REFORM OF THE JAMAICA CONSTABULARY FORCE

IDB III Inter-American Forum on Violence Prevention & Citizen Security

Professor Gordon Shirley
Principal, UWI, Mona Campus
Chairman, JCF Strategic Review Implementation Oversight Committee
Overview of Presentation

1. Policing in the Global environment
2. Policing in Jamaica
3. The Strategic Review Panel and its mandate
4. The Findings
5. The Recommendations for Strategically improving Policing
6. Overseeing the Implementation
7. Implementation Progress to date
8. Concluding Comments
1. Policing in the Global Environment

- Policing is being reconstructed worldwide, driven by
  - Increasing crime
  - Shortcomings of Public Police
  - Nature of Economic Systems, etc.

- Increasingly there is a separation between those who authorize policing and those who do it
  - Those authorizing it include
    - Those with economic incentives (legal and illegal)
    - Residential Communities
    - Individuals
    - Governments
  - Those doing it include
    - Commercial Companies
    - Non governmental organizations
    - Individuals
    - Governments
The Changing nature of Policing

- Many non-governmental providers perform the same tasks as public police
  - Typically, however, they employ different tactics and practices
    - Government providers tend to prevent crime by apprehension and punishment
    - Non-governmental providers tend to do it through exclusion and regulation of access
  - Public Policing is today frequently
    - Executed in groups
    - Militarized in equipment and outlook
Government’s Role in the New Structure of Policing

To safeguard public interest Governments need to:

- continue to safeguard Justice, equity and quality of service
- Develop an improved capacity to regulate, audit and facilitate the restructuring of policing
- Take cognizance of the trend towards ‘transnationalization’ of police functions
- Recognize that traditional policing is being challenged by forces inside and outside of contemporary forces
2. Policing in Jamaica

- Increasingly high incidence of criminality
- Increasing trend in violent crime
- Increasing incidence of police corruption
- Reducing public trust in policing
- Uneasy distance between police and citizens
  - Hinders investigative efforts
  - People unwilling to come forward
  - Many serious crimes unsolved or unreported
- Widely held perception that situation is deteriorating and that decisive action required to turn it around
3. The JCF Strategic Review Panel


- Panel of Domestic and International experts established to:
  - Review governance and management structures
  - Review infrastructure
  - Review performance of JCF
  - Make recommendations to reform the JCF
  - Create a new vision for Security Governance in Jamaica

- Resulting report of Panel to be used by Government to:
  - Meets its responsibilities for ensuring a safe, secure nation
  - Establish a properly governed, professional and accountable police service
The Review Panel’s Approach

- Reviewed available documentation
- Reviewed literature related to JCF Performance
- Public Consultations with stakeholders from JCF, Gov’t, Civil Society
- Commissioned 4 targeted reviews to examine:
  - legislative framework for police governance and
  - JCF Management Structure
- Reviewed 6 previous JCF Reviews conducted in past two decades
- Reviewed efforts by JCF to transform itself into modern police force
4. The Review Panel’s Findings

Culture

- Dominant culture of JCF is inconsistent with that of modern day police force
- Command and control culture is deeply entrenched
  - Silences alternative viewpoints
  - Stifles creativity and initiative
  - Impedes sound problem solving and decision making
  - Fosters culture of fear, subservience and negative subculture
  - Severely hinders effectiveness
  - Promotes insularity and distances force from communities
  - Inhibits attraction of best and brightest
- Culture Change has not been the focus of the changes to systems and processes in the past.
The Review Panel’s Findings cont’d.

Corruption and Human Rights Abuses

- Corruption within JCF publicly acknowledged by Government & media
- Wide perception that it permeates the Force
- Intertwined with lack of regard by police for Human Rights
- Failure to act cohesively against corruption has led to the continued undermining of the JCF and the safety security and economic prosperity in Jamaica
The Review Panel’s Findings cont’d.

Accountability

• Internal accountability in JCF is weak
  – No plans to implement the Vision
  – No effective performance appraisal system
  – The system of discipline is punishment based rather than focused on remediation and learning

• There are three formal oversight bodies that complement Ministerial accountability and responsibility
  – Police Services Commission [PSC]
  – Police Civilian Oversight Authority [PCOA]
  – Police Public Complaint Authority [PPCA]

• None are fully effective and this ineffectiveness and inefficiency diffuses accountability by creating confusion for public and police
The Review Panel’s Findings cont’d.

Leadership and Management

• There is longstanding disappointment with JCF’s leadership culture and effectiveness over the years
  – Most of the leaders in the JCF were internally promoted and know nothing else
  – This has limited their individual and collective capacity to change
  – Insufficient attention has been placed on developing leadership and management skills recently
The Review Panel’s Findings cont’d.

Towards a Professional Service

• JCF faces a current crisis in recruitment
• Difficulty being experienced in staffing up to 10,000
  – Lack of professional HRM linked to training & career development
  – Inadequate compensation
  – Limited respect for work-life balance
  – Limited attention to working conditions
  – Inadequate equipment and vehicles
  – Dilapidated and inadequate training facility
5. The Review Panel’s Recommendations

Culture

- Concerted, long term coordinated effort must be made to tackle the negative aspects of the current culture at different levels
  - Behavior
  - Beliefs
  - Attitude
  - ways of working, etc.

- Can only be changed by a range of interventions targeted at improving:
  - leadership capacity
  - management effectiveness
  - professional skills
  - Integrity, and
  - accountability
The Review Panel’s Recommendations cont’d.

Corruption and Human Rights Abuses

- Full implementation of JCF anticorruption policy
- Immediate security vetting initiative to ensure leadership is corruption free
- Polygraph testing as key component of vetting process for sensitive positions
- Increased emphasis on Human rights training and inclusion in all senior managers performance plans with regular assessment of performance against targets
The Review Panel’s Recommendations cont’d.

Accountability

- Implement an effective corporate planning and budgeting process
  - linked to implementation of an effective performance appraisal system for all staff
- Merge PCOA and PSC to form a single oversight body
- Redefine the relationship between the Ministry and PSC
  - clarify responsibilities for planning and for holding the JCF to account
- Establish a performance contract between the PSC and the Commissioner of Police
- Disband the PPCA and merge functions into an Independent commission of Investigations
- Review and reform the JCF Discipline system and institute reform
The Review Panel’s Recommendations cont’d.

Leadership and Management

- Clarify role of JCF headquarters with respect to the Areas and Divisions
  - improve effectiveness & accountability
- Reorganize and improve the robustness of Management Committees:
  - Senior Executive Committee - Commissioner and Deputy Commissioners
  - Second Level Management Team – including Assistant Commissioners
- Establish a structured process for Strategic Planning and Performance Management
- Develop a clear set of policing priorities over three years with annual plans and indicators
- Enhance leadership and management training arrangements
  - implement career development and succession planning
- Divest non-core functions
  - fleet management and repairs, guarding and transportation of prisoners, etc.
- Implement rigorous program of civilianization of non-police functions
The Review Panel’s Recommendations cont’d.

Towards a Professional Service

• Clarify role of JCF headquarters with respect to the Areas and Divisions
  – improve effectiveness & accountability
• Appoint civilian head of Corporate Services to manage all support and HR issues
• Enhance JCF’s HR unit to professionally manage HR policies and procedures including:
  – Recruiting
  – Training
  – career development
  – Performance
  – Promotion
  – Compensation
  – Rewards
  – Benefits and welfare
• Enhance recruitment programme
  – ensure only those who meet the basic requirements and security clearance are admitted
Towards a Professional Service cont’d

- Major Capital investment in Training Facilities
- Eliminate unnecessary restrictions on recruitment (weight, height, etc.)
- Revitalize Graduate Entry Programme
- Update JCF learning strategy and tactics
- Increase emphasis on implementing an improved supervisory and management development programme
- Increase emphasis on principles of transparency and merit
- Review rank structure
- Capital investment in police stations
- Develop comprehensive IT strategy and rollout ICT infrastructure
The Review Panel’s Recommendations cont’d.

Implementation

- Appoint Implementation Manager to lead transformation
- Establish JCF Transformation Team to support implementation of the recommendations
- Establish Policing Reform Commission/Implementation Oversight Committee to oversee implementation
6. Overseeing the Implementation

- Co-ordination required among the Ministry of National Security, the JCF and a range of other stakeholders

- Tri-partite governance structure established to ensure effective implementation
  - National Security Council (NSC)
  - Ministry of National Security
  - JCF/Oversight Committee
Implementation: Priority Areas

1. Anti-corruption Measures
   – Extraordinary personnel security vetting (*polygraph testing*)
   – Discipline system
   – Secondary Employment/Conflict of Interest policy

2. Redesign of JCF Organizational Structure
   – Civilianization
   – Senior Executive/Senior Management Teams
   – Professional HR Unit
Implementation: Priority Areas

3. Oversight and Accountability
   - Merger of PSC/PCOA
   - Development of 3 year Policing Plan
   - Implementation of Performance Management

4. Recruitment and Training
   - Alignment of recruitment and training programmes with modern community oriented police service
   - Upgrade/expansion of Twickenham Park/Staff College
5. Re-branding and Culture Change

- Improvement to the image of the organization
- Redesigning of symbols and uniforms
- Revision of Oath of Office
7. Progress of Implementation

Recommendations Implemented to date

1. Establishment of Implementation Oversight Committee and Secretariat

2. Establishment of JCF Implementation Team

3. Approval of Personnel Security Vetting Policy

4. Development of Secondary Employment and Conflict of Interest Policy approved by the National Security Council
Progress of Implementation cont’d.

Recommendations Implemented cont’d.

5. Development of Year One Implementation Plan with Budget - approved by the National Security Council

6. JCF Strategic Review Report tabled in Parliament

7. JCF Project Governance Charter developed and forwarded to Implementation Oversight Committee

8. The Commissioner’s Strategic Board has been established
Recommendations in Progress

1. Work on proposal for the merger of the Police Service Commission (PSC) and the Police Civilian Oversight Authority (PCOA) commenced

2. Upgrading of Twickenham Park (JPA) - Cabinet Submission prepared for approval

3. Development of Indicators for performance measures

4. Redesigning of JCF Organizational Structure
Progress of Implementation cont’d.

Recommendations in Progress cont’d.

5. Backlog of 500 Court of Enquiry Disciplinary Cases has so far been reduced to 211

6. 20 retired JCF members have been recruited to serve on 4 Disciplinary Panels to deal with backlog of disciplinary cases

7. Sensitization of JCF managers on the direction of the Ministry of National Security / Government of Jamaica current and future Corporate Planning procedures has begun
Progress of Implementation cont’d.

Recommendations in Progress cont’d.

8. Draft TOR to engage suitable qualified persons to work with the JCF to develop ICT Strategy

9. Ten civilian staff engaged to work with Crime Stop Unit

10. Ten supervisory posts at the Transportation and Repairs centre advertised

11. Broad strategic framework for a communication plan (internal & external) is being developed
Progress of Implementation cont’d.

Recommendations in Progress cont’d.

12. Specific Jobs at the Transportation and Repairs centre identified for outsourcing – tenders prepared and circulated

13. Tutor Constable Programme revised; training commenced; 72 Tutors from 19 geographical Divisions and the Mobile Reserve trained

14. Extraordinary Security Vetting for senior managers began in November 2008 - 10 persons vetted thus far

15. Secretariat in place at the Ministry of National Security and Implementation Oversight Committee established and engaged in the reform process
8. Concluding Comments

Implementation of Recommendations have commenced in the key strategic areas:

- Culture
- Anti Corruption
- Oversight & Accountability
- Leadership & Management
- Towards a Professional Service
Concluding Comments cont’d.

• While progress is being made, concerns exist about:
  – Availability of capital, non-routine and operating resources available for the transformation process for duration of exercise
  – The ability to proceed according to a structure plan in the absence of all the necessary resources being in place
  – The extent to which external expertise will be effectively used in the change management process

• In order to ensure that the implementation progresses at an acceptable rate, the oversight committee is planning to meet more often than mandated

• It is important that we not lose sight of the trends in policing taking place internationally even as we seek to transform the JCF
THANK YOU