



Royal Anguilla Police Force



Policing Strategy 2016-2019



FOREWORD BY HONOURABLE CHIEF MINISTER, VICTOR F. BANKS



All our efforts to improve ourselves and our island could come to naught if we do not have a strong policing organization to protect us. Such an organization must have an effective plan; adequate resources; and the support and confidence of the community it serves.

It is in this context, that I pledge my full support to the 2016 – 2019 Royal Anguilla Police Force (RAPF) Policing Strategy. The RAPF has herein produced a comprehensive document outlining the path to achieving their vision of reducing crime and keeping our country safe.

I am confident that all our citizens, like the Government of Anguilla, will want to carry out their responsibility towards realising that vision. Let us all dig deep to ensure the success of the RAPF in this enterprise.

~ Victor F. Banks, Chief Minister
Government of Anguilla



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FOREWORD BY HER EXCELLENCY THE GOVERNOR, MS CHRISTINA SCOTT

Ensuring the safety and security of its citizens is one of the most fundamental responsibilities of any Government.

In Anguilla, the Royal Anguilla Police Force carries the principle responsibility, on behalf of the Government, to ensure that those who live and work here, and our many visitors, have their freedoms and rights upheld, their property protected, and their safety ensured.

I welcome the vision and ambition in this new Policing Strategy for Anguilla. It sets out what each of us can expect from the police, and how policing will be delivered. It commits also to more detailed deliverables for the year ahead. Whilst the Strategy covers a three-year period, it will be reviewed annually to ensure it remains relevant to current and future priorities.

I congratulate the police for the energy with which they have consulted on and agreed these priorities, and the professionalism with which they will deliver them. Thanks are also due to the many members of the public who have taken the time to engage in the consultations. This is your Police Force, and the Policing Strategy is stronger thanks to input from the community.

We ask and rightly expect a lot of our police officers: upholding the law fairly and firmly, keeping the peace, reassuring and protecting the community, investigating crime, and working with others to bring offenders to justice. I welcome this Strategy as a commitment by the Royal Anguilla Police Force to work consistently towards achieving this vision. Success will require not just determined focus by the police, but support from Government, the public service, businesses and the community.

Together, we can deliver a safe and secure Anguilla.

Christina Scott



Royal Anguilla Police Force

FOREWORD BY COMMISSIONER MORRISON

“You cannot change history in a blink of an eye...”

As the Police Commissioner for the Royal Anguilla Police Force (RAPF), my overriding objective is simple:

I want to ensure that crime falls, so there are fewer victims of crime in Anguilla.



In a world of new technologies, shifting demographics, reforming governments, changing economies and increasing public expectations, it is not a question of whether policing should change but where, how and in what direction it must change. The Policing Strategy expands the policing focus to include my broader ambition in bringing together both the Police and wider partners to cut crime and keep communities safe.

My first months in office have given me some deep insights into the challenges of crime reduction in Anguilla, but I know I still have much to learn.

I have discovered the financial position to be challenging. Making the best use of resources requires the RAPF to be focused on delivering the policing mission through a capable and trained work force that is both efficient and effective in its undertakings. Building this internal resilience is the first step we must take on a journey of change. Exploring new ways of working where we strive to challenge ourselves to do it better, or the same, but with greater efficiency will create capacity to re-invest.

Policing demands are often diverse with very little guidance or policy that enables the RAPF to provide consistency in its approach. We face a real risk that with limited numbers of police officers and staff that unless we can provide that clarity in the operating model for the RAPF, then we are exposing the Country to be more vulnerable to crime.

This vulnerability is magnified when it affects tourism. The Country is heavily reliant on the income generated from tourism, being a destination of choice for many requires the Country to enjoy a reputation as being safe. Although direct crimes against tourists are normally rare; when they do occur, they can have far-reaching consequences.

Delivering Policing in such a way that it builds public trust and confidence is a priority. We cannot reduce crime without the help and support of the law-abiding public. We need to explore ways in which we can deliver better support to victims and witnesses and reach out to the Community to get their views on local problems that can often cause alarm and distress. My promise to everyone who lives and works in Anguilla is that I will work to ensure the Royal Anguilla Police Force operates effectively and efficiently to reduce crime and keep our Country safe to the very best of our abilities.

~ Paul Morrison, QPM MBA
Commissioner for Royal Anguilla Police Force



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1. OVERVIEW AND STRATEGIC OBJECTIVES OF RAPF

This Policing Strategy outlines the Royal Anguilla Police Force (RAPF) ambition in bringing together the Police and wider partners more effectively to reduce crime, improve community safety and to support victims of crime across Anguilla. All this must be achieved whilst the RAPF retains its capability to respond to the full spectrum of public safety incidents that occur daily.

Consultation has involved:

- Three public meetings across Anguilla in November 2015;
- Internal staff events from October to December 2015;
- Broadcasting through radio and other media outlets; and
- Discussion with Ministers and Ministries of the Government of Anguilla.

The Strategy has three high-level objectives for delivery:

1.1 A Royal Anguilla Police Force that officers and staff are proud to serve

- Developing a Police Force which is competent, resilient and capable of keeping pace with change;
- Ensuring the Police Force acts with integrity and accountability;
- Making best use of resources and policing within budget.

1.2 Communities of Anguilla who are proud to support and respect the RAPF

- Demonstrating it is listening to communities by acting on what it hears;
- Acting with fairness;
- Dealing effectively with crime and anti-social behavior.

1.3 Strong Partnerships that maintain Anguilla's reputation as the safest Caribbean Island

- Creating an environment where crime cannot thrive, locally, regionally and internationally;
- Building strong, resilient communities;
- Working together to solve problems.

The Strategy focuses on the delivery of policing services that are matched to meet local needs while balancing wider policing demands, such as reduction of violent gun crimes and murder. The police role also extends beyond addressing crime, with responsibilities as the lead agency for Search and Rescue at sea and Strategic Intelligence sharing.

Building strong partnerships plays a key role, particularly in delivering services and initiatives that help prevent people from becoming involved in crime; intervening when people find themselves engaged in crime; and supporting those who become victims of crime. We will seek to build partnerships to tackle domestic violence, and those cross cutting issues such as alcohol, drugs and re-offending which drive so much crime, including anti-social behavior, violent crime and burglary.

This Strategy also requires organisational changes. Change is not always straightforward and can lead many to feel uncertain. Strong leadership, support and tolerance at all levels are required for success.



2. VALUES AND MISSION FOR THE ROYAL ANGUILLA POLICE FORCE

The Values of the organisation define the organisation. Upholding the RAPF values is fundamental to the delivery of policing.

The values for the RAPF were developed in a workshop held with staff to identify those considered important, discussing their meaning and relevance and then coming to a consensus. It was important that the organisational values were derived by involving all who would have to live them every day and on every occasion. These values are reflected in the RAPF Code of Ethics, which has been developed as a supplement to this Strategy (See Appendix B.)

2.1 Royal Anguilla Police Force Statement of Values: 'C.H.A.I.R'

Customer Service: This is putting the public first and listening. The RAPF will work with the public wherever possible to solve their problems, while effectively dealing with crime and treating all people with dignity and respect. 83% of staff put this value first.

Honesty: This means an uprightness of character or action that imparts trust. Honesty is demonstrated by a refusal to lie, steal, or deceive in any way. By acting with honesty, every member shares an active, vigilant regard for ensuring credibility and public confidence in the RAPF.

Accountability: Accountability must be assumed by every position on every occasion. In order to deliver effective services, all officers must be accountable for their actions and be able to substantiate them as necessary, proportionate, justified and lawful. Many day-to-day policing interactions with the public can be dealt with at first point of contact; the RAPF must move away from referring many routine matters to the Commissioner in order to be effective, responsive and efficient. Officers must be able to act with discretion within the laws and RAPF policies when providing service to the public. With such discretion comes accountability of the officers for every course of action they undertake.

Integrity: Having integrity means doing the right thing in a reliable way all the time, even when on one's own. It is an organisational trait all admire, since it means every member of the RAPF operates with a moral and ethical compass that does not waver. It is knowing the difference between what one has a right to do and what is right to do. This value is reflected in the officers' fairness and judgment the public perceives whenever interacting with the RAPF; it is fundamental to having a Force that Communities are proud to support and respect, a critical element to the success for the RAPF and the Country in keeping Anguilla safe.

Respect for Race and Diversity: The manner by which all members of the RAPF treat people in their personal and occupational lives reflects or denies the truth of their commitment to human dignity and respect for an individual's worth. Thus, what is done in day-to-day relationships is more important than what anyone says will be done. Everyone deserves to be treated in a way that does not compromise their fundamental human rights nor subject them to inhuman or degrading treatment. All must be treated fairly and without prejudice or discrimination based on race, gender or sexual orientation. The Police must uphold the law without fear or favor to any person or group.



2.2 RAPF Mission Statement

“It’s our overall intention to create an environment where law abiding individuals can enjoy their lives in accordance with the constitution. We will pursue those who break the law so that they will be held to account before the courts for their actions. We will promote public safety, enforce the law, investigate incidents, and prevent and detect crime. We will do this by using intelligence to direct our policing skills to tackle criminality and reduce crime working in collaboration with our partners.”

Unrestricted



3. KEEPING ANGUILLA SAFE

3.1 General Overview

- **Status:** British Overseas Territory
- **Area:** 35 sq. miles
- **Population:** About 14,000; this rises throughout the holiday season December to April. At other times in the year, events such as carnival can attract 18,000 to 20,000 visitors for week-long festivities.
- **Capital:** The Valley
- **Language:** English; Spanish is an emerging secondary tongue.
- **Main Religion(s):** Christianity (e.g. Anglican; Methodist, Catholic; Seventh Day)
- **Currency:** Eastern Caribbean Dollar (EC); US dollars accepted interchangeably ($\approx 2.6882:1$)
- **Major Political Parties:** Anguilla United Front (AUF); Anguilla United Movement (AUM); Anguilla Progressive Party (APP).

Anguilla is the most northerly of the Leeward Islands in the Eastern Caribbean. The Island is sixteen miles long and a maximum of three miles wide. It enjoys clear seas and some of the most highly acclaimed beaches in the region. The island itself is predominantly flat and covered with arid scrub. Its climate, proximity to the USA, beaches and reputation as a 'safe' destination attracts many tourists and provides the Country's main source of income.

The Anguilla capital and administrative center is The Valley (population: $\approx 2,000$). Its primary ports of entry are The Clayton J. Lloyd International Airport and Blowing Point Ferry Terminal. The nearest neighboring islands are Saint Martin/Sint Maarten, 11 miles to the south, and the British Virgin Islands located 90 miles to the west.

Anguilla is an internally self-governing UK Overseas Territory with a ministerial system of government. The 1982 Constitution (amended in 1990) provides for a Governor, an Executive Council, and a House of Assembly. The Governor, appointed by HM The Queen, has reserved powers and is responsible for external affairs, offshore finance, defense and internal security, including the Royal Anguilla Police Force. The Police Act section (6) requires, '[the] *Commissioner of Police to be responsible to the Governor for the efficient administration and government of the Force and for the proper expenditure of all public money appropriated for the service thereof.*'

The Executive Council comprises the Ministers of Government and two Ex-officio Members (Attorney General and Deputy Governor). The House of Assembly is comprised of twelve members: Speaker; seven elected Members; two Nominated; and two ex-officio Members. Elections are held at least every five years. The next election is constitutionally due by 2020.

The Chief Minister of Anguilla is the Honorable Mr. Victor Banks (Anguilla United Front), whose party holds a 6-1 majority.

The RAPF has its Headquarters and main operating center in The Valley with two support stations: one at Blowing Point, the main Ferry Terminal and route for persons entering/leaving the Country; and the other at Sandy Ground from where the Marine Unit operates.



Anguilla is an Island and the destination for many seafaring visitors; it has an active fishing community, and a lot of people are often on the water enjoying sports and other recreational activities. By law, the RAPF has responsibilities for coordination and command of Search and Rescue at Sea within the territorial waters of Anguilla (discussed further in subsequent sections).

There are approximately 6,700 vehicles registered on the Island; and although there is no public transport system, local taxis and rental cars and passable to good roads make the Country very accessible from east to west and north to south.

3.2 Summary of Policing Requirements in Anguilla

Although the Country has a relatively low level of overall crime, shootings and murders predominantly by use of firearms have taken place frequently since 2006. The policing model has remained largely static for many years whilst the crime patterns have presented higher levels of risk and harm to the public. Over the duration of this Strategy, a key objective will be to enhance the skills of the Officers of the RAPF to cope with these complex and serious crimes.

With evolving threats from cybercrime, public order and human trafficking, the RAPF must adapt by recognizing that tackling these emerging threats as well as serious crime requires a different approach. The leadership must take responsibility for changing the model and mindset of the Force in order to focus on what is important for the reduction of public harm.

It is also evident from preliminary enquiries with the Ministry of Social Development that there is a significant under-reporting of domestic violence and child sexual abuse. The reluctance of victims to go further than an initial report requires more comprehensive victim support and a determination to proceed where the levels of harm have been serious.

Ultimately, understanding individual district needs is vital to ensuring services are balanced effectively to address the demands of each community. Matching resources to reduce the threat of harm is a priority for the RAPF, and investing to ensure staff competence and capability to carry out these tasks is essential. Investment in training and development is a priority to bring consistency to crime and harm reduction and the long-term efficiency and effectiveness of the RAPF as required by Section (6) of the Police Act.

The Island of Sint Maarten/Saint Martin (Dutch/French) is of strategic importance to Anguilla. The main international flights from the US and elsewhere land primarily at Princess Julianna International Airport. This is the main transit point for tourists and visitors to Anguilla and is served by both bespoke ferry service to the airport and a regular ferry service from Marigot on the French side, all operating to/from Blowing Point. However, there is also an illegal flow of boat traffic to/from Saint Martin used by criminals to import firearms/ammunition and other contraband. The porous nature of the coast makes these illegal routes challenging to police by the RAPF, Customs and Immigration. This requires all three agencies to work together more effectively in sharing of intelligence and engaging in joint operations or initiatives.



4. RAPF ROLES AND RESPONSIBILITIES

4.1 Royal Anguilla Police Force

The Royal Anguilla Police Force is the principal Law Enforcement Agency established on 28th January 1972. The prefix Royal (RAPF) was added in 1986.

The RAPF is established under the provisions of the Anguilla Police Act with the primary role as described by Section 3 (2):

‘The Force 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, after consultation with the Executive Council, to issue arms and ammunition to the Force, and for any member thereof to carry and use them for lawful purposes.’

The RAPF is therefore responsible for law enforcement in Anguilla. Whilst the Commissioner and the Force report to the Governor and work closely with Ministers through Executive Council, the Commissioner of Police has operational independence with respect to how the resources of the RAPF are deployed, and autonomy in decisions about starting or stopping any investigation

4.2 Tackling Serious Crime

Investigating murder and serious crimes takes trained, competent officers who have to work with a number of other specialists in order to identify suspects and bring them to justice. The new way of tackling such crimes is through the formation of the Major Crime Unit (MCU; February 2016). This Unit has been relieved of all the other tasks and distractions, such as licensing of restaurants and premises checks on behalf of other Government departments. Thus, detective officers have been concentrating on investigating serious crimes, including cold case reviews. This new approach has already proven effective with the charging of a person in connection with a murder in April 2015, three attempted murders in December 2015, and other serious crimes in early 2016.

Acting Detective Inspector Yearwood, the current head of MCU, described this role, as follows:

“We are committed to the continual pursuit of the truth in each crime we investigate, making full use of skilled interviewing, forensic techniques, intelligence gathering, creative thinking and teamwork in a united effort to achieve justice for the victim and their family.”

Serious crimes are considered as:

- Murder/Attempted murder (firearm related or otherwise);
- Robberies (involving firearms);
- Serious Sexual Assaults and Stranger Rape- (Safeguarding Investigation Unit [SIU]);
- Child exploitation (SIU);
- Conspiracy;



- High-risk Missing Person(s) (those where there is a threat to life; vulnerability by reason of age or mental state; or missing in suspicious circumstances giving rise to concern for their wellbeing);
- Hit and Run Vehicle collisions (in which death or serious injury occurs);
- Illegal Drugs (Possession with intent to supply illegal drugs);
- Illegal Firearms (the disruption and conviction of those who supply/distribute/handle illegal firearms in Anguilla);
- Kidnapping; and
- Financial crimes, such as money laundering and terrorist financing.

The effectiveness of the police response to these crime types is likely to have a significant impact on the confidence of the victim, their family and/or the community. Where the RAPF does not investigate these crimes effectively, it risks losing the public support that is essential to reducing crime overall and keeping people safe in Anguilla.

Specialized sections within the unit include: Scene of Crime services; intelligence support from the Criminal Intelligence Unit (CIU); Financial Investigation Unit (FIU); Safeguarding Investigation Unit (SIU); and victim, family support through the Family Liaison Officers (FLO).

The management of indictable offences (murder) and other complex crimes is set out with the Joint Memorandum of Understanding between the RAPF and the Attorney General's Chambers, agreed in 2015 and updated in 2016.

Scene of Crime officer examining the scene of a shooting of a 20 year-old man in Blowing Point on 11/12/2015.



4.3 Reducing All Crime

Whilst the Major Crime Unit focus is on crimes where there is significant harm or a very high likelihood of significant harm to persons, there are other crimes that occur more frequently but can also devastate families and communities if not prevented or detected. The Force has provided a dedicated number of detectives to deal with these other signal crimes. This unit is referred to as the Volume Crime Unit (VCU).

Detective Inspector Emris Rogers, the current head of VCU, described this role, as follows:



“Delivering quality service with a high degree of honesty and integrity.”

The main volume crimes are considered as:

- Burglary / Attempted Burglary
- Theft / Possession of stolen goods
- Criminal trespass
- Assaults / wounding
- Criminal damage

Burglary and theft continues to be major concern, combine they are responsible for about 60% of all recorded crimes. These crime types are likely to have a significant impact on the community at large (burglary 22%, theft 36% where n = 671 [2015]).

The model of crime investigation allows for both the MCU and VCU to combine whenever required in order that immediate fast track actions arising out of serious investigation can be managed more efficiently. Once this initial response phase has been completed the Units return to their core roles and the MCU continues with the investigation. This more focused approach will serve to improve the investigative response overall.

4.4 Crime Scene Services

Crime scene services is comprised of members from the scene of crime unit, who are trained to locate, identify, document and collect physical forensic evidence associated with the scene of a crime. Crime scene services are frequently called to assist in the reconstruction of critical events to bring an investigation to its logical conclusion. This function is under the leadership of the Detective Inspector of the Major Crime Unit (MCU).

Cyber-crime presents additional threats to Anguilla, and any nation with universal access to the Internet is within the reach of international criminal enterprises. Child exploitation through the Internet has also been documented in Anguilla. It is a priority of the RAPF over the course of this Policing Strategy to develop a ‘Digital Forensic’ capability. By collaborating with resident technical experts in Anguilla, the RAPF will be able to seize opportunities to build upon readily accessible skills for the safety of Anguilla. This addresses the strategic objective of ***‘Developing a Police Force which is competent, resilient and capable of keeping pace with change’***.

4.5 Intelligence Led Policing

The Crime Intelligence Unit (CIU) is responsible for the collation and analysis of all forms of information and intelligence. However, it is the duty of all officers of the RAPF to gather intelligence and submit their reports to the CIU. The CIU builds intelligence products on people, places, crime types and linked crimes. These profiles form the basis of target packages that can be undertaken by the RAPF to prevent, disrupt and detect criminal activity. The ethos of the RAPF is intelligence-led policing (ILP) a policing model built around the assessment and management of risk. Intelligence officers serve as guides to operations, rather than operations guiding intelligence.

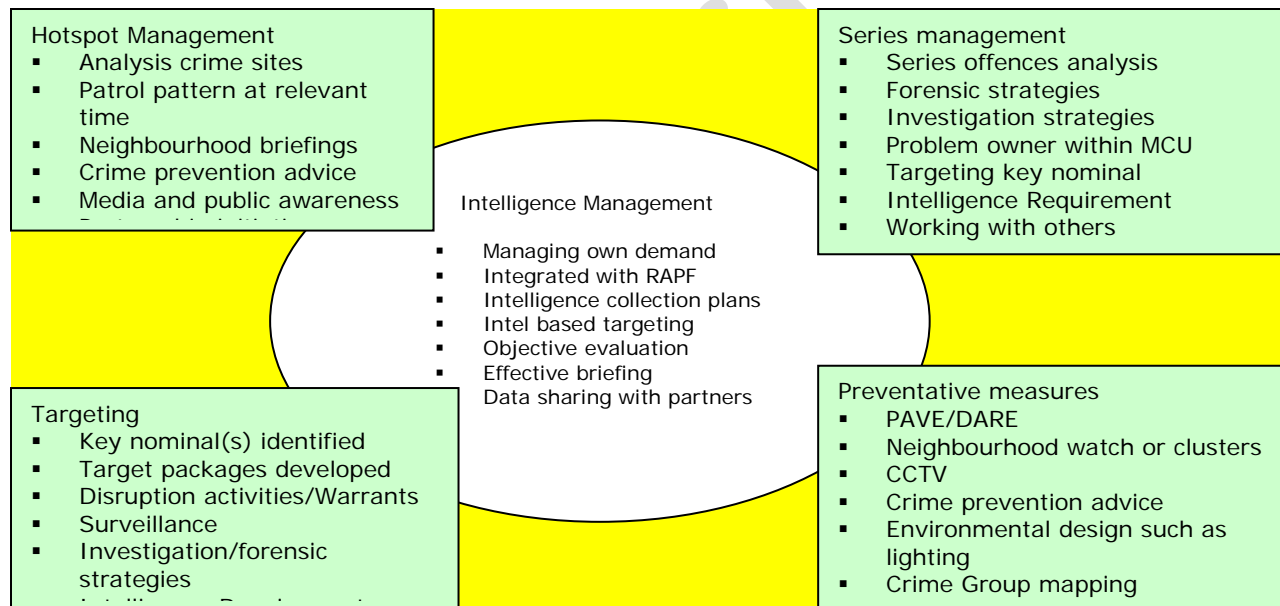


This work incorporates the new role of Prison Liaison intelligence, the RAPF links to the capability of other Government agencies, as well as overseas bodies including Interpol, and US intelligence agencies. Building profiles on persons, locations (hotspots), trends and serial ('series') crime gives the RAPF insights into crime threats and helps identify individual(s) for whom there is a reasonable suspicion to be involved in criminal activities.

The public has an important role in the reduction, prevention and detection of crime. Without the help of the public in providing information, the Police cannot be effective. The RAPF is working to establish a number of lines of communication with the public for the two-way flow of information, including expanding the use of the existing confidential reporting line and a secure "tips" website.

The RAPF recognizes that the proper management and use of intelligence is a key resource for the Force and must be protected. Any breach in the way intelligence is handled would undermine public trust and confidence as a direct subversion of both the RAPF Values and Code of Ethics. Any such breach must be dealt with in sternest way possible within the Policing Act and Criminal Code.

The relationship between the Police and Prison service is set out in a new Memorandum of Understanding agreed in 2016.



The Intelligence Led Policing Model applied to the CIU

4.6 Safeguarding Vulnerable People

Certain groups in our community require special policing requirements because they may be more vulnerable to abuse and exploitation. These groups include children, the elderly, those with mental and physical disabilities, and victims of human trafficking.



Children and young people can be vulnerable to a wide range of criminal harms. From being attracted into gangs and illegal firearm use, to being exploited or physically abused in troubled family environments. Child exploitation is broad and covers acts of using a child for profit, labor, sexual gratification, or some other personal or financial advantage.

Child protection is set out within the Government of Anguilla's Joint Protocol¹ relating to these matters. The investigation into sexual offences and child exploitation requires very skilled and trained investigators. Many victims are young, and in some cases, so are the alleged offenders. Care must be taken to reduce the trauma they have already suffered, so they can continue and rebuild their lives. The RAPF must ensure that these reports are handled in a manner that will provide sensitivity and meet the victim's needs, while following proper police procedures relative to crime scene investigation, evidence collection and documentation.

Child exploitation is devastating for victims (survivors) and their families. In March 2016, different Agencies of the Government of Anguilla set up the Anguilla Child Safeguarding Board. This is Co-Chaired by the Commissioner of Police and the Permanent Secretary for Social Development. The Board has the responsibility to manage cases, and coordinate the Government agencies, community and family members who have a role in ensuring that victims are protected, supported and given every opportunity to recover a normal life. Preliminary findings from the Child Safeguarding Board show there is an urgent need to address the legislation and support to survivors of abuse to prevent these cases from being hidden. It is well known that where the responsible authorities act together and the child is removed from the abuse/abuser(s) that the child's quality of life and potential for attainment greatly increases.

Protecting vulnerable people from harm goes beyond children to include the elderly, those with mental and physical disabilities, and victims of human trafficking; these are all groups with special policing requirements. Dealing with these victims, or responding to calls where they are involved, holds every member of the RAPF accountable for taking the time to demonstrate the value of respect in light of any victim's added vulnerabilities, seeking to dignify their concerns in an empathetic and caring way such that all each is fully engaged and supported beyond immediate police procedures. This will require awareness training and supervisory oversight of such cases to ensure that core values are demonstrated, especially: *Customer Service, Accountability, Respect for Race and Diversity*.

4.7 Victim Support and Family Liaison Officers (FLO)

Beginning in December 2015, four trained officers have been providing extra support to victims and their families following acts of serious crime. Their role is to create a two-way flow of information between impacted/bereaved families and the MCU. They help support the family through the police investigation, answer question and gather important information about the victim. The cases in which they have been deployed have included: murder, witness protection, rape and attempted murder. Feedback from families has been overwhelmingly positive. This development was part of the commitment to improve victim and witness support for Anguilla.

¹ <http://www.gov.ai/documents/MSD%20-%20Interagency%20Child%20Protection%20Protocol%202015.pdf>



Extract from email to RAPF from family of murder victim.

'Thanks for the responses. Holas has been excellent. He has been of great inspiration and hope to our family. It was a very good idea to implement the liaison officers; families really need that extra comfort at such difficult times. He did reach out to mom today regarding the ____.

Thanks again and all the best. _____'

4.8 Responding to Calls from the Public

With limited resources, the response to calls for assistance from the public need to be risk assessed, and those which pose the greater risks of harm need to be prioritized. In order to provide clarity of this approach, calls will be graded by the RAPF with attendance or performance times to manage public expectations of the service. Call grading helps the Police in allocating resources appropriately. It should be noted that in any report of an occurrence in which firearms have been used or are suspected to be present, some of the attending officers will carry Police issued firearms in accordance with policy.

Grade 1: Emergency Response (attendance normally within 15 minutes)

An emergency call encompasses circumstances where an incident is reported to the police that is taking place and in which there is, or is likely to be risk of:

- Danger to life;
- Use, or immediate threat of use, of violence;
- Serious injury to a person and/or,
- Serious damage to property (including personal attack/alarm activations).

Where the call relates to an allegation of criminal conduct, it will be dealt with as an emergency if:

- The crime is, or is likely to be serious, and in progress;
- An offender has just been disturbed at the scene;
- An offender has been detained and poses, or is likely to pose, a risk to other people;
- A witness or other evidence is likely to be lost.

Where the call relates to a traffic collision, it will be dealt with as an emergency if:

- It involves, or is likely to involve, serious personal injury;
- The road is blocked or there is a dangerous or excessive build-up of traffic.

Where the above circumstances do not apply, a call will still be classified as an emergency if:

The circumstances are such that the RAPF Station Orderly has strong and objective reasons for believing that the incident should be classified as an emergency (for example, a call to a serious crime scene, sudden death report).



Grade 2: Standard Response Call (attendance normally within 30-60 minutes)

This describes a response in which there is a lesser degree of importance or urgency associated with initial police action. These typically arise in the circumstances where:

- Response time is not critical in apprehending offenders;
- The report is of a past crime event (one not in progress);
- A traffic collision has resulted in only minor injuries and/or minor obstruction;
- The risk of harm to persons is considered low;
- There has been minor damage to property.

Grade 3: Resolution without Deployment

This describes a response in which there is a lesser degree of importance or urgency associated with initial police action and/or if another resource/approach is better suited to address the situation. These typically arise in the circumstances where:

- A better quality of initial police action can be taken if it is dealt with by either a pre-arranged police response or by other appropriate resource or attendance at police premises;
- The caller needs advice or the involvement of another or more appropriate agency or service;
- The caller is a member of staff carrying out an activity that requires the creation of an Incident log but not one that requires further unit deployment; in other words, where the staff members have effectively assigned themselves.

Call attendance is initially undertaken by officers of Beat and Patrol; however, in Grade 1 calls involving serious crime, the initial response is supplemented by officers from MCU, VCU, Scenes of Crime and other assets as may be required.

4.9 Search and Rescue (SAR) and Marine Patrol

The RAPF has a small Marine Unit that operates from the Sandy Ground outstation. Its primary policing duties are in patrolling the remote Cays that lie off the shores of Anguilla to detect and prevent them from being used for trans-shipment points for storage and/or onward supply of contraband. The unit also bears a significant responsibility for the coordination at sea of Search and Rescue (SAR) and the safety and security of the public during many public events that take place at sea throughout the year. In fact, diverse and economically critical aspects of the boating community are all vulnerable to unexpected situations by definition. These include widespread fishing activities spanning vast territorial waters; ongoing public ferry transportation; many other pleasure and tourist charter vessels; sail boat clubs and frequent races; diving and snorkelling and other water sports activities; and a growing number of mega yachts sailing in Anguillian waters.

Given this scope, Search and Rescue responsibilities present a significant challenge. Between Blowing Point, Marigot and the Airport dock, public ferries and private charters run throughout daylight hours and a few at night. Yet other tour boats continue on to Prickly Pear, Sandy Island and several other beach properties along the north shore, bringing thousands of day trippers to Anguilla throughout the



year. At any one time, more than one hundred vessels may be legally traversing Anguillian waters. This presents a potentially complex logistics challenge for any rescue unit. The Government ambition to run late night ferries requires Anguilla to have adequate SAR capability readily available; although Dutch and French coast guard assets can be called upon in an emergency. The RAPF and other interested agencies are working with the Government to address this issue.

The model for SAR was tested in December 2015 when four fishermen got into trouble in the waters around Prickly Pear. During this incident, two of the fishermen lost their lives; and the SAR operations witnessed the loss of the Fisheries vessel and the endangerment of its mixed crew of Fisheries staff and police.

Following a structured de-brief, it has been agreed in principal that the SAR capability for Anguilla should reflect the reality. In nearly all events, the first vessels on the scene are local fishing vessels and their crews. The RAPF can best assume the lead role in the major incident planning for such events by:

- Identifying and accrediting at least seven local fishing vessels and their captains/crew as being part of the response plan;
- Training and equipping these as well as the official vessels from Police, Customs, and Fisheries with dual-frequency VHF radios;
- Training all persons who may be involved in scene management and situation reporting;
- Adopting the principle that the first accredited vessel on scene is in command until duly relieved;
- Ensuring that there are uniform safety standards across all AXA vessels.

4.10 Road Policing

The purpose of good road policing is to try and influence positive changes in driver behavior leading to improved compliance with road traffic legislation and fewer incidents in which person are killed or injured when using the roads.

All officers have the authority to stop drivers of vehicles on the road and enforce aspects of road traffic legalisation. The objectives of the Road Policing strategy are to:

- Reduce the numbers of persons injured or killed on the roads;
- Disrupt criminal use of the roads;
- Provide a patrolling presence to positively influence driver behavior and compliance.

The RAPF has a small number of specially trained officers within its Traffic Unit. They are responsible for leading road safety initiatives, establishing driver standards, and investigating serious injury and fatal crashes. The Inspector in charge of this portfolio is the lead officer for the RAPF on matters relating to legislation and is the Senior Responsible officer for the investigation of any serious/fatal crash on the road, including identifying and making recommendations to prevent a similar reoccurrence.

2015 Anguilla Vehicle Accident Statistics

<i>Minor: 292</i>	<i>Serious: 70</i>	<i>Fatal: 0</i>
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4.11 Prosecution and Case Files

In order to provide justice for victims, it is not enough for the Police to merely charge person(s) with alleged offences. The Police must prepare cases often in conjunction with the Attorney General's Chambers, so there is a realistic opportunity to convict based on evidence. Essential to any successful prosecution is therefore preparation of case files to a consistently high standard such that the points to prove in a case are properly and fully presented. The Police must also act ethically and with integrity to ensure that all relevant evidence is presented and disclosed even if that may risk a given position in making its case. Weekly Case Management meetings led by the Inspector of Prosecutions will be required to identify and address potential issues in a timely and consistent manner.

The Prosecution Unit consists of trained prosecutors and officers with specific Court duties. In order to consistently deliver to higher standards in case file preparation, further assessments and additional training will be necessary for the RAPF in the near term. Supervisory officers must achieve specific proficiency levels in order to approve and guide their officers in what constitutes a 'good' file. Good must be defined, and all must be supported in undertaking their duties and giving guidance to their teams. Qualitative assessment will be a performance target for the Prosecution Team and Detective Inspector (MCU), also the strategic lead for crime prosecution.

4.12 Financial Intelligence and Investigation Unit(s)

Tackling financial crimes is essential for the effective support of the Anguilla economy, and to protect her international reputation as a safe place to do business. The Financial Intelligence Unit of Anguilla (FIU) was established under the Proceeds of Crime Act, P098. The FIU is a standalone unit and is the central body responsible for the receipt, analysis and dissemination of information pertaining to the suspicion of criminal proceeds that have been derived from money laundering, terrorist financing, the proliferation of weapons of mass destruction and other financial crimes.

The relationship between FIU and the Royal Anguilla Police Force is captured in a Memorandum of Understanding (MOU) between the Money Laundering Reporting Authority (MLRA) and the Commissioner of the Royal Anguilla Police Force (RAPF) which was signed on 24th February 2014. This MOU sets out the agreement and the policies made in respect of the establishment and management of the FIU, including the National Policy and Procedure document for maintaining the independence of the FIU. The FIU continues to function as a hybrid unit combining the Administrative and Law Enforcement model.

The Financial Crimes Investment Unit (FCIU) is a sub-unit within the FIU, with its core function being the investigation of financial crimes with primary focus being toward money laundering, public corruption, terrorist financing the proliferation of weapons of mass destruction. The FCIU also conducts investigations in relation to letters of requests from foreign jurisdictions, allegations of corruption, fraud and any other serious financial crimes referred to the RAPF.



4.13 Staff and Human Resource Management

Not all RAPF roles require officers who have warranted powers. The Force must be able to recruit and retain civilian support staff so that it is better able to manage its work. For example, Scenes of Crime, financial, digital forensics, secretarial and administrative support do not require police powers and authority. These are typically best managed by staff with specific skills and training for such roles.

It is important for all members of the RAPF to recognise the contributions of staff that support the delivery of policing as equal and as vital as those made by front line officers. Without them, front line officers would be diverted by administrative and specialised duties that would prevent primary policing services from being delivered effectively and efficiently – and likewise risk diminished quality of such support roles and duties.

The implementation of this Strategy introduces the key function of human resource (HR) management. Due to budgetary requirements, this must be a combined post for a Financial and Human Resource Manager, which will be complemented by the role of a new Inspector, Training and Policy. This combined role will enable the RAPF to introduce improved policies and procedures to address critical issues, including sick leave, attendance, workplace civility standards, rewards and performance management – thus, establishing more consistent oversight of both human and financial resources. The post will also help bring greater consistency to staff hiring, terms and conditions.



5. RAPF RESOURCE MANAGEMENT

5.1 Overview of Resources

Making best use of the finite resources of the RAPF is a priority for the Force. Increasing policing effectiveness and efficiency requires the Force to optimize performance in regard to each of the following:

1. **Objectives:** Ensure every member of staff is briefed and directed towards Force priorities and objectives;
2. **Scheduling:** Have a duty pattern that puts officers on duty at peak times;
3. **Focus:** Reduce distractions into/from non-core activities;
4. **Attendance:** Achieve clear attendance standards;
5. **Critical Judgement:** Have confidence in assessing threat, risk and harm;
6. **Evidence:** Make best use of forensic opportunities;
7. **Intelligence:** Make best use of intelligence.

<i>Police Officers as of 31/3/16</i>	<i>108 (establishment 120)</i>
<i>Special Constables</i>	<i>8</i>
<i>Support Staff</i>	<i>4</i>
<i>Vehicle Fleet</i>	<i>18</i>
<i>Total Budget</i>	<i>\$11, 649,147.00 (2016)</i>

The RAPF has its Headquarters and main operating center in The Valley with two support stations: one at Blowing Point (the main Ferry Terminal and route for persons entering/leaving the country); and the other at Sandy Ground (from where the Marine Unit operates).

5.2 Attendance and Continuity of RAPF Services

For the RAPF to achieve its mission and demonstrate its shared values, every officer and staff member must be present and ready for service at all times. A consistent level of teamwork and commitment to healthy habits both at work and during personal hours is essential in order to minimise lost days due to illness. Absence from duty places a strain on any organisation, as the work burdens other colleagues; however, far more damaging risks are posed by absenteeism for the RAPF with regard to its mission (e.g., lost or stalled lines of enquiry impacting the ability to support and protect victims; falling short of needed patrol force to prevent crime; and/or ensure public safety – core aspects of the RAPF mission).

With respect to the RAPF Values: To deliver on Customer Service and the shared commitment to Integrity, every member of the organisation likewise deserves the Accountability, Honesty, Respect and Dignity underpinning the assurance to one another that sick time is never taken without full consideration of the impact on the rest of the RAPF; and it is taken only when the officer is truly unable to perform his or her duties due to such illness, the direction of a physician, and/or due to injury, exceptional contagion, etc.

Whilst it is recognised that policing places officers in harm's way on occasion, a proper and consistent approach to managing sick time will provide:

1. Appropriate support to those who are sick;



2. Fairness and consistency in the application of the Police Act/Regulations;
3. Fair and consistent management intervention where absence is identified as warranting further investigation;
4. Assurance to the taxpaying public that the RAPF is delivering value in serving the community.

During 2015, an average 7.12% of the workforce was lost per month to sick time. If annual leave and rest days are included, that means up to 20% of the workforce would be unavailable throughout the year.

Once the Human Resources management function is established, one of the first priorities will be to work with the Inspector, Training and Policy, to design and implement an effective attendance policy. This will provide the clarity needed for all officers and help those in managerial positions to discharge their corporate responsibilities fairly and effectively.

5.3 Realignment of Non-Core Duties

It is the responsibility of all officers, but especially the Senior Management Team, to work to maximise the number of resources available for deployment by the RAPF. Identification and collaboration to realign non-essential duties will increase front line hours.

One case in point was the taxi and driver licensing responsibilities of the RAPF. On average, about 50 hours per week were being spent carrying out these duties with a number of officers engaged in administrative functions while delivering sub-optimal customer service. The public had to move between two Government Departments when licensing, and the rules put the Commissioner into conflict as both a licensing and an appeal authority. By working with the Government Minister and the Permanent Secretary, these duties have been realigned to a Government Department that can ultimately provide a more efficient service to the public. This will improve customer service and return over 1,500 annual hours to front line Policing resources.

5.4 Event Management

Anguilla has a vast number of public space and private events that historically have demanded a policing presence. However, the respective roles of the police and the responsibilities of organisers require further clarification. Some of the current tensions with public events policing include:

- Expectations that police will be present to carry out non-police or unnecessary policing roles;
- Failure to develop/document agreed safety plan;
- Failure to involve the Police or other statutory bodies in the event planning process;
- Failure to conduct a risk assessment with respect to the event size and its impact on the members of the community who are not participating in the event;
- Short or no notice of an event being given to police.

Events are the primary responsibility of the organisers, and they should provide sufficient stewards and marshals to ensure the safety of those attending or participating. Organisers should have a safety plan that considers the potential emergencies that could arise during their event. If the organizers believe there are risks associated with crime/disorder associated with their event, the police need to be consulted



at the earliest opportunity to make possible adjustments so as to prevent or minimise the perceived risks. Following a planning consultation, the Police may assist if the event poses a risk of crime/disorder or if the use of police powers may be required to facilitate the event. For example, an event that requires traffic direction at a junction controlled by traffic lights may require police powers to stop and direct traffic.

The RAPF will always consider costs and cost recovery for Policing planned public events, depending on the following factors:

- Purpose of event; and
- Whether it will raise revenues either by an entrance fee for participants, sponsorship intended to engage spectators, or franchising to commercial enterprises.

It is important to note that the police have a general duty to prevent/reduce crime that can be associated with a police presence. Police numbers are finite and are not sufficient to have officers in every village on a 24/7 basis. Therefore, where any routine policing presence needs to be enhanced above that which would normally be associated with that location, this is considered additionality. This additionality must be assessed for cost, as by supplying additional staff in one area reduces the ability to perform more general duties elsewhere.

The police should not adopt roles because of a shortfall in marshalling. These are the responsibility of the event organisers at all times.

Event organisers should consult at a very early stage with the police to ensure that marshalling is sufficient. If any buildings are being used then the Fire Service should also be consulted on a building risk assessment to inform organisers of their responsibilities for evacuation and fire control/alarm and any subsequent marshalling /stewarding requirements.

Early consultation with the right organisations is the essential consideration.

Any event that raises revenue would be assessed:

1. If predominately community based and revenue is to cover the event hosting costs, then a minimum or no charge would be required (as the benefits of the event are supported on behalf of the greater community).
2. If revenue is generated for a specific enterprise or entity, then costs for policing would be applicable and agreed in advance. A written agreement needs to be in place and co-signed to acknowledge a clear obligation to meet the agreed policing costs. Fees would be levied on a sliding scale from 0% up to 100% cost recovery dependent on the revenue being generated and the degree of commercial involvement in its hosting/attendance. The more commercial an event the more likely 100% cost recovery will be applied.

In terms of cost recovery, a service charge would be applicable for the overhead of cars, fuel, and administration, rather than at flat rates per hours worked. A general guide would be EC\$30 per hour per officer being deployed.

The Force will publish an Events Policy to address these ongoing activities and provide greater clarity for both the RAPF and the organisers throughout the community.



6. RAPF COMMUNICATIONS

6.1 Scope

Communication is the foundation for every aspect of organisational performance and results. The RAPF must effectively communicate both internally and externally to achieving its objectives. Communications must also encompass information judged as relevant, lawful, justified, necessary and proportionate so as to prevent, detect and reduce crime.

Externally, the RAPF must be able to identify the ways in which people want to receive and to provide information to the police. The RAPF must therefore develop different channels that can be used to effectively reach as many people as possible.

Internal communications can involve staff workshops, Commissioner lectures, briefings, and scheduled performance meetings to communicate consistently across the Force. All command officers are responsible for briefing their staff regularly, including vital linkages to the vision, strategic direction and mission of the Force. Uniform messaging is expected to ensure clarity and alignment.

6.2 Social Media and Public Relations

The main external communications channel for the RAPF is currently its Facebook page. The RAPF is using this medium to post stories of interest and publish names of those arrested for crimes within the policy of the RAPF for such disclosures. This channel is best suited for sharing information from the Force; however, it has been far less effective when seeking to gather input from the public on policy and guidance.

Members of the media are contacted frequently with updates from the RAPF. These are also used to inform the public on wider, strategic initiatives. Key stakeholder groups, including the Anguilla Hotel and Tourism Association (AHTA) and the Anguilla Chamber of Commerce and Industry (ACOCI) are also included with the media with respect to RAPF communications and help ensure immediate distribution to the members of both – which comprise the majority of businesses across the community. The RAPF calls press conferences as a method to facilitate this process, as needed.

The Force also has access to local radio shows and, when appropriate, attends talk shows and programs. This medium allows the public to listen to views being expressed and in many cases to ‘phone in’ and question the senior officers about actions or decisions of the RAPF.

6.3 Confidential and Anonymous Reporting

In a small community there are instances in which members of the public may refrain from providing vital information to the police due to the fear of disclosure and identification. Before adoption of the RAPF’s anonymous reporting phone line and email reporting system, many avoided calling the police from the fear of their voice being recognised by a relative or friend answering the police phone. In keeping with the strategy of employing proven technology, the public can now submit observations of unusual activities and a full spectrum of intelligence to the police via a secure and confidential server



located in the USA (and not accessible by any members of the Government IT, who may be known to many members of the public). A universal reporting form is accessible 24 hours a day, 7 days a week and is monitored daily by the Intelligence team with secure access only to the input, not the source of such reports at www.gov.ai/911

6.4 Expanded Electronic Access

While Facebook and the confidential reporting site have proven valuable in varying degrees, developing a strategically integrated web presence will act as a window into the organisation for the public and become a resource for the news media and community stakeholders. This will allow the RAPF to post policies and material to inform the public and to provide a forum for consultation, ultimately enhancing accountability for the organisation. It would also enable greater Customer Service by allowing forms often used by the public to be accessed, completed and submitted online, saving the public valuable time – and the RAPF administrative resources – by eliminating the need to come to the station to fill them out and handle them.

6.5 Contacting the RAPF

The following table summarises the various portals for public access to the RAPF:

<i>Emergency Services</i>	<i>911</i>
<i>Main Switch Board</i>	<i>479-2333</i>
<i>Blowing Point</i>	<i>497-6533</i>
<i>Sandy Ground</i>	<i>497-2354</i>
<i>Address</i>	<i>RAPF Police Headquarters Parliament Drive PO Box 60 The Valley AI2640 Anguilla</i>
<i>Confidential Reporting Site</i>	<i><u>www.gov.ai/911</u></i>
<i>Facebook</i>	<i>Royal Anguilla Police Force</i>
<i>Email</i>	<i><u>AXA911@yahoo.com</u></i>



7. RAPF STRATEGIES

7.1 Training, Policy and Development

There has been a significant investment over many years into training with many officers in key posts exposed to such training. However, there is less evidence of the training benefits being realised by the RAPF. This manifests itself in the absence of policy or guidance and little reference material within the Force to help instruct and inform others to pursue broader benefits from such training.

Training is an expensive investment and one that needs to be properly assessed. Training must be linked to the requirements of the Force and not just undertaken without a clear vision of implementation to improve the RAPF and the services it provides to the public. The starting point should always be a training needs assessment of what skills and competencies the Force requires to carry out its general duties; what it may need to deal with a future threat or operational requirement; and what it needs in order to develop staff and its future leaders.

Not all areas of skills development, however, require training; there are other ways to impart learning/instruction, e.g. mentoring, coaching, online/self-directed programs, policy and guidance. As an example, in order to improve the overall capability of the Force to deal with crime related matters, an attachment program will be conducted so that every officer works with the Major Crime Unit for a month in rotation. Over time, all officers shall experience crime investigation at the highest level.

Over many years, RAPF training has largely been un-coordinated. No matter how unintended, this has rendered the Force vulnerable to non-compliance and inconsistency in the competency standards expected.

The Commissioner has therefore approached Government and been supported in introducing the post of Inspector, Training and Policy. Working with the Financial and Human Resource Manager, this post holder will be responsible for the training needs analysis and the administration of the training program for officers/staff. This will ensure that any training that the Force undertakes has both purpose and will add value to the services the Force is required to deliver.

The development of policies with compliance and proficiency standards needs to be addressed as a priority. Such policies will help to direct officers and staff in areas of complexity or risk so that there is consistency in the approach and decision making which protects both the organization and the individual. The post holder will be responsible for working across the RAPF in prioritizing, drafting, refining and adopting policies that can be readily accessed by officers and staff so that all are supported in their respective duties. As any quality process requires a reasonable timeframe, an initial assessment will be conducted so as to prioritise policy development according to the risks facing the organisation and officers/staff.

7.2 Recruitment

In 2016 13 new RAPF recruits trained at the Barbados Regional Training Centre. These are the first recruits since 2013. Upon implementation of this Strategy, the RAPF will begin to recruit yearly so as



to achieve greater consistency in resource numbers. Successful selection is an imperative, as those employed may serve for up to 30 years or more. This will be a priority for the Financial and Human Resource Manager to take the lead in reviewing and refining the selection procedure to help ensure the best fit and the best people for the RAPF. In turn, the Inspector, Training and Policy, will be charged with development of an effective orientation programme. This will facilitate the new officers' integration into the Force with the necessary support and guidance to build their policing skills and uphold the values of the RAPF on every occasion as the future leaders of the RAPF. Thereafter, the attachments system will expose them to different aspects of policing, and from that they can later seek to specialise. The new recruits, and the RAPF, shall benefit in the short and long term from ensuring such a firm foundation for their careers.

7.3 Resource Allocation by Threat Level

Police resources will always be prioritised according to threat and harm. There is very little flexibility in providing operational policing by use of paid overtime, and police numbers are fixed. Where there are competing demands, resources will be allocated from across the Force to manage the risks of harm whilst working to maintain service delivery. However, this may mean that at some points in time services are suspended or reduced in some areas. For example, when the RAPF was protecting two witnesses simultaneously investigating a murder and two shootings, staff from Traffic, Marine and DARE (the RAPF's Drug Abuse Resistance Education Programme) were reassigned temporarily. These demands also impacted on fixed duties for the courts and judiciary. However, the obligations under the constitution and Police Act require the RAPF to make choices that cannot satisfy all, all of the time.

The RAPF will work with the Judiciary and Court Officials to explore how court procedures might be adapted to minimise the amount of time that officers have to wait in court before giving evidence, so as to maximise the use of their time whilst ensuring the Court receives the evidence required in a professional way. For example, the RAPF will explore whether a system of "on call" might be introduced, given the proximity between the Court House and the RAPF station, which would allow police officers to continue to work in the station until shortly before they are required in Court.

7.4 Witness Support and Management

Over time, intimidation has resulted in a reluctance of witnesses to come forward and those that do, not being prepared to commit to the whole process, often withdrawing before Court proceedings. Intimidation has gone so far as shooting witnesses, as well as threats of harm. In order to tackle serious crime the RAPF intends to work with Government Ministers and other agencies of Government in order to work towards the objective of:

- Identifying and conducting early threat assessments on vulnerable witnesses;
- Introducing a funded Witness Protection program supported by statute;
- Reducing the burden on witness testimony in isolation through reliable forensic or Police evidence;
- Providing the option of video link to enable intimidated witnesses in fear or distress from physically having to be in Court (in balance with the constitutional rights of an accused person to a fair trial).

It follows that the RAPF has asked that the Witness Protection Bill drafted in 2009 to be put before the House of Assembly for assent. Despite the need for guidance to support the legislation, the first video



link trial was conducted during March 2016. The RAPF carried out protective duties to ensure the security and wellbeing of two witnesses from December 2015 through March 2016. These measures require that the RAPF to be better equipped and those budgetary arrangements be considered moving forward. Many of these measures require Governmental support and reach out to the states responsibility to protect its citizens.

7.5 Community Policing

Community policing is, in essence, collaboration between the police and the public in the community that identifies and solves community problems. With rapidly evolving social media and communications technology and a constant reality of shared families and close affiliation in a small island nation, the police are not the sole guardians of law and order; all members of the community become active allies in the effort to enhance the safety and quality of neighborhoods (villages/districts).

Building relationships with the public is the key to successful community policing. Implementation of this Strategy will include assignment of a Sergeant from Beat and Patrol as the lead officer in each district. The allocation of districts will be done on the population density of the districts; thus, some will be combined in terms of the lead Sergeant. In addition to their core role of managing overall call response for the RAPF, the Sergeants will be accountable for understanding their districts and identifying key opinion formers and local leaders within those communities. They will be expected to hold “street” meetings and work with the Community to identify and resolve problems and issues. Initially, five Beat and Patrol Sergeants will be given ‘Community Policing’ training through the University of the West Indies development program, which will become a core component of the curriculum to be standardised under the direction of the Inspector, Training and Policy.

The diversion of young people away from crime, educating young people about the dangers of crime, and guiding them toward making the right choices in their early lives must be supported. Officers of the RAPF will continue to conduct sessions in support of the schools’ DARE program, and the RAPF will continue to support the Government of Anguilla’s PAVE (Partners Advocating for Violence Reduction) programme as a partner and key stakeholder.

One initiative being tested in the West End district is community funded policing. The role of the RAPF is clearly set out, and everyone in Anguilla is entitled to protection from crime and disorder. However, with finite resources, those that can be routinely deployed in accordance with the legislation are deployed according to the threat and risk to which different sections or locations within Anguilla may be exposed.

It is well accepted that risk of harm to person(s) must be a priority in accordance the RAPF obligations under both Section 2 of the Anguilla Constitution and Article 2 of the European Convention on Human Rights (ECHR): the “right to life”. Both place clear-cut obligations on the RAPF and are unqualified rights.

Policing services outside normal routine policing can be supplemented by the use of paid overtime; and Special Constables can supplement Police Constables numbers, as provided for within the Anguilla Police Act.



The budget arrangements for the RAPF do not allow for the use of overtime, unless for special policing duties or demands, such as Carnival and pre-planned and paid events. Operational overtime is therefore very tightly controlled.

This initiative recognises that where a section of the community feels at risk, irrespective of the actual threat and risk assessment, they can approach the RAPF for additional policing services. It is at the discretion of the Commissioner to determine what additional services may entail and how these may be provided. The business community in West End has agreed to fund additional policing services that benefit the West End and also in cases of emergency that might be to the greater benefit of Anguilla.

Such schemes could assist the RAPF in recruiting former police officers that are fully trained to serve as Special Constables, thereby increasing the capacity of the Force at no extra cost to the Government.

Another Community Policing initiative being tested in April 2016 is the use of a “whatsapp” style Community-police messaging link. A closed system allows members of a community or ‘cluster’ to message suspicious occurrences or activities throughout the group membership and to the police instantly. The police can also message the group as necessary with advice or updates. The system allows the Police to monitor and deploy resources, as threats are detected or perceived. Such clusters with the right controls can be rolled out to other communities, thereby building technological ‘Neighborhood-watch’ schemes.

The RAPF is also exploring the potential to purchase SMART and Micro Dot Technology as crime prevention methodologies. SMART uses a dye to cover would-be assailants when and if they attempt to steal property or enter buildings. The dye remains on the subject and allows the Police to identify them easily. Microdots have been successfully used in other countries to reduce the theft of motorcycles that can be easily dismantled and sold. The use of microdots now is wider and they can be used to similarly and successfully mark property to allow it to be identified. The RAPF will continue to explore the roll-out in Anguilla of these and other new technologies that can help to deter criminals and identify those responsible for crimes.

7.6 Building Public Confidence

Academic research² identifies that public confidence in policing is most successfully delivered through:

- Effectively engaging with communities;
- Consistently demonstrating fairness;
- Effectively dealing with crime;
- Solving people’s problems.

This police Strategy incorporates these key drivers as captured within the high level objectives for the Force set out at Section 1. The introduction of a Code of Ethics underpins the values the RAPF upholds as essential to delivery of successful policing in Anguilla. By implementing the Policing Strategy and fulfilling its objectives in the way described, the RAPF will positively affect public confidence.

² Prof Betsy STANKO Research lead London Metropolitan Police Service (2006)



7.7 Code of Ethics and Ensuring RAPF Values

The most prevalent concerns emerging from the public consultations highlighted the importance of fully integrating the CHAIR values into the RAPF practices; they cannot be left behind as a few paragraphs in this Strategy after an aspirational group meeting. Members of the public have described unacceptable incidences of the Police not managing information given to them confidentially and acting in ways that appear to favour one group over another in resolving incidents. The public have also drawn attention to officers having secondary employment and how this could create conflict in their priorities and judgements.

Confidentiality is a major issue for any Law Enforcement Agency. Recent focus on procedures for grading and managing information in accordance with good practices has shown improvements; however, continued training and emphasis on good practices for handling information received on a routine basis when dealing with incidents will further minimise risks to the public from inadvertent disclosures or other information mishandling. Highlighting these concerns through routine briefings has already led to fewer persons reporting unwarranted disclosures.

The RAPF is also investing in improving record keeping of property and property management systems to reduce opportunities for corruption. Whenever the police are managing funds, proper reports, with dual signature accounting, are now required to fully document such procedures.

Ultimately, public trust and confidence can erode from a single case of corruption that reflects on the entire RAPF. Corruption therefore cannot be tolerated in any form at any time, because a single unethical act can destroy the reputation of the entire RAPF no matter the efforts or merits to build credibility and trust by those who are completely unconnected to such an act. There is no accepted definition of what constitutes corruption or corrupt practices. While bribery, stealing and selling information strike at the very heart of the issue as blatantly dishonest practices, others may be less immediately obvious. These might include situations when officers turn a blind eye to offences by one group whilst prosecuting another for the same offence; when police vehicles are used for private purposes; or when officers take sick time to do their second job. Such examples strike at the moral and ethical behaviour expected of officers but have not always been recognised as corrupt, per se. Thus, a clear definition of corruption as any act of dishonesty must be uniformly understood and adopted.

In turn, every member of the RAPF must understand clearly that any officer who is found acting dishonestly will be dealt with as robustly as the regulations allow.

Secondary employment will also be addressed more formally in the remit of the Inspector, Training and Policy and the Financial and Human Resource Manager in order to introduce policy on what constitutes acceptable secondary employment. Although currently permitted, there is little formal guidance or registration of such interests. Officers' conduct and standards are a recurring theme throughout the Strategy, and publishing *'The Code of Ethics'* and the *'Force Statement of Values'* will help to guide them in what constitutes acceptable behaviour. In combination with definitive policies, these can also be used to address conduct and behaviour that falls short of acceptable standards.



7.8 Collaboration and Partnerships

The majority of the people in Anguilla are law abiding. It is a lawless few that have the propensity towards serious levels of violence and harm. However, these few have a sphere of influence that reaches out into our communities and creates crime groups bound by a common purpose or identity. Such groups create a lifestyle choice for younger person(s) who may see the groups as ways to improve social status. Programs such as PAVE and DARE are supported by the RAPF as way of educating and diverting young people away from the gang culture.

Working with strategic Law Enforcement partners in Customs and Immigration and internationally is extending the Country's virtual border away from the streets of Anguilla. Sharing intelligence and working on preventing, detecting and disrupting those who bring firearms, ammunition and drugs into Anguilla and being committed to joint operations are key objectives of the RAPF. However, the context and relative risks have evolved significantly for all three organisations over the last several years. For example, a Cooperation Agreement signed in 2004 between the RAPF and Customs requires the RAPF to manage the custody and prosecution of all Customs prisoners. Although demands on both organisations have increased, the additionality of prosecution and handling Customs' prisoners has been borne almost exclusively by the RAPF. The modern Customs Department is equally well equipped with laws and powers such that this arrangement could now revert primary prisoner management to Customs and refocus RAPF resources on other aspects of prevention, detection and disruption of crime in the context of this collaboration.

The RAPF is forging new links with others across the region so as to combat crime and keep Anguilla safe. The Force has strategic partnerships with countries in place for the laboratory analysis of forensic exhibits and the sharing of intelligence relating to the criminal use of firearms. New and promising alliances are being established to allow improved intelligence sharing to enhance targeting and investigation of criminal movements. Such an example is the new MoU (2016) with Barbados JCC to share intelligence on passenger information.

7.9 Adoption of Essential Technologies

The ability of the RAPF to effectively tackle crime can be significantly enhanced with the employment of proven technology. One of the most immediate opportunities to leverage other resources is the use of closed-circuit television (CCTV) linked to Automatic Number Plate Recognition (ANPR) technology, a leading methodology for reducing mobile crime. Given the size of Anguilla and the relative scope of the road network, the island lends itself to effective deployment of these systems. When made aware of this technology, members of the public have also expressed interest in it for reassurance, suggesting that it would be well accepted for the intended purpose. The RAPF will continue to work with the Government of Anguilla and communities to explore the potential for CCTV/ANPR to be introduced to improve public safety and the security of Anguilla.



8. PERFORMANCE AND ACCOUNTABILITY

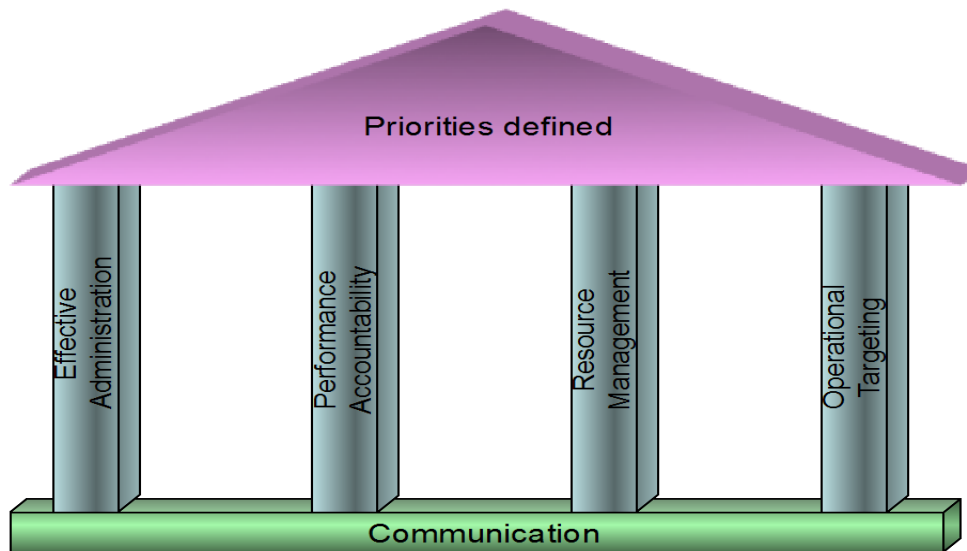
8.1 Key Measures and Targets of Performance

It is vitally important to determine the number and types of crimes that have been committed and their outcomes. This will enable the RAPF to demonstrate that it is reducing crime as well identifying the threats and harms facing the community. The ethical recording of crime is a priority for the Force. Dip sampling of incident records to crime reports has revealed challenges in accurately recording them, as well as significant deficiencies in documenting outcomes. Additional training and a specific policy are priorities to help ensure that the data are entered correctly (once) so that records are of value and can be properly searched for analytical and statistical purposes.

There are two critical measures: the first is the detection of an offence when an alleged offender has been charged or summonsed for the offence, or when a community resolution has been agreed and the allegation has been admitted. The second is a “brought to justice” or conviction rate. For example, the Anguilla detection rate for murder is 57%; this is above the overall rate when compared across the British Overseas Territories. However, the brought to justice figures are poor by comparison. This may well be in the case file preparation and management. The RAPF is committed to improving both detection and brought to justice outcomes year on year.

8.2 Accountability and Ensuring Effective Performance

The delivery of effective and sustained performance is built upon four pillars bound by clarity of the priorities and a solid foundation of communication throughout the organisation. This model is derived from research on effective policing:



1. **Effective Administration:** the organisation must have staff that are competent in understanding the counting rules and the way in which measures are decided and then have the responsibility for



creating meaningful accurate data within the rules. Example would be improved management of the OTRIS crime recording system through a designated crime registrar and the validation of crime reporting.

2. **Performance Accountability:** This requires accountability being distributed universally such that every individual is responsible for their own performance in delivering what is expected of them on behalf of the RAPF. An example would be organisational performance targets within personal development files and recognising good performance by awards.
3. **Resource Management:** This requires the organisation ensuring that resources are properly assigned so that priorities can be effectively achieved. An example is the Major Crime Unit and its focus on serious crimes of violence and harm.
4. **Operational Targeting:** This requires officers to be briefed and tasked based on intelligence, so they can target places and persons with deployment that increases opportunities for the detection and prevention of crime. An example would be the use of intelligence and targeting that led to the arrest for commercial burglaries in April 2016.

8.3 Performance Objectives and Targets

The performance targets/objectives for 2016-2017 are presented in Appendix A. The RAPF will need to show progress towards meeting these targets within the timeframes provided. Once validated, new targets can be added each January to carry the Strategy through to 2019.



APPENDICES

A. PERFORMANCE OBJECTIVES AND TARGETS

RAPF Objectives 2016/2017	Timing
To introduce a Police Code of Ethics	July 2016
To establish baseline skills gaps analysis for staff	August 2016
To establish attendance monitoring and reduction plan	September 2016
To use crime mapping to identify organized crime groups and seek to Disrupt 5 by year-end.	December 2016
To establish baseline crime data for detection and Brought to Justice figures for burglary and crimes of violence	January 2017
To deliver a year on year reduction in agreed crime types burglary and crimes of violence	January 2017
Addressing Serious Crime	
To bring offenders ethically to justice for the commission of Crimes in Anguilla by establishing detection and BTJ figures for a number of signal violent Crimes	Ongoing
To develop appropriate standards in investigation	Ongoing
To work across the RAPF to deliver crime investigation standards in support of bringing all offenders to justice	Ongoing
To deliver the effective management of serious crime response, scene management, investigation and victim and family support	Ongoing
To conduct operations and investigations with due regard to primary legislation and best practice where legislation is not enabled.	Ongoing
To build effective partnerships with the Attorney General's Chambers, Prison Service, Customs, Immigration and Probation for the management of serious criminals and those released following conviction and having Served sentences for offences relating to serious criminality.	Ongoing
Protecting Vulnerable People	
Maintain an up-to-date confidential log of all cases in which children 16 and under (at time of offense) have been exploited or subjected to harm	Since November 2015



RAPF Objectives 2016/2017	Timing
To develop policy for the management of the confidential log so it serves the purpose of active case tracking and archives cases which can be searched for analysis and statistical purposes, as required.	In Progress
To support the Commissioner at the two weekly Child Safeguarding Board (CSB) meeting	Ongoing
To carry out actions from CSB meeting within timelines/guidelines	Ongoing
To comply with the Multi Agency Protocol for the investigation of child exploitation cases	Ongoing
Staff Development	
Conduct training courses in Family Liaison, Covert Source Management, Criminal Investigation Initial Course, leadership	In Progress
Develop and implement Policy for the naming of alleged offenders when charged at court	Ongoing since 2015
Introduce the attachment program to Major Crime Unit	July 2016
Introduce and hold a RAPF awards and recognition program	August 2016
Introduce a Human resource management function into RAPF	September 2016
Introduce sickness and attendance policy by and reduce absenteeism by 20% by year-end when compared to similar period.	September 2016
Introduce at least 10 agreed Policies to improve consistency in performance or standard	December 2016
Case File Management	
Introduce a weekly prosecution management meeting	June 2016
Introduce internal case file qualitative assessments	July 2016
To hold first training days derived from qualitative assessments	August 2016
Collaboration and Partnerships	
To negotiate an intelligence sharing agreement with strategic partners in Barbados	June 2016
To share ballistic intelligence on the RIBIN network	June 2016
To agree the Prison MoU	August 2016



RAPF Objectives 2016/2017	Timing
To review/make recommendations to amend 2004 Customs Agreement	September 2016
To build 3 community Policing schemes	September 2016
To introduce lead sergeants per district	September 2016
To deliver the working strategy for Search and Rescue	December 2016

Unrestricted



B. POLICE CODE OF ETHICS

Introduction

The policing profession has a duty to prevent and detect crime. The public expects every member of the force to be professional in the execution of the duty by being fair and impartial in upholding law. Everyone in policing has to make difficult decisions and complex choices every day of the week. These range from how to talk to a distressed member of the public to how to allocate finite resources. While the majority of police act with honesty and integrity, to act to the contrary affects the public and the reputation of the organisation.

Ethical behavior comes from the values, beliefs, attitudes and knowledge that guide the judgments of each individual.

The Code of Ethics outlines the principles and standards of behavior consistent with RAPF core values and seeks to raise professional standards. The code sets the standard and the general conduct of police officers in conjunction with the police Regulation and Police Act of 1972 and subsequent amendments.

The Code of Ethics has been approved in consultation with the management team and is applicable to all officers of the Royal Anguilla Police Force.

It is expected that every police officer will adopt and act in accordance with the Code of Ethics at all times, whether on or off duty, as applicable. The standards are presented as pledged statements on behalf of every officer:

RAPF Standards of Professional Behaviour

1. Honesty and Integrity

I will be honest and act with integrity at all times, and will not compromise or abuse my position.

2. Authority, Respect and Courtesy

I will act with self-control and tolerance, treating members of the public and colleagues with respect and courtesy.

I will use my powers and authority lawfully and proportionately, and will respect the rights of all individuals.

3. Equality and Diversity

I will act with fairness and impartiality.

I will not discriminate unlawfully or unfairly.

4. Use of Force

I will only use force as part of my role and responsibilities, and only to the extent that it is lawful, necessary, proportionate and reasonable in all the circumstances.



5. Orders and Instructions

I will, as a police officer, give and carry out lawful orders only, and will abide by Police Regulations.

I will give reasonable instructions only, and will follow all reasonable instructions.

6. Duties and Responsibilities

I will be diligent in the exercise of my duties and responsibilities.

7. Confidentiality

I will treat information with respect, and access or disclose it only in the proper course of my duties.

8. Fitness for Duty

I will ensure, when on duty or at work, that I am fit to carry out my responsibilities.

9. Conduct

I will behave in a manner, whether on or off duty, which upholds and demonstrates these standards – and the values – of the police service so as to ensure all aspects of public confidence in policing without exception.

10. Challenging and Reporting Improper Behaviour

I will report, challenge or take action against the conduct of colleagues that has fallen below the standards of professional behaviour and/or which may not be consistent with the shared values of the RAPF.



C. RAPF USE OF FORCE STANDARD

Acting with fairness requires the police to lawfully exercise coercive powers only when justified by necessity and in a manner that is proportionate to the circumstances. This means consistently employing the lowest levels of force appropriate to achieve the lawful objectives officers are undertaking at all times.

Unnecessary or excessive use of force undermines public confidence in the Police in general and could result in legal actions against the RAPF, as well as personal disciplinary actions in the event of clear abuse of power in failing to adhere to these standards.

The rights to use force are derived from:

Anguilla Police Act

Establishment and objects of the Force: S 3. (2)

The Force 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, after consultation with the Executive Council, to issue arms and ammunition to the Force, and for any member thereof to carry and use them for lawful purposes.

Criminal Code

Defense of person or property: S 20

Subject to the express provisions of this Code or any other law for the time being in force in Anguilla, criminal responsibility for the use of force in the defence of person or property shall be determined according to the common law. (See below re common law)

Use of force in effecting arrest: S21

A person may use such force as is reasonable in the circumstances in preventing crime, or in effecting or assisting in the lawful arrest of offenders or suspected offenders or of persons unlawfully at large.

Excessive use of force: S 217

Any person who is authorized by law, or by the consent of a person injured by him, to use force shall be criminally responsible for the consequences of the force he may use, if it exceeds what is reasonable, having regard to all the circumstances of the case.

Key Lawful-Necessary; Justified-Proportionate (minimum level appropriate to achieve the lawful objective)

Common Law of Anguilla

The Common Law of Anguilla is drawn upon that of the Eastern Caribbean Supreme Court which itself is very similar to that of England and draws upon English common law. Common Law recognises that there may be circumstances in which one person may inflict violence on another, without committing a



crime. It recognises as one of these circumstances, the right of a person to protect himself / herself from attack and to act in defense of others and if necessary to inflict violence on another in doing so. If no more force is used than is reasonable to repel the attack, such force is not unlawful. *Common Law (R v Griffiths 1988)*

‘If you have an honestly held belief that you or another, are in imminent danger, then you may use such force as is reasonable and necessary to avert that danger.’

Common law applies to all uses of force by the police and requires that any use of force should be ‘reasonable’ in the circumstances. Reasonable in these circumstances means:

- Absolutely necessary for a purpose permitted by law;
- The amount of force used must also be reasonable and proportionate (the degree of force used must be the minimum required in the circumstances to achieve the lawful objective) otherwise, it is likely that the use of force will be excessive and unlawful.

Police Levels of Force in Ascending Order

1. Tactical presence
2. Tactical communication
3. Primary control: Restraints (use of handcuffs)
4. Secondary control: Incapacitants (Taser-Sprays)
5. Defensive and offensive force: Blocks/strikes and takedowns
6. Deadly force

When considering what may constitute the reasonable and proportionate use of lawful force, some of the factors to be taken into account will include:

Impact Factors:

1. Drunk/drugged/deranged
2. Environment
3. Gender/age/size
4. Injuries (self-subject)
5. Location
6. Multiple aggressors
7. Proximity to weapons
8. Relative perceived strength
9. Skill level
10. Specialist knowledge
11. Subject history/perceived intelligence

Profiled Subject Behaviour:

1. Compliance
2. Verbal and gestures
3. Passive resistance
4. Active resistance
5. Aggressive resistance
6. Serious aggravated resistance including use of weapons.



D. BRIEF HISTORY OF RAPF

The recent history of Policing in Anguilla can be traced back over 30 years to the days of the Leeward Islands Police Force, when Anguilla was an outstation of St. Kitts.

Many changes have taken place since those days, the most important of which stemmed from the revolt of 1967. As a direct consequence, the Leeward Islands Police Force was forced out of Anguilla; and a group of volunteers undertook police duties until 1969. They were known as the Anguilla Police Unit led by Sergeant Thomas Ruan.

Upon the arrival of the Metropolitan Police Force in March 1969, they and the Anguilla Police Unit assumed joint responsibility for policing. This was the situation until 28th January 1972 when the Anguilla Police Force was formed, command of policing of the nation was, for the first time, totally from within Anguilla. Her Majesty the Queen graciously gave permission for the prefix of Royal to be added to the Force title, on the occasion of the Queen's Birthday in 1990.

In the intervening 44 years, many aspects of Anguillian society have developed and changed; likewise, there have been developments and changes within the force. Those fondly remembered days of 18 officers having the responsibility for the whole of the Island have given way to a Force of 120 officers responsible for all aspects of Policing, together with Marine search and rescue and Land rescue.

It is appreciated that the time is probably long since due for the future development of the police to be structured and guided by a Policing Strategy 2016-2019.

~ Sylvia Hodge
Acting Superintendent of Police