in which professional requirements and political sensitivities can give rise to debate. None of this is new. In 1952 a correspondent in the Jersey Evening Post wrote:

*“I find myself in agreement with Senator Le Feuvre when he insisted that the post of Police Chief should be advertised on the mainland. I know too of a Jerseyman “on the doorstep” whom I also consider eminently suitable for the post, but an appointment such as this should be open to all – and there may be a first-class Jerseyman in England just waiting for a job like this. On such States appointments as these, there must be no question of “arrangé avant”.”*

4.3 More typically the issue was also addressed in 1996 in the report of the Independent Review Body on Police Services in Jersey commonly known as “Clothier One”. The full text of the Review Body’s comments can be found in paragraphs 5.6.1 to 5.6.5 of the report. The following is intended to be a fair extract:

*“We think it is natural and agreeable to appoint as Chief Officer someone who was born and lived in Jersey, provided that he or she is properly qualified for this important post.” ...*

*... “On the other hand, we see and appreciate the reasons for the adoption in the United Kingdom of a policy of never appointing a Chief Constable from within his or her own force. An officer who has served since recruitment in one force trails behind him strong loyalties and friendships which may cloud objective judgement in many of the decisions he or she has to make. We believe that the considerations for supporting that policy apply even more strongly to a post in Jersey, where cross-fertilisation between forces is necessarily limited. We are, therefore, of the opinion that no person who was recruited into and served in the Jersey States Police should be appointed to be its Chief Officer unless he or she has, for at least the five years immediately preceding appointment, served continuously in a police force elsewhere.”*

4.4 It might be fairly said that, whilst the principles set out in the Clothier report are coherent, if they are to be applied in practice, further consideration may be required. Clothier clearly intends that it should not be possible for an officer to be promoted progressively from Constable to Chief Officer within the States Police unless he or she has benefited from significant experience in another force. However, the way this recommendation is framed gives some room for interpretation.

4.5 For example, it is recommended that the requirement for outside service be applied to a person “who was recruited into and served in the States of Jersey Police” but this is not conditional on any time of joining or period of service. A practical approach might be to apply this rule to an officer who began his or her career in the force but taken literally it could be taken to apply equally to one who joined at a more senior rank.



- 4.6 The period of outside service is specified at “*five years*” and should be “*immediately preceding appointment*”. It is less clear how this could be strictly applied in practice. If taken literally this would require prospective internal candidates for the post to be identified at least five years ahead of any vacancy and then seconded to a force in the UK with a return date set to coincide with a vacancy for Chief Officer. This cannot be what the Review Body intended and it might be more helpful to take a common sense view of what Clothier was seeking to convey.
- 4.7 The current Deputy Chief Officer recalls that some years ago the then Defence Committee voted to adopt the Clothier five year rule, but then at a later date they agreed to disregard it in seeking to make an appointment. At the time of writing no record can be found of this decision. Mention is however included, as it may be indicative of the difficulties in seeking to apply criteria on a piecemeal basis.
- 4.8 For the purpose of the remainder of this report, I will take it that Clothier has recommended that in general an officer who was recruited into the States Police at an early stage of service should not be eligible to apply for the post of Chief Officer unless he or she can show evidence of significant experience at a senior level in a police organisation elsewhere and that the total of such experience should be at least five years
- 4.9 My own view of the relevance of external experience and how the rule should be applied locally will be explored later in this report.

## 5. THE IMPACT OF CHANGING TIMES

- 5.1 The transformation of Jersey, from a quiet rural community, to a cosmopolitan, high profile member of the international financial sector has happened over a relatively short period of time. It is understandable if the rapid pace of change over recent years has sometimes overtaken perceptions of the qualities required to undertake key high profile responsibilities in the public sector.
- 5.2 These changes are not confined to Jersey. In 2002 HM Inspectorate of Constabulary examined the policing of Guernsey and reported that;

*‘The socio-economic and political environment in which the force operates is changing rapidly, as are the operational demands facing it. The emergence of Guernsey as a major financial centre has significant resource implications for the Force. The tragic events of 11 September have brought into even sharper relief the importance of robust financial controls and investigative expertise and these demands are unlikely to diminish. The legislative framework in which the force operates is also becoming more complex. There are plans to adopt the principals of the European Convention on Human Rights (ECHR) and to introduce legislation similar to the Police and Criminal Evidence (PACE) Act in England and Wales. The combination of these developments with technological advances such as the introduction of the TETRA (Terrestrial Trunked Radio) system will result in significant changes to working practice, policy and procedure. The emergence of a pub and club and potentially a drugs culture on the island is also part of the changing operational demand profile.’*

Whilst these comments were made in respect of our neighbouring island, they can be seen as equally applicable to Jersey.

- 5.3 In relatively recent times, policing in Jersey was a largely internal issue, with almost all activities focussed on addressing issues within the island. There was little need to interface with external law enforcement agencies at a senior level.
- 5.4 The presence of the finance sector, and the critical attention now directed towards this key sector of the Jersey economy, has triggered significant changes in the role of the force and demands upon the Chief Officer. The investigation of money laundering, organised crime, and international terrorism, has brought many agencies to our doorstep seeking local cooperation. The National Crime Squad, The F.B.I., The Security Service and The Secret Intelligence Service are only examples of the organisations with whom the force maintains a professional working relationship essential to the good name of the island.
- 5.5 Not all of these contacts take place at practitioner level. A number of significant 'heavyweights' in the international law enforcement community have visited the island in the course of their duties. Members may recognise the value in such visitors being received and managed by a Chief Officer of an authority and status recognised beyond the confines of island life.
- 5.6 Taken together, the profile of the island, the interest of the international community and the complexities of policing a modern international financial centre, place demands on the skills and performance of the Chief Officer which are more diverse and more testing than those appropriate for a previous era. It is fair to predict that future years are unlikely to see any lessening in the demands on the performance and professionalism of the force.
- 5.7 These are considerations which are directly relevant to later sections of the report which discuss the rank, training, background and experience of future candidates for the post.

## 6. GUERNSEY AND THE ISLE OF MAN

- 6.1 Guernsey and the Isle of Man may be seen as comparable jurisdictions for policing purposes. Guernsey has a police service about 27% smaller than Jersey and workload tends to be proportionately less. The Isle of Man is roughly the same in terms of force size and has a marginally less workload. Neither jurisdiction is as expensive as Jersey in terms of daily living cost and the Isle of Man is significantly closer to sources of support and re-enforcement.
- 6.2 Neither island has a formal policy on Chief Officer selection criteria. In practice, when a vacancy occurs, it is expected that the relevant political authorities may have some regard to the advice of the police inspectorate, but will nevertheless undertake selection on whatever basis appears to be appropriate at the time. Whilst this approach allows some flexibility, it does not provide certainty. Nobody is able to plan for, and set about, attaining the qualifications appropriate for the post nor in the status of the position clearly fixed in the formal and informal hierarchies of UK policing.
- 6.3 The senior police officer in Guernsey is known as the "Chief Officer" and on the Isle of Man he is known as the "Chief Constable". Both are involved in regular cycles of meetings with the States Police and are well known to the current Chief Officer.



6.4 Both officers are graduates of the senior command course. Prior to appointment, both held the rank of Chief Superintendent in a UK force. This is a senior rank but it is one rank below Assistant Chief Constable and therefore one rank below the eligibility criteria for applicants for the leadership of a police service in the UK.

## 7. THE CRITERIA RELEVANT TO JERSEY

7.1 This report has sought to cover the history and background of the post of Chief Officer so far, as is possible from the information available. Whilst the history of the post is important, I will try to focus on the criteria which may be seen as most relevant, as Jersey seeks to develop a modern credible police service fit for the 21<sup>st</sup> century.

7.2 There appear to be six areas in which it is appropriate to have a settled view and on which it should be possible to determine clear criteria for future use. They are:

- i) The need to advertise
- ii) The relevance of the strategic command course as a qualification
- iii) The rank of potential candidates.
- iv) Experience outside Jersey
- v) The level of remuneration
- vi) The period of appointment

7.3 This report will now seek to address each in turn and make recommendations for the future.

## 8. THE NEED TO ADVERTISE

8.1 In the UK, it is a legal requirement that all police posts of Assistant Chief Constable and above be open to competition by public advertisement. As shown in paragraph 3.3, the practice is not confined to senior posts and all forces seek "new blood" on a periodic basis.

8.2 Advertising not only demonstrates transparency but plays an important part in ensuring that the available market has been effectively trawled and that the decision makers can make a choice in the knowledge that they are considering the strongest available candidates with an interest in the post.

8.3 In Jersey, there is the unique question of whether the position should be advertised beyond the island and how this relates to local employment law. Whilst there may one day be more than one person on the island who meets the full selection criteria for the Chief Officer's post, in reality that would be a very rare event. Whilst a suitable candidate may be found to be located outside the UK, in practice, all persons qualified for senior police ranks in the British Isles arrange to receive UK publications which circulate in police circles throughout the world. Accordingly, it is suggested that it is sufficient for the advertising of the post be extended to the recognised police channels in the U.K.



### RECOMMENDATION 1

It is recommended that future vacancies for the position of the Chief Officer of the States of Jersey Police be publicly advertised in Jersey and in recognised Police Journals published in the UK.

## 9. THE RELEVANCE OF THE STRATEGIC COMMAND COURSE

- 9.1 The UK Government process through which potential Chief Officers are identified and trained has been through a number of revisions over the years. The content of the three day selection process has evolved but it continues to be based on an assessment centre format. Groups of usually six candidates are followed through a series of exercises by an assessment team, typically consisting of two senior police officers and a civilian with senior level experience in some other professional area. Candidates are normally Superintendents of at least two years standing who have been supported by their Chief Constables.
- 9.2 In some years, around 100 candidates will be seen and around 25 selected but both application and success levels have shown wide fluctuations over time.
- 9.3 Most “passes” are unconditional but it is possible for the assessors to offer conditional support. This can sometimes involve a candidate performing satisfactorily for twelve months in some new operational area. For example, a candidate with apparent potential but lacking in command experience may be asked to undertake territorial command for a year, sometimes in another police force, before attending the Staff College.
- 9.4 The course itself has, at various stages, been known as the “Senior Command Course”, the “Strategic Command Course” and the “Strategic Leadership Development Programme”. Generally, the development of the process has been away from a full time residential “course” of four to six months, to a modular programme of personal development, some college based and some external. Currently the relationship between assessment and training is under review. A proposal is being considered to deliver training prior to extended interview and to use training outcomes to inform the assessment process, which in itself would move to a more competency based format. Whilst the training is likely to be coordinated by the Staff College, some may be delivered elsewhere.
- 9.5 Details aside, it remains the case that the UK Home Office process for the selection and training of future Chief Officers, currently based at the Police Staff College, Bramshill, remains the respected and internationally credible means of identifying those police officers who have the potential to fill the highest rank of the service. It is thorough, independent and objective.
- 9.6 Whilst there are some potentially distracting considerations, such as the ambivalence of Scotland and direct access by overseas forces, the process as it stands offers Jersey a clear choice in respect of the status, qualifications and professional standing of its Chief Police Officer. If the postholder is to be seen as equivalent to those holding corresponding senior posts in the UK, then it is necessary that he or she first complete both the strategic level course based at the Police Staff College and the Home Office extended interview process. Such a requirement not only supports the professional standing of the postholder but provides independent verification that a candidate has the appropriate personal and professional qualities for the role.



## RECOMMENDATION 2

It is recommended that successful completion of the Home Office extended interview process and the Strategic Command Course be set as an essential requirement for future candidates for the position of Chief Officer of the States of Jersey Police.

### 10. THE RANK OF POTENTIAL CANDIDATES

- 10.1 In respect of the rank of candidates, there is a relatively straightforward decision to be taken as to whether Jersey follows the UK in requiring all applicants to be of at least substantive Assistant Chief Constable and a secondary decision to be taken as to how the rank of Deputy Chief Officer is regarded for comparison purposes.
- 10.2 The rank below Assistant Chief Constable is Chief Superintendent. If the States were to allow applications from that rank, a Chief Officer could be obtained for a lower reward package than would be possible if the UK rate was applied and the pool of potential candidates could be greater, at least in terms of quantity. Beyond that I can think of no other reason to recommend pitching recruitment at a level lower than the UK standard.
- 10.3 The movement from the ranks of Superintendent and Chief Superintendent to Assistant Chief Constable and above (commonly called A.C.P.O. rank in England, Wales and Northern Ireland) is a major step in a police career and one which the great majority of Superintendents never take. The early stages of A.C.P.O. responsibility are frequently testing, as new executive responsibilities mount and the postholder, having spent a career able to pass issues upwards, comes to terms with the realisation that it is he or she who has the final say.
- 10.4 Quite often new appointees are, for a time, sheltered as part of the small top team of a police force, with a more experienced officer providing mentoring and support in the early stages. However sooner or later the demands of colleagues' holidays, conferences out of force and the perpetual cycle of ACPO meetings mean that the postholder is eventually left in sole charge of a police force. Life being as it is, this is often the moment when events combine to provide a baptism of fire. Whilst this can be challenging for the individual, it can also provide early evidence as to suitability for the constant demands of a more senior rank at a future date.
- 10.5 The Chief Officer of the States of Jersey Police works in physical isolation, supported by a small team who are not always available. In the judgement of the current Chief Officer, it is not a suitable environment for anyone to undertake, for the first time, the full weight of force command responsibilities.
- 10.6 On issue of rank, there are other factors to consider including the status of the post and the knock-on effect this can have on access to the inner circles of power and knowledge in the wider police service.
- 10.7 Experienced A.C.P.O. officers are well established in the committee and meeting structure of the association. They understand how the service works and are usually on agreeable terms with those senior colleagues who are able to provide professional advice and specialist help in moments of need. The current Chief Officer is fortunate



in being on speaking terms with Chief Officers throughout the U.K. and having a ten year plus working relationship with the current heads of the National Crime Squad and the National Criminal Intelligence Service. For a small isolated force, these relationships can be vital in keeping abreast of new developments and gaining access to information and support in key specialist areas. It is unlikely that an officer newly promoted from the Superintendent ranks could hope to achieve such relationships in less than a significant number of years.

- 10.8 Taking all these considerations into account, it appears reasonable to conclude that it should be a requirement that all applicants for the rank of Chief Officer of the States Police should be of the substantive rank of Assistant Chief Constable or above.
- 10.9 This then leaves the issue of how the post of Deputy Chief Officer (D.C.O.) of the force should be regarded. The rank of D.C.O. does not have direct parallels in the U.K. system. The postholder wears the uniform of a Deputy Chief Constable but is not eligible to join A.C.P.O. Not too much need be made of this last point. A.C.P.O. is an English, Welsh and Northern Ireland organisation with no direct jurisdiction offshore. The Chief Officer's membership serves as a point of contact and liaison rather than direct participation. The current rules allow offshore Chiefs to participate in some areas of A.C.P.O. business but preclude voting on matters affecting association policy.
- 10.10 In the Isle of Man, the Deputy is known as "Deputy Chief Constable". In Guernsey, which is significantly smaller, a Chief Superintendent deputises for the Chief Officer.
- 10.11 There is no need to give attention to how the position of D.C.O. in Jersey should be regarded in comparison with the U.K. other than for the purposes of eligibility to apply for the Chief Officer's post. In this context it appears reasonable to conclude that the position of D.C.O. in Jersey should be regarded as equivalent to Assistant Chief Constable in the U.K.

#### RECOMMENDATION 3

It is recommended that applicants for the post of Chief Officer be required to be of the substantive rank of Assistant Chief Constable or above and, for this purpose, the post of Deputy Chief Officer be regarded as equivalent to an ACC in the U.K.

- 10.12 This leaves the issue of the period of service in A.C.P.O. ranks before an application can be made. The rules in the U.K. require at least two years experience in a force other than the force applied for. The issue of "outside experience" will be addressed separately in section 11 of this report. For the purposes of this section, I see no reason why the two years experience as ACC or above required in the U.K. should be waived in respect of Jersey. It could be convincingly argued that two years is the minimum period required to effectively assess the suitability of an officer for a higher post.

#### RECOMMENDATION 4

It is recommended that applicants for the position of Chief Officer should have completed at least two years service in the substantive rank of Assistant Chief Constable or D.C.O.



## 11. EXPERIENCE OUTSIDE JERSEY

- 11.1 Paragraph 2.4(c) describes the requirement in the U.K. for a potential Chief Constable to have served for at least two years as Assistant Chief Constable or above in a force other than the one applied for. This is in addition to the requirement to complete the senior command course and is part of a package of measures intended to ensure that potential Chief Constables have a breadth of experience as well as the appropriate skills and training. Paragraph 4.3 draws attention to the Clothier I recommendation that candidates for the post of Chief Officer should have served for five years in a senior post elsewhere, and subsequent paragraphs set out some of the practical difficulties this might involve.
- 11.2 The two year rule has not been without its challenges in the U.K. A few years ago, a large force in the North of England acquired a new Assistant Chief Constable who had previously served in a range of demanding posts in the Metropolitan Police up to the rank of Chief Superintendent prior to attending the senior command course. In due course, the ACC became Deputy and, when the Chief Constable unexpectedly moved to another post, the same officer became Acting Chief Constable. He performed well in the post and was widely respected for his command skills and careful management of the local political interface.
- 11.3 This signaled the beginning of a long conflict between the force, who wanted to retain the officer as Chief Constable, and the Home Office, who insisted that he was ineligible by virtue of the fact that he had not served for two years as ACC or above in another force.
- 11.4 On behalf of the force, it was argued that over twenty years experience up to the rank of Chief Superintendent in the Metropolitan Police provided a stronger base of external experience than, for example, that of an officer who began his career in the force who may have been seconded outside the force as an ACC for two years in order to meet the requirement. On behalf of the Home Office, it was argued that to allow a breach of the two year rule would potentially open the floodgates to other claims, and that the principle of compelling movement between forces at senior level would be fatally undermined.
- 11.5 The issue rolled on. The force advertised for a Chief Constable from the outside, shortlisted three seemingly well qualified candidates, and then selected nobody. Legal opinions were sought and were seen as giving support to the Home Office position. About a year later, an external applicant was appointed and took up the post of Chief Constable. The Acting Chief Constable retired on the same day on a Chief Constable's pension.
- 11.6 I have reported this saga in order to illustrate the point that the U.K. two year rule has sometimes been subject of controversy. Also, more to the point, its strict application in Jersey would make it near impossible for a serving D.C.O. to be a candidate for the Chief Officer's post.
- 11.7 Members may well wish to consider whether, for example, a D.C.O. with an extensive background in U.K. policing in all ranks below A.C.C. could defensibly be excluded as a candidate if he or she was able to meet all other selection criteria but had not been an A.C.C. in another force.



- 11.8 I explained in Section 4 of this report how a strict application of the Clothier “five year rule” would present similar problems for internal candidates.
- 11.9 However, from all of this there is a general principle which, if sensibly handled, can be applied on a common-sense basis.
- 11.10 Underpinning both the Home Office rules and the Clothier recommendation is a firm belief that it is not in the public interest for any officer, no matter how able, to move from Constable to Chief Officer in the same police service. Any person seeking to be Chief of their “force of origin” should first demonstrate an ability to command at senior level in another police service and that this should be for a period of at least two years, under the Home Office rules, or five years, under Clothier.
- 11.11 Effectively, all external candidates for the position of Chief Officer of the States Police should meet this requirement and the matter of interpretation is therefore relevant only in respect of a candidate from within the force.
- 11.12 The States Police have, from time to time, seconded officers to other police services for external experience and steps are currently under way to formalise this arrangement as part of a leadership development programme. Whilst a continuous secondment of five years is unlikely, an exceptional officer could well be considered for a succession of secondments which, taken together, could come some way towards that total.
- 11.13 It could be argued that secondments in the rank of Constable or Sergeant, whilst valuable in themselves, do not provide command level experience. In any event, there is a need for a settled view as to the rank at which experience counts as an assessment of command capability. Under the Home Office rules, it is Assistant Chief Constable. Clothier does not specify a rank but implies that experience has to be at senior level. Paragraph 11.7 seeks to explain why sticking strictly to the rank of ACC would cause difficulties in a Jersey context.
- 11.14 Taking all of the evidence into account, it is recommended that the rank of Superintendent or above in another force be seen as providing evidence of command capability. Additionally, whilst there are attractions in the five year rule, it may present too many problems for internal candidates and the justification for a period of five years as opposed to the two years under the Home Office rule is not evidenced by Clothier. In setting a time for outside experience, it appears to be necessary to strike a balance and allow for some flexibility. Whilst the Committee should not lose sight of the Clothier ideal of five years outside experience before appointment as Chief Officer, the two years specified under Home Office rules might be safer as a minimum requirement, particularly in view of recommendation 4 which requires two years experience as Assistant Chief Constable/Deputy Chief Officer or above. The recommendation is framed accordingly.

#### **RECOMMENDATION 5**

It is recommended that future candidates for the post of Chief Officer be required to have one or more periods of experience in another police force or forces which, when taken together, should not be less than two years. A significant part of that experience should be in the rank of Superintendent or above.



## 12. THE LEVEL OF REMUNERATION

- 12.1 If Recommendation 3 (the rank of candidates) is agreed, the question of remuneration can settle itself without too much difficulty. If Jersey is to seek applicants from among the ranks of Assistant Chief Constables then there needs to be an incentive for candidates to apply. This need not be huge but it should be sufficient to amount to an advancement rather than a sideways move. This may of course be in conflict with a local view that salary levels should be determined according to evaluation methods applied in respect of other senior posts in the island. Whilst this is understood, any salary which was not an attraction for a serving Assistant Chief Constable could be self defeating and render most other recommendations in this report redundant.
- 12.2 The salaries of Assistant Chief Constables in the U.K. are set out within a band and police authorities are able to place officers at points within the band according to size of force, levels of responsibility and other factors. Competition for qualified ACCs has been sharp in recent years and this has led to a drift towards the upper end of the bands. The band limits are subject to annual review when it is usual for them to be increased according to the rise in average earnings.
- 12.3 There is a complication in the U.K. in that most, if not all, ACCs are in receipt of a "frozen" rent allowance dating back to 1994 when this benefit was abolished for new recruits (although something similar has since been re-introduced for high cost areas). This allowance is tax free and, although now eroded by inflation, can be worth £10K for some people. The exact value is determined by a formula based on, believe it or not, the rateable value of the property the officer was living in on the date the allowance was abolished. The allowance does not form part of pensionable pay.
- 12.4 It follows therefore that offering a salary too close to the visible salary of an ACC may not be enough.
- 12.5 I have not asked direct questions as to the salaries of Chiefs in Guernsey or the Isle of Man and, in any event, their position is clouded by the provision of a free car and other benefits including performance supplements in the Isle of Man.
- 12.6 It appears sound to move forward on the basis that Jersey should seek to attract applications from serving Assistant Chief Constables in the U.K. or the equivalent and to offer a salary which reflects this ambition.

### RECOMMENDATION 6

It is recommended that, when future vacancies arise, the base salary of the Chief Officer be set at a level equivalent to the top of the salary scale of Assistant Chief Constables in the U.K. plus 10%.

- 12.7 There is a remaining issue of how members may wish to react if interest is expressed by an officer senior to Assistant Chief Constable.
- 12.8 This is not a hypothetical question. In the U.K. some officers are achieving Chief Constable rank in their early forties and it is usual for them to be placed on five year contracts, with only limited possibilities of an extension.



- 12.9 By this means, bright, able and relatively youthful Chief Officers can find themselves “on the market” sooner than they would have wished. Members may wish to retain sufficient flexibility to enable them to pay something extra to attract such a candidate, should the opportunity arise. In that event, an offer of a package equivalent to current earnings should suffice.

**RECOMMENDATION 7**

It is recommended that Home Affairs retain a discretion to exceed the base salary to an amount no greater than the current earnings of an exceptional candidate.

13. THE PERIOD OF APPOINTMENT

- 13.1 The observations in this section are written from an entirely professional perspective. Although it is recognised that there may be a need to check for consistency with local employment law, no direct conflict is anticipated.
- 13.2 In the U.K., legislation enacted in 1994 made all appointments of A.C.C. and above subject to fixed term appointment. ACCs and DCCs can be appointed on terms between four and ten years and Chief Constables, between four and seven years. There are some minor variations to cover anomalies relating to age and pension entitlements and appointments can sometimes be extended for a limited period. Nevertheless it is now fairly typical for a Chief Constable’s position to be advertised on a five year F.T.A.
- 13.3 At the time of these reforms, there was an open debate concerning the need to address “unrecognised staleness” at the top of some forces and, more privately, a belief that the domination of parts of the service by a small number of long-serving “feudal barons” was hindering a wider agenda of reform.
- 13.4 Experience since 1994 is mixed. There has undoubtedly been a freshening up of the leadership of the service with a number of highly capable younger officers achieving high rank at a comparatively early stage. On the other hand, turnover has increased as have senior staff costs. The recruitment of Chief Constable is not cheap and their pension costs can be significant. Furthermore, some commentators have offered the view that the pendulum has swung to a point at which some senior teams are inappropriately “light” and suffer from the absence of the experience, weight and authority which more mature officers can bring.
- 13.5 Whilst it would be appropriate for Jersey to have regard to the U.K. experience in determining our position, it is right that local considerations should have primacy. What needs to be achieved is an offer of tenure, which is of sufficient duration to achieve the following objectives, some of which are in apparent conflict but are nevertheless capable of being reconciled. In brief, the tenure for the Chief Officers post needs to be:
- i) sufficiently long to attract appropriate candidates;
  - ii) sufficiently long to enable the postholder to plan and deliver an agenda in partnership with the political authorities
  - iii) sufficiently short to enable the political authorities and the postholder to achieve a clean and dignified end to the appointment after a reasonable period.
  - iv) Capable of extension if that is mutually desired.

- 13.6 In appointing the current postholder, the States set a tenure of five years. This is consistent with common practice in the U.K. and is also consistent with current procedures in relation to 'J' category appointments. Even if there are changes in relation to employment law, a sound operational case can be made for a five-year tenure and accordingly this is recommended.

#### RECOMMENDATION 8

It is recommended that the post of Chief Officer be offered on a fixed term appointment for a period of five years.

- 13.7 The issue of extension needs to be briefly considered. In the U.K., Police authorities may grant extensions beyond the original fixed term provided that taken together the terms do not amount to more than the maximum term which may have been granted in the first instance. For example a Chief Constable initially appointed for five years can be granted a further two thereby achieving the maximum tenure of seven years.
- 13.8 Extensions beyond the customary limit need agreement from the officer, the Police Authority, and the relevant minister and can only be implemented in specified circumstances. It is understood, for example, that one Chief Constable has recently been granted one additional year beyond the seven to complete the policing of a major international sporting event, but that another has been required to leave the service because no special circumstances existed.
- 13.9 In Jersey, where there is effectively a single political authority, there would appear to be less need for a complex framework governing the issue of the extension of an F.T.A. Although Jersey should not lose sight of practice in the UK which may offer guidance as to how long an appointment should be extended, it could convincingly be argued that the only formal restraining influence should be the discretion of the political authorities and the requirements of employment law.

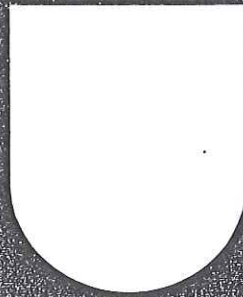
#### RECOMMENDATION 9

It is recommended that the Fixed Term Appointment of the Chief Officer be capable of extension within the constraints of local employment law, subject to the discretion of the appropriate political authorities.

## 14. CONCLUSIONS

- 14.1 The nine recommendations in this report, taken together, are intended to form a package which provides a basis for the selection of a Chief of Police able to fully discharge the responsibilities of the role and continue to provide a professional service for the people of Jersey.





**States of Jersey**

**REPORT OF THE  
INDEPENDENT REVIEW BODY ON**

# **Police Services in Jersey**

**JULY 1996**



them to the scene of an incident, or notify them of breaches of the law, they would then be contributing to that police presence on the streets to which so many people attach great importance and which many witnesses complained was insufficient.

- 5.5.4 We recommend that the Traffic Wardens be restored to police control to assist their more highly trained colleagues in the enforcement of the law.

## 5.6 APPOINTMENT OF THE CHIEF OFFICER

- 5.6.1 We have seen how over the years Jersey has had Chief Officers of the States Police appointed from within their own ranks and from other forces in the United Kingdom. We think it is natural and agreeable to appoint as Chief Officer someone who was born and has lived in Jersey, provided that he or she is properly qualified for this important post. It is obviously desirable that the Chief Officer should be proud of and comfortable with the traditions of Jersey.
- 5.6.2 On the other hand, we see and appreciate the reasons for the adoption in the United Kingdom of a policy of never appointing a Chief Constable from within his or her own force. An officer who has served since recruitment in the one force trails behind him strong loyalties and friendships which may cloud objective judgment in many of the decisions he or she has to make.
- 5.6.3 We believe that the considerations supporting that policy apply even more strongly to the post in Jersey, where cross-fertilization between forces is necessarily limited. We are, therefore, of the opinion that no person who was recruited into and served in the Jersey States Police should be appointed to be its Chief Officer unless he or she has for at least the five years immediately preceding appointment, served continuously in a police force elsewhere.
- 5.6.4 In the event of no such suitable person being available, we recommend that a senior officer from some other force be appointed to head the Jersey force. This has happened from time to time in the past, not always to the Island's disadvantage.
- 5.6.5 We hardly need to say, but do so for the removal of doubt, that these reflections and recommendations have absolutely no implications for the present Chief Officer of the States Police or any of his Jersey-born predecessors, but spring solely from considerations of principle and public policy in providing and running a good modern professional police force for Jersey.



## Summary of UK capabilities and selection process for ACPO ranks

### Selection for Chief Officer (Including Deputy and Assistant)

The overall design of the development, recruitment and selection process is to identify persons who have exhibited the necessary skills and abilities and, as an ACPO officer, have worked in another Policing environment.

In order to become a Chief Officer within the UK it is mandatory to have been selected and successfully completed the Strategic Command Course. (SCC)

Selection for Chief Officer is also dependent on the candidate having worked for a period of two years in another Force at the rank of Assistant or Deputy Chief Officer.

The SCC is attended by participants who have demonstrated strong potential to progress further in their career to become Executive Team Leaders. Prospective course applicants have to pass the Senior Police National Assessment Centre process before they are selected. The SCC is a statutory course for Superintendents, and Chief Superintendents, in order to become an Assistant Chief Constable or above. The SCC is seen as part of a programme of career long development and provides a wide range of learning opportunities and high levels of choice based upon individual learning needs. Course participants attend seminars and lectures, engaging coaching and mentoring, directive learning, exercises as an action research, exploring their future working environment and present their findings to panels drawn from the Police Service, Academia, and public and private sector Executives.

The course is open to non-Home Office and International Police Forces.

The principle aim of the SCC is:

"To help selected UK and International Police Officers and Police Staff prepare for appointment to the most demanding executive roles in the Police Service."

The ability to work as an effective leader and team member is vital and the course is designed to give opportunities to practice and develop these skills, for example in the following areas:

#### Professional Policing Skills

- Proactively manage the critical issues and operating risks that affect the reputation and effectiveness of the service. Develop high level competence in critical incident assessment of local and national situations; respond in a way that secures and enhances public confidence whilst being cognisant of the service's duty of care to all.

- Take on the challenges and responsibilities of leadership in Gold (Strategic) Command in high risk operations e.g. counter terrorism, major international events (Olympics 2012), firearms, public order, predatory criminality and CBRN. Demonstrate the awareness of how and when to intervene in order to secure appropriate outcomes.
- Manage the complex and competing needs of stakeholders (including victims of crime) within testing operational environments whilst providing and maintaining a clear focus for the organisation as it delivers improved performance to the community without compromising quality.

### **Executive Skills**

- Understand the constitutional position of partners in policing and the associated key accountability mechanisms. Negotiate and influence the professional policing remit with partners, key stakeholders including the Government. Respond appropriately in a changing and complex environment by ensuring that staff have the skills to work co-operatively in partnership with colleagues and other agencies.
- Anticipate and influence the key strategic issues that are on the policing and political horizon at national and international level.
- Articulate a vision of the service and be able to communicate that vision, whilst understanding the importance of making a positive contribution to national police service development.
- Describe and be fully conversant with the governance, accountability and workings of different jurisdictions. Demonstrate the ability to positively influence business collaboration with a view to achieving targeted outcomes; whilst ensuring appropriate accountability.
- Demonstrate the key characteristics of a transformational leader; be confident and conscious of the 'oath of office' or 'declaration,' whilst working within the constitutional framework and promoting clear professional values.
- Analyse the operating environment to enable confident, resilient and ethical decision making which provides clarity of corporate direction; avoid being seduced by issues that ignore the public interest or professional values.
- Operate as an effective leader in an increasingly complex business environment. Demonstrate an understanding of the differing accountability mechanisms inherent in collaboration and partnership working.
- Demonstrate resilience in handling conflicting demands and the capacity to balance tactical and strategic considerations



## **Business Skills**

Including the ability to operate effectively in an environment of 'continuous change' whilst improving public engagement and performance delivery to communities

- Understand the need to embed respect for equality, diversity and human rights (EDHR) in strategic and policy development in order to achieve valued community and policing outcomes. Have the ability to evaluate the competence and make-up of their workforce in order to address the constant need for modernisation and performance delivery. Demonstrate their personal commitment to EDHR and articulate how they will implement this in the workplace.
  
- Demonstrate an understanding of the principles of finance, HR and IT at strategic level. Be able to negotiate on all aspects of organisational capability - in particular effective resource utilisation.