

UNCLASSIFIED

REVIEW OF ROYAL MONTSERRAT POLICE SERVICE

30th April – 11th May 2012

Commissioned by His Excellency Adrian Davis, Governor of Montserrat

CONTENTS

Executive Summary		1
Recommendations	4 – 5	
1. Review Terms of Reference and Methodology		6
2. Montserrat and Royal Montserrat Police Service		7
Overview and Context		
Montserrat	7 – 9	
Royal Montserrat Police Service	9 – 13	
3. Review Findings and Recommendations		14
Overview	14	
Strategic Planning and Performance Management	14 – 15	
Operational Policing Delivery	15 – 19	
Workforce Modernisation	19 – 21	
Implementation of Recommendations	21	
Appendices		22
‘A’ – Schedule of Persons seen by the Review Team	22 – 25	
‘B’ – List of documents reviewed by the ‘Review Team’ and used in the drafting of this report	26	

EXECUTIVE SUMMARY

The 'Review of the Royal Montserrat Police Service' was commissioned by His Excellency Adrian Davis, Governor of Montserrat and took place in Montserrat between Monday 30th April – Friday 11th May 2012. The 'Review Team' was led by Larry Covington, Foreign and Commonwealth Office Overseas Territories Directorate Law Enforcement Adviser, who was assisted by Royal Cayman Islands Police Service Deputy Commissioner of Police Anthony Ennis and Royal Virgin Islands Police Force Acting Deputy Commissioner of Police Alwin James.

In answering the review terms of reference, the 'Review Team' met with a number of external Royal Montserrat Police Service (RMPS) stakeholders, all the RMPS Senior Management Team (SMT) and every unit of the RMPS. In addition a number of reality checks were conducted through unannounced meetings and visits to police premises and units. Where considered necessary immediate 'feedback' was provided by the 'Review Team' to the Commissioner of Police, the SMT collectively and individually, and junior officers. The 'Review Team' also reviewed a large number of documents and websites.

This report opens with an essential overview and contextual information about Montserrat and its police service.

The review findings are reported under sub-headings of Strategic Planning and Performance Management; Operational Policing Delivery; Workforce Modernisation; and Implementation of Recommendations.

The 'Review Team' found that the RMPS Strategic Plan needed updating to reflect changes in the Vision and Mission Statements and that there was no Annual Policing Plan that drives the delivery of the Strategic Plan. There was an absence of a recognised performance management culture within the service. Whilst the RMPS has a large number of policies, standard operating procedures and standing orders, many were in need of revision and update and there was no central depository or library of such documents allowing ease of access by all RMPS officers.

The reviewers were greatly impressed with the dedication and commitment to duty of a large number of the officers and staff of the RMPS. However, as is the case in most organisations, a very small number of staff could do so much more. The SMT meets in daily, weekly and monthly meetings but would benefit from having clearer action points with lead officers and enforced timeframes for delivery. The 'Daily Operational' meeting would benefit from having a written crime and intelligence briefing, covering the past and future 24 hours and recognised command management information on known policing demands and availability of resources.

However, even though the SMT does meet frequently, a number of external stakeholders and junior RMPS officers commented that the RMPS lacked dynamic leadership and a cohesive SMT. The 'Review Team' also concluded that whilst there was obvious individual commitment, the SMT lacked as a whole that cohesiveness essential for the effective delivery of the strategic policing plan, vision and mission statements. This must be addressed as a matter of urgency under the leadership, command and direction of the Commissioner. In addition to holding community based meetings, the important requirement to provide public reassurance can also be partly addressed by the Commissioner and the RMPS SMT discussing and explaining policing

issues, challenges and concerns through regular interface with The Montserrat Reporter and Montserrat Radio (ZJB).

The current spans of command and portfolio areas of responsibility of the Inspectors is clearly not equitable and needs to be addressed as part of an overall of the operational deployment strategy. Through effective intelligence development and the production of recognised police intelligence products of an annual strategic crime assessment, monthly tactical assessments, problem and subject profiles, this should allow the RMPS SMT to critically review the existing deployment strategy of officers so as to best deliver effective policing in Montserrat, and importantly within existing resources. The strategic crime assessment should be presented annually to the National Advisory Council.

There has been much debate about the number of police officers required to deliver effective but value for money policing services to the people of, and visitors to, Montserrat. Taking into account the available management information and current 'intelligence picture' the 'Review Team' concluded that the present strength of the RMPS is adequate to meet the current policing demand of Montserrat and that much more can be achieved through intelligence-led deployment strategies. A policing impact assessment should however commence now in respect of the construction of and future policing requirements of any agreed development of Carr's Bay and Little Bay and business cases submitted if additional resources are identified and required.

To assist in the delivery of policing in Montserrat, the RMPS SMT should take the lead on the development and implementation of community/neighbourhood focused groups and the creation of a volunteer 'RMPS Special Constabulary'. It is also considered essential that the RMPS has in place agreed, recent and effective 'Memorandums of Understanding', 'Service Level Agreements' or 'Working Protocols' as considered most appropriate, with identified key GoM departments such as the Office of Director of Public Prosecutions, Montserrat Customs and Revenue Service, Regional and International Law Enforcement partners.

To support and assist the RMPS in the delivery of effective police services, wide ranging legislative reform is required. The challenge of effectively managing policing response is that it can be often dynamic and unpredictable as well as mundane and predictable. It is therefore essential that police managers have flexibility in the use of resources, particularly with allocated budgets, within agreed and auditable guidelines, so as to be able to respond to those unpredictable and often challenging policing issues such as investigating serious crime.

The RMPS is in urgent need of 'Workforce Modernisation' to ensure that the organisation is 'Fit for Purpose' so as to deliver effective policing services. The range of modernisation is wide ranging, particularly with regard to the most valuable and expensive element, the officers and staff of the RMPS. This 'modernisation' also includes the transfer of the non-core policing functions such as Immigration and Court Prosecutor duties to other more appropriate departments.

The 'Review Team' has identified twelve key strategic recommendations for the RMPS. Additional and more specific tactical issues have been suggested directly to His Excellency the Governor and the Commissioner of Police for their consideration. Once this review report has been considered and any recommendations agreed, a work plan, with challenging timeframes for

implementation delivery, should be drafted by the Commissioner of Police in consultation and agreement with HE the Governor and the FCO-OTD Law Enforcement Adviser.

This report seeks to contribute towards the process of enabling the RMPS to more effectively deliver its policing vision and mission in the future.

Recommendations

The 'Review Team' recommends that the Commissioner of Police, who is responsible for the police service delivery in Montserrat, with the assistance of the RMPS Senior Management Team, should:

1. Update and revise the 2011-2014 Strategic Plan which sets out the direction and objectives for the RMPS over the next three years. The plan should endorse and address the revised vision and mission, values statements and identified priority policing areas and be refreshed annually.
2. Construct an Annual Policing Plan as a delivery mechanism to achieve the desired outcomes within the Strategic Plan.
3. Implement a recognised police 'Performance Management' culture and mechanism within the RMPS to ensure the effective delivery of the Strategic and Annual Plans.
4. Review existing and identify missing recognised policing policies, standard operating procedures and standing orders, consolidating them into an electronic and hard-copy depository or library for access by all staff of the RMPS. The policies, standard operating procedures and standing orders should be reviewed and refreshed annually.
5. Under the leadership, command and direction of the Commissioner of Police, the RMPS Senior Management Team must become more cohesive, so as to provide that necessary reassurance to the people of and visitors to Montserrat they serve, and to the officers and staff of the RMPS under their command, that they can effectively and efficiently lead and manage the RMPS in the delivery of professional policing services.
6. Review the portfolio areas of responsibility of the RMPS Senior Management Team to ensure equitability of command responsibilities.
7. Using management information and developed intelligence, revisit the operational deployment strategy of the Beat & Patrol, Community Beat, Traffic, CID (including Task Force) and Soufrière Hills Volcano policing requirements so as to best deliver the Strategic Plan taking into account a changing Montserrat environment in respect of demographics, social/economic impacts emanating out of future Government of Montserrat development plans.

8. Promote and encourage the formation and participation of multi-agency partnerships and crime prevention initiatives aimed preventing, reducing and detecting crime.

9. Engage with Government of Montserrat, Regional and International law enforcement partners to formulate, agree and sign Memorandums of Understanding, Service Level Agreements and Working Protocols as required and considered necessary to assist the RMPS in the delivery of its policing mission.

10. Engage with the appropriate organs of Government to bring about the revision of existing and the introduction of new enabling investigative legislation to assist the RMPS in the delivery of its Strategic Plan and Policing Mission.

11. Articulate the benefits to His Excellency the Governor and the Government of Montserrat of allowing the Commissioner of Police, as the Accounting Officer, to manage the Police Vote within agreed accounting rules, so as to enable the RMPS to more effectively deliver the policing mission.

12. Commence a Human Resources programme in partnership with the Government of Montserrat to modernise the workforce so as to make the RMPS 'Fit for Purpose'. This can be achieved through a range of initiatives which aim to ensure integrity and professional standards; increase the recruitment of Montserratians; ensure recruitment standards; ensure equality in identifying and supporting talented officers and staff for progression; competency development for all staff; provide officers with a uniform and equipment so as to assist them in best delivering the policing mission in the environment of Montserrat; and to civilianise and/or transfer non-police responsibilities to other GoM Departments.

1. REVIEW TERMS OF REFERENCE AND METHODOLOGY

- 1.1 The ‘Review of the Royal Montserrat Police Service’ was commissioned by His Excellency Adrian Davis, Governor of Montserrat, with the following Terms of Reference:

“To review the Royal Montserrat Police Service strategic, tactical and operational competency and service delivery and make recommendations that will support the RMPS in effectively delivering its purpose and mission in the future, with emphasis on the following areas: organisational structure; command structure and resilience; policing strategies and policies; community engagement; crime investigation and intelligence; professional standards and integrity; resources including budget; and training needs.”

- 1.2 The ‘Review Team’ was led by Larry Covington, Foreign and Commonwealth Office Overseas Territories Directorate Law Enforcement Adviser, who was assisted by Royal Cayman Islands Police Service Deputy Commissioner of Police Anthony Ennis and Royal Virgin Islands Police Force Acting Deputy Commissioner of Police Alwin James.
- 1.3 The ‘Review’ took place in Montserrat between Monday 30th April – Friday 11th May 2012.
- 1.4 In answering the review ToR the ‘Review Team’ met with a number of external Royal Montserrat Police Service (RMPS) stakeholders, all the RMPS Senior Management Team (SMT) and every unit of the RMPS. The list of persons seen can be found at Appendix ‘A’. In addition a number of reality checks were conducted through unannounced meetings and visits to police premises and units. During the time allocated to the review it was not possible to meet with all Sergeants and Constables in the RMPS. However, a wide cross-section was seen individually, some as a result of a direct request to be seen, and in their respective shifts and units. Where considered necessary immediate ‘feedback’ was provided by the ‘Review Team’ to the Commissioner of Police, the SMT collectively and individually, and junior officers.
- 1.5 The ‘Review Team’ also reviewed a large number of documents and websites. Documents specifically related to this report can be found at Appendix ‘B’.
- 1.6 As a result of what the ‘Review Team’ was told and saw for themselves, and their review of the documents and websites, when combined, contributed to the ‘Review Team’ identifying twelve key strategic recommendations for consideration by His Excellency the Governor and the Commissioner of Police. Additionally, more specific organisational, tactical and operational issues which were identified by the reviewers were brought directly to the attention of His Excellency the Governor and the Commissioner of Police for their consideration.

2. MONTSERRAT AND ROYAL MONTSERRAT POLICE SERVICE **OVERVIEW AND CONTEXT**

Montserrat

- 2.1 Montserrat is a United Kingdom Overseas Territory situated in the Leeward Islands of the Caribbean, some 27 miles to the south-west of Antigua which serves as Montserrat's international gateway. A mountainous island with a land area of some 40 square miles, the south of the island is dominated by the Soufrière Hills volcano which erupted in 1995 and ensuing years causing the destruction of the capital Plymouth in the west of the island, and to communities in the south and east of the territory. Around 60% of the island currently remains within a volcano exclusion zone. The 2011 population census showed the population at 4,922 with the majority of the population living in the safe northern part of the island. Brades is the government administrative centre of the territory.
- 2.2 The Soufrière Hills volcano is monitored from the Montserrat Volcano Observatory (MVO) by a team of international scientists who advise Government officials on the status of the volcano. A Hazard Level System (HLS) divides the southern two-thirds of Montserrat into five zones coded A, B, C, F & V with two Maritime Exclusion Zones E & W. Access permission for each of these zones is dependent on the Hazard Level. The Hazard Level, which ranges from 1 to 5, is set by The National Disaster Preparedness and Response Advisory Committee (NDPRAC) on the advice of MVO. At the time of the review the Hazard Level was 2 (see <http://www.mvo.ms/about-volcanoes/safety/hazard-level-system>).
- 2.3 The Overseas Territories are constitutionally not part of the United Kingdom. All of the territories have separate constitutions made by Her Majesty's Order in Council with the Montserrat Constitution Order 2010 coming into force on 27th September 2011. Under the constitution a Governor represents Her Majesty the Queen in the Territory and the Territory's interests to the United Kingdom Government (UKG). There is a democratically elected Territory Government (GoM) with a Cabinet chaired by the Governor, consisting of a Premier, three other Ministers and two ex officio members, the Attorney-General and the Financial Secretary. There is a Legislative Assembly consisting of nine territory elected members including the Premier and the other three Ministers of Cabinet. Subject to the Constitution, the Legislature shall have power to make laws for the peace, order and good government of Montserrat.
- 2.4 Montserrat is a member of both the Caribbean Community (CARICOM) and the Organisation of Eastern Caribbean States (OECS).
- 2.5 Under Section 39 of the Constitution, the Governor's has the following special responsibilities:

39.—(1) The Governor, acting in his or her discretion, shall be responsible for the conduct, subject to this Constitution, of any business of the Government with respect to the following matters—

(a) defence;
(b) external affairs;
(c) the regulation of international financial services;
(d) internal security, including the police service;
(e) the functions conferred on the Governor by this Constitution or any other law in relation to the public service;
and the Governor shall keep the Premier fully informed concerning the general conduct of these matters, and the Premier may request information in respect of any particular matter.

- 2.6 Under Section 46 of the Constitution, the Office of Director of Public Prosecutions (ODPP) was established and a National Advisory Council (NAC) under Section 49.
- 2.7 Since the start of the volcanic eruptions Montserrat has been in receipt of ‘Operational’ Budgetary Aid from the UKG. Since 1st January 2001 to the date of this review this has amounted to £102,319,817. The GoM works to a ‘Sustainable Development Plan 2008 – 2020: Journey to Sustainable Prosperity – A healthy and wholesome Montserrat.’
- 2.8 In the 23rd March 2012 Budget Statement, the Premier and Minister of Finance reported that *"The total recurrent and capital budget for 2012/13 is just over \$126 million of which \$101 million is for the normal operations of the public service. We currently have approvals for \$52.1 million for projects of which approximately \$25 million has been approved but the rest of the major capital projects for port, town development, access, geothermal, tourism and development of the local business environment are in various stages of the approval process. We will include these by Supplementary Appropriations as they are approved. The total estimated local revenue that is expected to be generated in fiscal 2012 is just over \$45 million. Over the next three years budgetary grants are expected to remain fixed at \$55.8 million annually. Of the \$55.8 million, \$3 million is allocated for transport subsidies."*
- 2.9 In February and December 2011 discussions took place between UKG and the GoM focused on a potential deal between the two Governments to reduce Montserrat’s financial dependence on the UK. The deal involves increased capital investment and technical assistance, funded by the UK, if it can be fully justified, including financial and economic justification, while the GoM undertakes policy reforms to create an enabling environment for private sector investment. On Tuesday 1st May 2012, UKG and the GoM signed a Memorandum of Understanding (MoU) which outlines the UK Government’s commitment in this regard and in return, the Government of Montserrat is committed to implementing reforms that will; (i) improve the business environment, (ii) develop Montserrat as a tourist destination and (iii) strengthen GoM’s capacity to facilitate growth.
- 2.10 It is expected that the successful implementation of the GoM reform programme will put Montserrat on a clear path to faster economic growth and reduced dependence on UK budgetary support. GoM’s progress in implementing the reforms outlined in the MoU will be reviewed in September 2012 and February 2013. The outcome of the February

2013 review will influence future UK ministerial decisions on possible investments in the Carr's Bay Port, Little Bay Town and Access to the island.

Royal Montserrat Police Service

2.11 The Royal Montserrat Police Service (RMPS) is constituted for under the Police Act (Chapter 10.01) and Police (Amendment) Act (No 11 of 2011).

2.12 Section 3 (2) of the Police Act states: The Service shall be primarily employed for the prevention and detection of crime and the repression of internal disturbance; and it shall be lawful for the Governor to issue arms and ammunition to the Service, and for any member thereof to carry and use the same for lawful purposes.

2.13 The General Duties of the RMPS are contained in Section 23 Police Act as follows:

It shall be the duty of all police officers—

(a) to preserve the peace and prevent and detect crimes and other infractions of the law;

(b) to apprehend and bring before a Magistrate persons found committing any offence rendering them liable to arrest without warrant, or whom they may reasonably suspect of having committed any such offence, or who may be charged with having committed any such offence;

(c) to apprehend smugglers or others found in the commission of offences against the revenue laws, and to seize all goods liable to seizure for any breach of the revenue laws, and otherwise to aid in the detection of such offences and to give such assistance as may be necessary to the officers of the revenue in all departments;

(d) to stop, search, and detain any vessel, boat, motor vehicle, cart or carriage in or on which there shall be reason to suspect that anything stolen or unlawfully obtained or any smuggled goods may be found, and also any person who may be reasonably suspected of having or conveying in any manner anything stolen or unlawfully obtained or any smuggled goods;

(e) to summon before a Magistrate and to prosecute persons found committing any offence, or whom they may reasonably suspect of having committed any offence or who may be charged with having committed any offence;

(f) to serve and execute at any time (including Sundays) all process which they may be directed by any court of criminal jurisdiction or by any Magistrate or Coroner, or by any Justice of the Peace in any criminal matter, to serve or execute;

(g) to keep order in and within the precincts and in the vicinity of all courts of competent jurisdiction during all sittings of such court;

(h) to repress internal disturbance;

(i) to defend Montserrat against external aggression when called out for such purpose under the authority of section 4; and

(j) generally, to do and perform all the duties appertaining to the office of a constable.

2.14 Police Offices are also required to act in accordance with the Fundamental Rights and Freedoms of the Individual contained in Part 1 of the Constitution.

- 2.15 At a RMPS Senior Management Team (SMT) Retreat held 28th – 29th September 2011 the Vision and Mission Statements of the RMPS were revised as follows:

Vision

“To be recognized as a professional, effective and efficient police service.”

Mission

“To respond effectively to an ever-changing environment, by the delivery of enhanced policing service for the safety and protection of the Montserrat Community.”

- 2.16 The RMPS additionally has the following ‘Value Statements’ which supports delivery of the Vision and Mission statements:

Integrity is the basis of our very existence

- We practice ethical behaviour at all times
- The development and retention of a trained and dedicated staff is pivotal to our very existence
- Our actions are scrutinised daily hence our pledge to be transparent
- Promoting a culture of integrity and openness, including a willingness to admit when things go wrong, and to identify improvement solutions.
- Provide a clear direction and positive leadership and create an environment to encourage creative and innovative ideas
- Embrace a culture of continuous improvement
- Work with integrity and openness to achieve mutual trust and confidence
- Work together with the community of Montserrat and other agencies
- Treat one another with respect, embracing diversity and equal opportunities for all

- 2.17 The RMPS also works to its Strategic Plan 2011 – 2014 (Revised 13th October 2011) of which the following extracts address the core of the policing delivery in Montserrat:

The Royal Montserrat Police will focus its energy to reduce crime, the fear of crime, injury and disorder, rebuild trust and confidence in policing amongst our diverse community by:

- *Actively directing effort through the use of good quality intelligence and information*
- *Working in partnership with local authorities, public and private agencies and the public to tackle the increase and causes of crime, injury and disorder*
- *Working with partners to reduce antisocial behaviour*
- *Identifying and responding appropriately to local concerns*
- *Providing a fair policing service which delivers a visible presence and community focus*
- *Making policing services easily accessible*
- *Recognising and responding to the different needs of vulnerable members of the community*

The RMPF will be guided by the National Policy Framework in creating an environment for the sustainable development of Montserrat, which will promote an investment climate, attract visitors and be a safe place to live and visit. We will set our priorities guided by national priorities with cognisance of the economic and changing environment.

The main services we provide are covered under seven priority areas:

- i. Community policing, community engagement and partnership*
- ii. Criminal Justice System*
- iii. Internal and External Security*
- iv. Safety Management*
- v. Improved Efficiency*
- vi. Crime management*
- vii. Crime reduction and prevention*

- 2.18 Like all GoM Departments, the RMPS works to the GoM ‘Sustainable Development Plan 2008 – 2020: Journey to Sustainable Prosperity – A healthy and wholesome Montserrat’. Strategic Goal 4 Governance has as its Medium-Term Objective 6:

“Develop and implement strategies to manage crime and delinquency.”

A new ‘Policy Reform Matrix’ is being developed in which the RMPS is required to deliver a report by September 2012 that the “GOM has carried out a full scale independent and external performance review of the Royal Montserrat Police Service.”

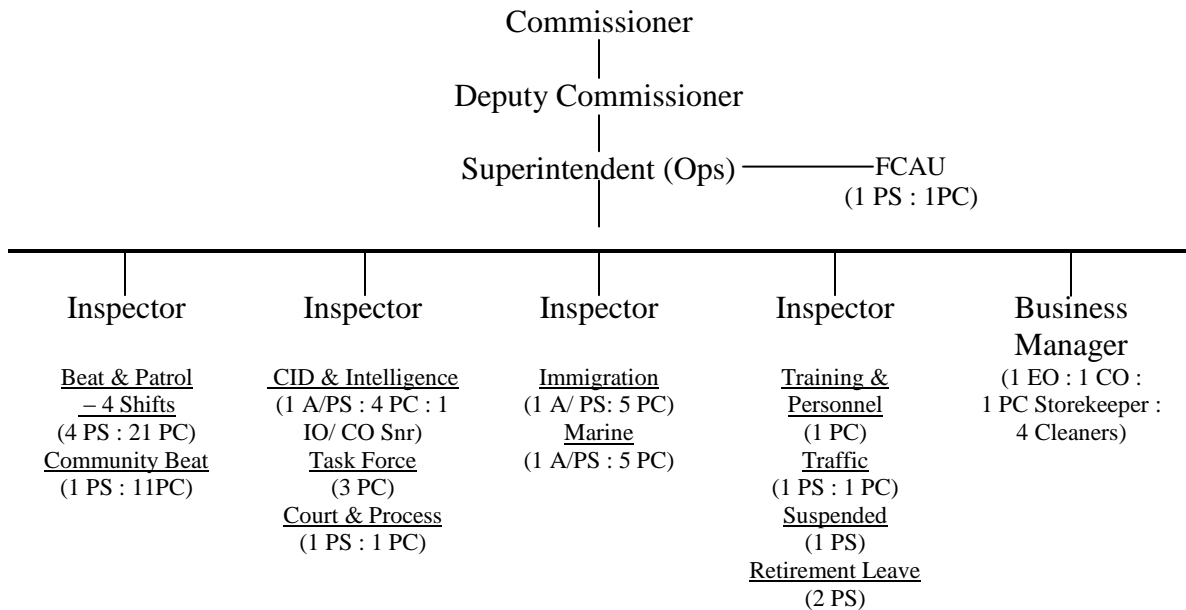
- 2.19 Section 6(1) of the Police Act defines the Composition of the RMPS as follows:
The service shall consist of the Commissioner of Police, the Deputy Commissioner of Police, two Superintendents of Police, and such number of Inspectors, subordinate Police Officers and constables as the Legislative Assembly may from time to time approve.

- 2.20 For Financial Year 2012-2013 the RMPS is budgeted for the following staffing level:

1 Commissioner of Police (CoP)
1 Deputy Commissioner of Police (DCoP)
1 Superintendent
4 Inspectors
11 Sergeants (including 1 Sergeant Financial Crime & Analysis Unit)
57 Constables (including 1 Constable Financial Crime & Analysis Unit)
Police Officer Total 75

Business Manager
Executive Officer
Clerical Officer
Intelligence Officer
Police Support Staff 4

2.21 The Organisational and Command Structure of the RMPS at the time of the review was as follows:



2.22 The RMPS Senior Management Team (SMT) comprises the Commissioner, Deputy Commissioner, Superintendent (Operations), the four Inspectors and the Business Manager. The Chief Fire Officer and Deputy Chief Fire Officer attend the weekly SMT meeting.

2.23 The CoP is also currently the Chief Immigration Officer (Immigration Act Chapter 13.01 Section 3), Traffic Commissioner (Road Traffic Act Chapter 7.06 Section 4) and Accounting Officer for the Montserrat Fire and Rescue Service (MFRS), and sits on the NDPRAC. Additionally the CoP is a member of the Association of Caribbean Commissioners of Police (ACCP) and at the ACCP Annual General Meeting held in Antigua in May 2011 was elected to the Executive of the ACCP by his peers as the Secretary/Treasurer.

2.24 The ‘operational independence’ of the office of constable and the Commissioner of Police is enshrined in United Kingdom Common Law and was built upon as a result of the 1960 Royal Commission to "review the constitutional position of the police throughout Great Britain". The introduction in the United Kingdom of the Police Reform and Social Responsibility Act 2011 supported by The Policing Protocol Order 2011, which came into force on 16th January 2012, has redefined the police accountability regime in the United Kingdom and importantly re-emphasised the importance of the ‘operational independence’ of the office of Constable and Chief Constables [Commissioners] – *“This Protocol does not supersede or vary the legal duties and requirements of the office of constable. Chief Constables [Commissioners] remain operationally independent....The Chief Constable [Commissioner] is responsible for maintaining the Queen’s Peace, and has direction and control over the force’s officers and staff....At all times the Chief Constable [Commissioner], their constables and staff,*

remain operationally independent in the service of the communities that they serve....The Chief Constable retains responsibility for operational matters.”

2.25 The concept of ‘operational independence’ is not defined in statute, and by its nature, is fluid and context-driven. It is therefore important that the Governor and the Commissioner of Police work together to safeguard the principle of operational independence, while ensuring that the Governor is not fettered in fulfilling his statutory role.

2.26 The approved FY2012-13 Budget for the RMPS, including the Financial Crime and Analysis Unit (FCAU), is as follows:

Personal Emoluments:	EC\$3,189,800 (includes \$85,100 FCAU)
Allowances:	EC\$ 523,300 (includes \$16,100 FCAU)
Benefits:	EC\$ 45.600
Goods and Services:	EC\$1,282,800 (includes \$40,300 FCAU)
<u>Total:</u>	<u>EC\$5,041,500</u>

2.27 The reported crime figures are as follows:

Crime Category	2006	2007	2008	2009	2010	2011	2012 Jan-Apr
Homicide/Murder	1	1	1	0	0	0	1
Attempted Murder	1	1	0	1	2	0	1
Suicide	0	0	0	0	1	0	0
Wounding	9	11	12	15	7	9	4
Assaults	122	136	110	119	111	87	16
Domestic Violence	205	160	103	166	144	117	31
Rape/Sexual Offences	6	2	11	7	1	7	2
Burglary	46	70	69	81	63	70	14
Attempted Burglary	5	9	8	0	0	6	3
Robbery/Att Robbery	0	0	1	1	1	1	1/1
Theft	19	27	19	36	54	63	21
Fraud	6	2	1	0	0	0	1
Criminal Damage	24	17	21	36	32	31	3
Arson	0	1	1	1	1	2	0
Dangerous Drugs	23	39	17	10	39	27	1
Totals	467	476	374	473	456	420	100

2.28 In March 2012 His Excellency the Governor, in addressing concerns expressed over the crime statistics stated “I’m concerned about it because there are three things that people come to Montserrat say are the reasons they come to Montserrat - hospitality of the people, the fact that you can drink the water from the tap, and there is a low crime rate.”

3. REVIEW FINDINGS AND RECOMMENDATIONS

Overview

- 3.1 This report is presented under four main headings. A commentary on the ‘Review Team’ findings with some options for change precedes the strategic recommendations for consideration by HE the Governor and the Commissioner of Police. The report headings are as follows:
- Strategic Planning and Performance Management
 - Operational Policing Delivery
 - Workforce Modernisation
 - Implementation of Recommendations

Strategic Planning and Performance Management

- 3.2 The 2011-2014 RMPS Strategic Plan presented to the ‘Review Team’ was revised on 13th October 2011, after the Senior Management Retreat had taken place 28th – 29th September 2011, and does not reflect the revised and agreed vision and mission statements and agreed changes in policing delivery. There is also a need to link the delivery of the Government of Montserrat Sustainable Development Plan 2008 – 2020: Strategic Goal 4 – Governance - Medium-Term Objective 6: “Develop and implement strategies to manage crime and delinquency” to the RMPS Strategic Plan.
- 3.3 The RMPS Strategic Plan should be reviewed and refreshed annually as the driver of the delivery of policing in Montserrat. That having been said, the value statements and policing delivery intent and ethos articulated in the Strategic Plan as currently drafted, would in the view of the ‘Review Team’, meet the requirements of recognised standards of policing plans in other jurisdictions, and if implemented fully would ensure effective policing delivery in Montserrat.
- 3.4 No evidence was found of a current Annual Policing Plan to support the delivery and desired outcomes of the Strategic Plan. This should be produced as a matter of urgency.
- 3.5 A recognised police ‘Performance Management’ culture currently does not exist in the RMPS or as some stakeholders commented, in the Government of Montserrat as a whole. No significant evidence was found on how the delivery of the objectives in the Sustainable Development Plan 2008 – 2020 and the 2011-2014 RMPS Strategic Plan were being measured or reported. This also manifest itself in Annual Performance and Development Review reporting of RMPS staff from the Commissioner of Police downwards which must be linked to Strategic Planning delivery, although it is acknowledged that the implementation of the ‘new’ Government of Montserrat Performance Development Review and Performance agreements continued to be ‘work in progress’ as it is implemented across government departments.

- 3.6 To support delivery of the RMPS Strategic Plan there must be in place recognised and up-to-date policing policies, standard operating procedures and standing orders. Whilst the ‘Review Team’ were presented with a number of such documents, many were outdated and in need of urgent review. As standard practice all policies, standard operating procedures and standing orders should be discussed and approved by the RMPS (SMT). Individual members of the SMT should lead on the drafting and update review of these documents within their respective portfolio areas of responsibility.
- 3.7 No evidence was found of a centralised depository or library of policies, standard operating procedures and standing orders, although many had been circulated electronically by email, with them being found on individual computer systems, in hard copy and on notice boards. A centralised depository or library, for the access by all staff of the RMPS should be established, as the policies, standard operating procedures and standing orders are reviewed, revised and approved.

Recommendations

1. Update and revise the 2011-2014 Strategic Plan which sets out the direction and objectives for the RMPS over the next three years. The plan should endorse and address the revised vision and mission, values statements and identified priority policing areas and be refreshed annually.

2. Construct an Annual Policing Plan as a delivery mechanism to achieve the desired outcomes within the Strategic Plan.

3. Implement recognised police ‘Performance Management’ culture and mechanisms within the RMPS to ensure the effective delivery of the Strategic and Annual Plans.

4. Review existing and identify missing recognised policing policies, standard operating procedures and standing orders, consolidating them into an electronic and hard-copy library for access by all staff of the RMPS. The library of policies, standard operating procedures and standing orders should be reviewed and refreshed annually.

Operational Policing Delivery

3.8 The ‘Review Team’ was greatly impressed with the dedication and commitment to duty of a large number of the officers and staff of the RMPS. However, as is the case in most organisations, a very small number of staff could do so much more.

3.9 The SMT meets formally on a regular basis as follows:

Daily ‘Operational’ meeting without the Business Manager
 Weekly with Business Manager and Chief & Deputy Chief Fire Officer
 Monthly Tasking and Co-ordination Group
 Monthly with Sergeants
 Monthly with the Service as a whole – Commissioner’s Parade

- 3.10 The meetings are chaired by the Commissioner with the exception of the Tasking and Co-ordination Meeting which is chaired by the Deputy Commissioner or Superintendent (Operations). With the exception of the daily 'Operational' meeting, the meetings are structured with an agenda. However, all the meetings would benefit from having clearer action points with lead officers and enforced timeframes for delivery.
- 3.11 The 'Daily Operational' meeting would benefit from having a written crime and intelligence briefing, covering the past and future 24 hours and recognised command management information on known policing demands and availability of resources. The reported crime rate remains low. The 'Review Team' was informed that the detected crime rate was 85% of reported crime but there was no statistical data provided to support this. The RMPS would also benefit from recording all incident calls (or demands on police service) separately from recorded or classified crime. A policy on categories of classified crime is required for more informative crime statistical analysis. The Overseas Territories Regional Criminal Intelligence System – Crime Intelligence and Management (OTRCIS-CIM) which the RMPS has, provides the computerised intelligence and crime management storage, retrieval and intelligence development platform. It is currently under-used by the RMPS but if used to its full capability would provide the intelligence and crime management information required by the SMT.
- 3.12 Additionally the Commissioner of Police meets with HE the Governor fortnightly to brief him on significant crimes, policing issues and resource challenges. In the future, the Commissioner should provide regular updates on the delivery of the objectives of his 'Strategic and Annual Policing Plans'.
- 3.13 Even though the SMT does meet frequently, a number of external stakeholders and junior RMPS officers commented that the RMPS lacked dynamic leadership and a cohesive Senior Management Team. After meeting individually with the Senior Management Team, including a teleconference with the Deputy Commissioner who was out of the territory on leave, and carrying out a 'reality check' by attending a 'Daily Operational' meeting unannounced, the 'Review Team' also concluded that whilst there was obvious individual commitment, the SMT lacked as a whole that cohesiveness essential for the effective delivery of the strategic policing plan, vision and mission statements. This must be addressed as a matter of urgency under the leadership, command and direction of the Commissioner.
- 3.14 Whilst it can be argued that it is 'healthy' to have a difference of view in discussion and debate on how policing should be best delivered in Montserrat, and to ensure that the best possible command decisions can be made, it is considered imperative that a real consensus is achieved through constructive consultative debate, so as to show unity and collective 'buy-in' within the SMT on the command decisions made. For the people of Montserrat to have that required reassurance that the RMPS senior officers can effectively lead and command their officers in delivering professional policing services, the SMT must start 'walking the walk rather than talking the talk' in this regard. Many examples of good police practice and initiatives being instigated were found, but disappointingly also many examples where initiatives were not sustained and 'withered

on the vine'. Sustainability must become the norm and not the exception within the RMPS.

- 3.15 In addition to holding community based meetings, the important requirement to provide public reassurance can also be partly addressed by the Commissioner and the RMPS SMT by addressing policing issues, challenges and concerns through regular interface with The Montserrat Reporter and Montserrat Radio (ZJB). A robust public relations and media strategy is required.
- 3.16 The current spans of command and portfolio areas of responsibility of the Inspectors is clearly not equitable, with the Inspector Beat and Patrol & Community Beat having 5 Sergeants and 32 Constables under his command whilst the Inspector Personnel & Training and Traffic has 1 Sergeant and 2 Constables. This needs to be addressed as part of an overall of the operational deployment strategy.
- 3.17 The concept of intelligence-led policing should underpin all aspects of policing, from community/neighbourhood policing and partnership work to the investigation of serious and organised crime. The effective and efficient collection, recording, dissemination and retention of information allows for the identification of material which can be assessed for intelligence value and enables decision-making about priorities and tactical options. OTRCIS-CIM allows for this capability.
- 3.18 Intelligence development through the process of 'Tasking and Co-ordination' should be the driver of proactive policing which involves identifying, understanding and addressing underlying problems and trends. This broader perspective allows for prioritisation of police activity which makes it easier to respond to policing demands placed on the RMPS. Additionally developed intelligence is also critically important in reactive investigations, for example, to direct resources and establish a full picture of an issue under investigation. When working effectively, developed intelligence within a 'Tasking and Co-ordination' environment should enable the RMPS SMT to best deploy officers to:
 - Ensure staff are deployed to a location or to deal with a problem where they can have most impact;
 - Contribute to effective policing by collecting and recording relevant information which is used to create greater understanding of crime and non-crime problems;
 - Increase the understanding of criminality and anti-social behaviour issues;
 - Drive problem solving;
 - Guide neighbourhood policing activity;
 - Manage priority locations and high-risk issues;
 - Direct patrols;
 - Target prolific and priority offenders, and resolve crime and disorder problems;
 - Work effectively with partner agencies;
 - Improve road safety.
- 3.19 With effective intelligence development, and the production of recognised police intelligence products of an annual strategic crime assessment, monthly tactical assessments, problem and subject profiles, this will allow the RMPS SMT to critically

review the existing deployment strategy of officers so as to best deliver effective policing in Montserrat, within existing resources. The strategic crime assessment should be presented annually to the National Advisory Council. The threats and action plans identified in the seaport and airport Multi-Agency Threat and Risk Assessment (MATRA) Committee additionally adds value to the crime intelligence picture and deployment response.

- 3.20 The use and opening hours of Salem Police Station should also form a critical part of the review of the officer deployment strategy. The opportunity to use technology such as CCTV to monitor entry and exit into the exclusion zone and electronic gate access should be explored as part of the deployment review.
- 3.21 There has been much debate about the number of police officers required to deliver effective but value for money policing services to the people of, and visitors to, Montserrat. A number of factors are taken into account in determining police workforce numbers and deployment, which include but are not inclusive to - incidents/demands for police services; reported crime and detection rates; serious and organised crime intelligence, current and potential threats and activity; population; housing and business locations; roads; competency and capability; and resilience. The RMPS, uniquely in the Caribbean region, also has to 'police' the unpredictability of the Soufrière Hills Volcano.
- 3.22 Taking into account the available management information and current 'intelligence picture' the 'Review Team' takes the view that the present strength of the RMPS is adequate to meet the current policing demand of Montserrat and that much more can be achieved through intelligence-led deployment strategies. A policing impact assessment should however commence now in respect of the construction of and future policing requirements of any agreed development of Carr's Bay and Little Bay and business cases submitted if additional resources are identified and required.
- 3.23 To assist in the delivery of policing in Montserrat, the RMPS SMT should take the lead on the development and implementation of community/neighbourhood focused groups such as neighbourhood watch; the continued development of schools programmes including the 'DARE' drugs programme; the introduction of 'Crime Stoppers' and the creation of a volunteer 'RMPS Special Constabulary' utilising the skills and experience of recently retired officers. The potential to use the Montserrat Defence Force, possibly within a 'RMPS Special Constabulary' should also be actively explored.
- 3.24 Effective constructive working relationships with key stakeholders are considered essential. This is more likely to be achieved where communication and clarity of understanding are at their highest. To support these relationships the RMPS should have in place agreed and effective 'Memorandums of Understanding', 'Service Level Agreements' or 'Working Protocols' as considered most appropriate, with identified key GoM departments such as the Office of Director of Public Prosecutions, Montserrat Customs and Revenue Services, Ministry of Youth Affairs, Community Services, Sports & Education, and Human Resources; and with Regional and International Law Enforcement partners, particularly the Royal Antigua and Barbuda Police Force.

Recommendations

5. Under the leadership, command and direction of the Commissioner of Police, the RMPS Senior Management Team must become more cohesive, so as to provide that necessary reassurance to the people of and visitors to Montserrat they serve, and to the officers and staff of the RMPS under their command, that they can effectively and efficiently lead and manage the RMPS in the delivery of professional policing services.

6. Review the portfolio areas of responsibility of the RMPS Senior Management Team to ensure equitability of command responsibilities.

7. Using management information and developed intelligence, revisit the operational deployment strategy of the Beat & Patrol, Community Beat, Traffic, CID (including Task Force) and Soufrière Hills Volcano policing requirements so as to best deliver the Strategic Plan taking into account a changing Montserrat environment in respect of demographics, social/economic impacts emanating out of future Government of Montserrat development plans.

8. Promote and encourage the formation and participation of multi-agency partnerships and crime prevention initiatives aimed preventing, reducing and detecting crime.

9. Engage with Government of Montserrat, Regional and International law enforcement partners to formulate, agree and sign Memorandums of Understanding, Service Level Agreements and Working Protocols as required and considered necessary to assist the RMPS in the delivery of its policing mission.

Workforce Modernisation

3.25 To support and assist the RMPS in the delivery of effective police services in Montserrat wide ranging legislative reform is required. The RMPS SMT should engage with the Attorney General Chambers and the ODPP to prioritise the legislative reform required. The RMPS must be 'Human Rights Compliant' and the obligations contained in the Montserrat Constitution Order 2010 in respect of the 'fundamental rights and freedoms of the individual' clearly need to be addressed in relevant legislation. This is particularly important in dealing with prisoners and where at the time of the review, the custody reception area, cells and interview room was clearly not 'Fit for Purpose'.

3.26 The 'Review Team' fully understands the pressure on the Attorney Generals Chambers in respect of legislative drafting, but takes the view that the following legislative reform (not exhaustive) with the addition of relevant 'Codes of Practice' is required urgently:

- Police Act;

- Criminal Evidence and Procedure;
 - Equivalent to UK Regulation of Investigatory Powers Act 2000 in respect of interception of communications, surveillance and investigation of electronic data.
- 3.27 The challenge of effectively managing policing response is that it can be often dynamic and unpredictable as well as mundane and predictable. It is therefore essential that police managers have flexibility in the use of resources, particularly with allocated budgets, within agreed and auditable guidelines, so as to be able to respond to those unpredictable and often challenging policing issues such as investigating serious crime. The Commissioner of Police, as the Accounting Officer, is ultimately responsible for ensuring that the allocated Police Vote budget is properly and efficiently managed and that policing is delivered within budget.
- 3.28 The RMPS is in urgent need of ‘Workforce Modernisation’ to ensure that the organisation is ‘Fit for Purpose’ so as to deliver effective policing services. The range of modernisation is wide ranging, particularly with regard to the most valuable and expensive element, the officers and staff of the RMPS. The following areas (again not exhaustive) should be urgently addressed by the RMPS SMT and in discussion with the GoM where relevant:
- Review of salary and conditions of service which properly reflects the 365 day / 24 hour per day RMPS service delivery requirement compared with other departments of the GoM who work business hours Monday – Friday with no weekend or public holiday workday obligations;
 - A modern ‘fit for purpose’ uniform;
 - Provision of recognised policing equipment for each officer;
 - A ‘Human Resources’ strategy which addresses recruitment, promotion, retention, and competency training supported by Annual Performance and Development Review for all officers;
 - Store keeper duties transferred from a police officer to a member of police support staff;
 - A recognised police ‘Professional Standards and Integrity’ regime;
 - The transfer of the following non-core policing functions to other more appropriate departments:
 - Chief Immigration Officer and Immigration functions and duties – consider in discussions with the Director and Deputy Directors of Montserrat Customs and Revenue Service the potential for the implementation of an ‘Integrated Border Security’ system;
 - Court Prosecutor duties to the Office of Director of Public Prosecutions;
 - Traffic Commissioner and related duties of driving licences and tests to the most appropriate GoM department or newly created unit of government;
- 3.29 The Montserrat Fire and Rescue Service should be its own entity with the Chief Fire Officer being the Accounting Officer rather than the Commissioner of Police.

Recommendations

10. Engage with the appropriate organs of Government to bring about the revision of existing and the introduction of new enabling investigative legislation to assist the RMPS in the delivery of its Strategic Plan and Policing Mission.

11. Articulate the benefits to His Excellency the Governor and the Government of Montserrat of allowing the Commissioner of Police, as the Accounting Officer, to manage the Police Vote within agreed accounting rules, so as to enable the RMPS to more effectively deliver the policing mission.

12. Commence a Human Resources programme in partnership with the Government of Montserrat to modernise the workforce so as to make the RMPS 'Fit for Purpose'. This can be achieved through a range of initiatives which aim to ensure integrity and professional standards; increase the recruitment of Montserratians; ensure recruitment standards; ensure equality in identifying and supporting talented officers and staff for progression; competency development for all staff; provide officers with a uniform and equipment so as to assist them in best delivering the policing mission in the environment of Montserrat; and to civilianise and/or transfer non-police responsibilities to other GoM Departments.

Implementation of Recommendations

3.28 Once this review report has been considered and any recommendations agreed, a work plan, with challenging timeframes for implementation delivery, should be drafted by the Commissioner of Police in consultation and agreement with HE the Governor and the FCO-OTD Law Enforcement Adviser. Additionally the Commissioner should consider having a public opinion/satisfaction survey in December 2012 to assist in assessing public attitudes and confidence in the RMPS.