

Her Majesty's Inspectorate of Constabulary



## Avon and Somerset Constabulary

Baseline Assessment

October 2006



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### Appendix 1 Glossary of Terms and Abbreviations

<b>Baseline Assessment 2006 Frameworks</b>			
<b>1 Citizen Focus (PPAF Domain A)</b>			
<p><b>1A Fairness and Equality in Service Delivery</b></p> <ul style="list-style-type: none"> <li>• Equality of service delivery</li> <li>• Community cohesion</li> <li>• Engaging with minority groups</li> <li>• Hate-crime reduction and investigation</li> </ul>	<p><b>1B Neighbourhood Policing and Problem Solving</b></p> <ul style="list-style-type: none"> <li>• Effective mechanisms for obtaining community views</li> <li>• Responding to local priorities</li> <li>• Effective interventions and problem solving with partners and communities</li> <li>• Operational activity to reassure communities</li> <li>• Use of media to market success</li> <li>• Uniformed patrol and visibility</li> <li>• Extended police family</li> <li>• Performance in reducing fear of crime</li> </ul>	<p><b>1C Customer Service and Accessibility</b></p> <ul style="list-style-type: none"> <li>• Quality of service to victims and witnesses</li> <li>• Customer care</li> <li>• Responding to customer needs</li> <li>• Accessibility of policing services</li> </ul>	<p><b>1D Professional Standards</b></p> <ul style="list-style-type: none"> <li>• Investigation of public complaints</li> <li>• Improving professional standards</li> <li>• Combating corruption and promoting ethical behaviour</li> <li>• Reducing complaints and learning lessons</li> </ul>
<b>2 Reducing Crime (PPAF Domain 1)</b>			
<p><b>2A Volume Crime Reduction</b></p> <ul style="list-style-type: none"> <li>• Crime strategy</li> <li>• Performance in reducing volume crime</li> <li>• Levels of crime compared with peers</li> <li>• Problem solving</li> <li>• National Crime Recording Standard (NCRS) compliance</li> </ul>			

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<b>3 Investigating Crime (PPAF Domain 2)</b>		
<p><b>3A Managing Critical Incidents and Major Crime</b></p> <ul style="list-style-type: none"> <li>• Detection rates for murder, rape and other serious crime</li> <li>• Integration with overall crime strategy</li> <li>• Compliance with Association of Chief Police Officers (ACPO) murder manual</li> <li>• Early identification of critical incidents that may escalate into major inquiries</li> </ul>	<p><b>3B Tackling Serious and Organised Criminality</b></p> <ul style="list-style-type: none"> <li>• Crime that crosses basic command unit (BCU) and/or force boundaries</li> <li>• Support for regional intelligence and operations</li> <li>• Asset recovery (Proceeds of Crime Act – POCA)</li> <li>• Effective targeted operations</li> <li>• Quality packages with the Serious Organised Crime Agency (SOCA)</li> </ul>	<p><b>3C Volume Crime Investigation</b></p> <ul style="list-style-type: none"> <li>• Crime strategy</li> <li>• Crime recording</li> <li>• Investigative skills, eg interviewing</li> <li>• Automatic number plate recognition (ANPR)</li> <li>• Detection performance</li> </ul>
<p><b>3D Improving Forensic Performance</b></p> <ul style="list-style-type: none"> <li>• Specialist scientific support</li> <li>• Use of National Automated Fingerprint Identification System (NAFIS), DNA, etc</li> <li>• Integrated management of processes</li> <li>• Performance in forensic identification and detection</li> </ul>	<p><b>3E Criminal Justice Processes</b></p> <ul style="list-style-type: none"> <li>• Quality and timeliness of case files</li> <li>• Custody management/prisoner handing</li> <li>• Youth justice</li> <li>• Police National Computer (PNC) compliance</li> </ul>	
<b>4 Promoting Safety (PPAF Domain 3)</b>		
<p><b>4A Reducing Anti-Social Behaviour (ASB)</b></p> <ul style="list-style-type: none"> <li>• Non-crime activities of crime and disorder reduction partnerships (CDRPs) and other partnerships</li> <li>• Use of ASB legislation, tools, etc</li> </ul>	<p><b>4B Protecting Vulnerable People</b></p> <ul style="list-style-type: none"> <li>• Child abuse</li> <li>• Domestic violence</li> <li>• Multi-agency police protection arrangements (MAPPAs)/sex offender management</li> <li>• Missing persons</li> </ul>	
<b>5 Providing Assistance (PPAF Domain 4)</b>		
<p><b>5A Contact Management</b></p> <ul style="list-style-type: none"> <li>• All aspects of call handling and call management</li> <li>• Initial incident response</li> <li>• Early identification of critical incidents</li> <li>• Performance in answering and responding to public calls</li> </ul>	<p><b>5B Providing Specialist Operational Support</b></p> <ul style="list-style-type: none"> <li>• Management of central operational support</li> <li>• Police use of firearms</li> <li>• Capability for policing major events/incidents</li> </ul>	<p><b>5C Strategic Roads Policing</b></p> <ul style="list-style-type: none"> <li>• Effectiveness of arrangements for roads policing</li> <li>• Integration/support for other operational activity</li> <li>• Road safety partnerships</li> </ul>

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<b>6 Resource Use (PPAF Domain B)</b>		
<b>6A Human Resource (HR) Management</b> <ul style="list-style-type: none"> <li>• HR strategy and costed plan</li> <li>• Key HR issues not covered in 6B or 6C</li> <li>• Health and safety</li> <li>• Performance in key HR indicators</li> </ul>	<b>6B Training, Development and Organisational Learning</b> <ul style="list-style-type: none"> <li>• Costed training strategy and delivery plan</li> <li>• Key training and development issues</li> </ul>	<b>6C Race and Diversity</b> <ul style="list-style-type: none"> <li>• Action to promote fairness in relation to race, gender, faith, age, sexual orientation and disability</li> <li>• Performance in meeting key targets</li> </ul>
<b>6D Managing Financial and Physical Resources</b> <ul style="list-style-type: none"> <li>• Resource availability</li> <li>• Effective use of resources to support front-line activity</li> <li>• Devolved budgets</li> <li>• Finance, estates, procurement and fleet management functions</li> <li>• Demand management</li> </ul>	<b>6E Information Management</b> <ul style="list-style-type: none"> <li>• Information systems/ information technology (IS/IT) strategy and its implementation</li> <li>• Programme and project management</li> <li>• Customer service</li> <li>• Adequacy of key systems</li> <li>• Business continuity/disaster recovery</li> </ul>	<b>6F National Intelligence Model (NIM)</b> <ul style="list-style-type: none"> <li>• Extent to which structures, processes and products meet NIM standards</li> <li>• Integration of NIM with force planning and performance management</li> <li>• Use of community intelligence</li> <li>• Application of NIM to non-crime areas</li> </ul>
<b>7 Leadership and Direction</b>		
<b>7A Leadership</b> <ul style="list-style-type: none"> <li>• Extent to which the chief officer team is visible and dynamic, sets and upholds a vision, values and standards, promotes a learning culture, and sustains a well-motivated workforce</li> <li>• Effectiveness of succession planning</li> <li>• Promotion of corporacy</li> </ul>	<b>7B Performance Management and Continuous Improvement</b> <ul style="list-style-type: none"> <li>• Effective performance management structures and processes at all levels</li> <li>• Quality and timeliness of performance/management information</li> <li>• Internal inspection/audit/quality assurance (QA) systems</li> <li>• Effectiveness of joint force/PA best value reviews (BVRs)</li> </ul>	

## Introduction to Baseline Assessment

Since March 2004, Her Majesty's Inspectorate of Constabulary (HMIC) has conducted a periodic, strategic-level performance review of each Home Office police force in England and Wales. For a range of policing activities, forces are assessed as delivering performance that is Excellent, Good, Fair or Poor. The process is known as baseline assessment (BA) and this report covers the assessment for the financial year 2005/06; performance outside this period is not taken into account in determining grades. The assessments focus on the high-level processes of police forces and their results. The assessments are undertaken by regional HM Inspectors, supported by experienced police officers and police staff on secondment.

BA is designed primarily as a self-assessment, with the degree of validation/reality-checking undertaken by HMIC dependent on a force's overall performance and the rigour of its internal assessment processes. It is important to recognise that BA is not a traditional inspection; rather, it helps HMIC focus its inspection effort where it is most needed. A formal statutory inspection may still be necessary where there is evidence of systemic underperformance and poor leadership.

In addition to the qualitative assessments contained in this report, force performance is also measured by a series of key quantitative indicators. The most important indicators are statutory performance indicators (SPIs), which are determined each year by the Home Secretary and which Police Authorities/forces must report to the Home Office. Examples of SPIs include crime incidence and detection rates, as well as relevant management information such as sickness absence and ethnic recruitment rates. Results for these SPIs are also graded using the Excellent, Good, Fair and Poor categories. These SPI grades are added to HMIC BA grades to provide a fuller picture of police performance; the joint results are published annually in October and can be found on the internet at [police.homeoffice.gov.uk/performance](http://police.homeoffice.gov.uk/performance)

Policing has undergone significant changes in recent years as the country adapts to new forms of terrorism and criminality. As policing is dynamic, so also must be the form of assessment. Dominating much of HMIC's recent thinking is the need for the service to modernise its workforce while providing better 'protective services', as identified in the *Closing the Gap* report published in 2005. On-site activity for the 2005/06 baseline concentrated on these areas, but could not – given ministerial priorities – ignore volume crime and the roll-out of neighbourhood policing. As forces and Police Authorities consider options for change to meet new challenges with constrained resources, a force-by-force balance sheet of strengths and areas for improvement is critical contextual information.

### Priority Frameworks

Seven BA areas were designated as priority frameworks for on-site validation, to reflect the need to improve protective services and deliver key policing objectives. These were:

- managing critical incidents and major crime;
- tackling serious and organised criminality;
- providing specialist operational support;
- strategic roads policing;
- protecting vulnerable people;

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- neighbourhood policing; and
- leadership and direction.

These areas were the key focus of on-site validation by HMIC staff; the first five can be loosely classified as protective services. Other frameworks were assessed primarily by desk-top reviews of the evidence submitted by forces, using the framework key issues and specific grading criteria (SGC) as an indicative guide.

### **Force Amalgamations**

Following the challenges highlighted with regard to protective services capability and capacity in the summer of 2005, all forces undertook significant additional work on options to 'close the gap'. The Home Secretary directed that business cases should be prepared and submitted by December 2005. The BA report thus reflects, in many of the frameworks, activity and effort to produce and assess options for change. It is vital to acknowledge the energy and commitment given to the prospect of a major restructuring of the service, which inevitably gave rise to some turbulence during this period.

At the end of July 2006, the Home Secretary indicated that the restructuring of forces would not be pursued at this time. The agenda to improve protective services is to be advanced by forces and Police Authorities through alternative means such as collaboration. Progress to 'narrow the gap' between existing capability and that which is needed will be assessed by HMIC in future inspection activity.

### **The Grading Process**

Forces have been graded for both service delivery and direction of travel. It is important to remember that, for most activities, delivery is measured through the use of most similar force (MSF) groups, whereby forces are compared with peers facing similar policing challenges. For direction of travel, the grade is awarded largely in respect of the force's own previous performance. A vital component of the grading process is SGC, which outlines, for each activity, what represents Excellent, Good, Fair and Poor levels of performance. The criteria were developed in conjunction with expert practitioners and Association of Chief Police Officers (ACPO) business/portfolio leads, who were also involved in the national moderation process to help ensure that these criteria were applied fairly and consistently.



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### **Service delivery grade**

This grade is a reflection of the performance delivery by the force over the assessment period 1 April 2005 to 31 March 2006. One of four grades can be awarded, according to performance assessed against the SGC (see full list of SGCs at <http://inspectrates.homeoffice.gov.uk/hmic/methodologies/baseline-introduction/ba-methodology-06/?version=1>).

#### *Excellent*

This grade describes the highest level of performance in service delivery – eg top quartile, where relevant – and achieving full compliance with codes of practice or national guidance. It is expected that few forces will achieve this very high standard for a given activity. To achieve Excellent, forces are expected to have attained **all** the criteria set out in Fair and the vast majority of those set out in Good. In addition, two other factors will attract an Excellent grade:

- The force should be recognised, or be able to act, as a ‘beacon’ to others, and be accepted within the service as a source of leading-edge practice. Examples where other forces have successfully imported practices would be good evidence of this.
- HMIC is committed to supporting innovative forces and we would expect Excellent forces to have introduced and evaluated new ways of improving performance.

#### *Good*

Good is defined in the Collins dictionary as ‘of a high quality or level’ and denotes performance above the norm – in many cases, performance that is above the MSF average. To reach this standard, forces have to meet in full the criteria set out in Fair and most of the criteria set out in Good.

#### *Fair*

Fair is the delivery of an acceptable level of service. To achieve a Fair grading, forces must achieve all of the significant criteria set out in the Fair SGC. HMIC would expect that, across most activities, the largest number of grades would be awarded at this level.

#### *Poor*

Poor represents an unacceptable level of service. To attract this very critical grade, a force must have fallen well short of a significant number of criteria set out in the SGC for Fair. In some cases, failure to achieve a single critical criterion may alone warrant a Poor grade. Such dominant criteria will always be flagged in the SGC.

### **Direction of Travel Grade**

This grade is a reflection of the force’s change in performance between the assessment period and the previous year. For BA 2006, this is the change between the financial years 2004/05 and 2005/06. The potential grades for direction of travel are as follows.

#### *Improved*

This reflects a **significant** improvement in the performance of the force.

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### *Stable*

This denotes no significant change in performance.

### *Declined*

This is where there has been a significant decline in the performance of the force.

### **Good Practice**

In addition to assessing force performance, one of HMIC's key roles is to identify and share good practice within the police service. Much good practice is identified as HMIC conducts its assessments; in addition, each force is given the opportunity to submit examples of its good practice. HMIC has selected three of these examples to publish in this report. The key criteria for each example is that the work has been evaluated by the force and is easily transferable to other forces. (Each force has provided a contact name and telephone number, should further information be required.) HMIC has not conducted any independent evaluation of the examples of good practice provided.

### **Future HMIC Inspection Activity**

Although HMIC must continue to maintain a watching brief on all performance areas, it will become more risk-driven in its future inspection activity. Protective services will be the core of inspection programmes, tailored to capacity, capability and the likelihood of exposure to threats from organised criminality, terrorism and so on. Until its full implementation in April 2008, neighbourhood policing will also demand attention. Conversely, those areas where strong performance is signalled by SPI results, such as volume crime reduction and investigation, will receive relatively little scrutiny.

The Government has announced that, in real terms, there will be little or no growth in Police Authority/force budgets over the next three years. Forces will therefore have to maintain, and in some areas improve, performance without additional resources. This in itself creates a risk to police delivery and HMIC has therefore included a strategic financial assessment for all forces in its future inspection programme.

## **Force Overview and Context**

### **Geographical Description of Force Area**

Avon and Somerset Constabulary covers the four unitary authorities of the City of Bristol, South Gloucestershire, Bath and North East Somerset and North Somerset, together with the County of Somerset. The total size of the force area is 1,855 square miles.

This represents a very diverse range of policing environments, including Bristol, the largest conurbation in the south west of England, with its high density, inner city areas of prosperity and deprivation and major new residential and commercial developments; Bath, one of the country's leading tourist destinations; the historic centres of Wells and Glastonbury; resorts such as Weston-super-Mare, Burnham and Minehead; the many small and medium-sized market towns of Somerset; sparsely populated areas such as the Somerset Levels and Exmoor; an extensive motorway network with major traffic flows to the rest of the South West and to South Wales; and international connections at Bristol Airport and Avonmouth docks.

### **Demographic Description of Force Area**

The total resident population is currently 1,519,000, having grown by 30,000 over the past two years.

The 2001 census found that black and minority ethnic (BME) groups represented 3.4% of the total resident population. The BME population is concentrated primarily in Bristol (8.2% of the unitary authority's total resident population), but there is a wide range of BME communities resident in localities across the force area.

The population is boosted by a substantial number of short and long-term visitors, for example by students – there are four universities, plus a number of other higher education institutions; by people coming in to work or to enjoy the leisure and entertainment facilities in Bristol; by holiday-makers either staying in the force area itself or passing through to other resorts; and by the tens of thousands of motorists travelling through the force area each day. These result in a pronounced seasonal pattern of demand, with high relative levels evident throughout the summer months.

### **Structural Description of Force including Staff Changes at Chief Officer Level**

There are six basic command units (BCUs), locally called 'districts', covering the force, each headed by a chief superintendent with a high degree of delegated authority to deliver policing services that meet the needs of their very different communities. BCU boundaries are coterminous with local authority boundaries. The districts consequently range in staffing levels from North Somerset with 226 (full-time equivalent (FTE)) police officers and 59 (FTE) police staff, to the City of Bristol with 944 (FTE) police officers and 176 (FTE) police staff – one of the largest BCUs in England and Wales.

A geographic policing model operates with 26 sectors each headed by a sector inspector, with dedicated beat managers responsible for the delivery of local policing. In April 2006 beat boundaries were reconfigured to match ward and parish boundaries to support partnership working and the roll-out of the neighbourhood policing model.

The BCUs are supported by the following operational headquarters (HQ) departments: criminal investigation, communications, operations (including roads policing) and criminal

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justice (CJ). Functions have increasingly been devolved to the BCUs, the latest being responsibility for custody.

In April 2006, there were 3,403 (FTE) police officers, 125 (FTE) police community support officers (PCSOs) and 2,046 (FTE) police staff employed by the force, supported by 403 special constables. The 2006/07 budget provides for the number of police officers to be maintained at around 3,400 and for the number of PCSOs to increase as the force takes full advantage of the available central funding for PCSO growth. A programme of work is also under way to build up the Special Constabulary to around 474 by March 2007. However, the operation of 'floors' in the police grant funding formula has meant that the 10.5% grant increase for 2006/07 that Avon and Somerset should have received was reduced to an increase of 3.4% – a loss of £11.1 million. This, together with the constraints of the crime fighting fund (CFF), means that there will be a reduction in police staff numbers in 2006/07 in order to have a balanced budget

The chief officer group (COG) comprises the Chief Constable (appointed in January 2005), the deputy chief constable (DCC) (with portfolio responsibility for "performance improvement"), three assistant chief constables (ACCs) (with individual portfolio responsibilities for 'crime and criminal justice', 'operations and service standards' and 'territorial operations'), a director of finance (responsible for a range of functions such as administration, estates, finance and fleet) and a director of human resources (HR). The COG has expanded from five to seven over the past couple of years. The 2005 HMIC baseline assessment noted that this provided increased resilience, enabled the chief officers to be increasingly visible, more effective at driving change and better able to devote time to strategic development.

All members of the COG are charged with delivering performance improvement. This responsibility cascades through the organisation and an important innovation during 2005/06 has been the creation of superintendent (operations) posts in each BCU and the main operational departments. The primary role of these posts is to drive the performance improvement process across the force.

There is a close working with the Police Authority (PA), both through the formal authority and committee meeting structures and through a wide range of other linkages such as planning/budget seminars, PA membership of major project boards and one-to-one links between individual members and particular districts and departments.

## Strategic Priorities

In early 2005 the newly formed COG, together with the PA, reviewed the priorities and future direction of the force. The following became central features of the 2005–08 strategic plan and provide the framework for current activity.

**MISSION:** "Make the communities of Avon and Somerset feel safe and be safe."

**VISION:** "The communities of Avon and Somerset will have the highest levels of confidence in our delivery of policing services."

**STRATEGIC PRIORITIES:** "Over the three years 2005 to 2008, the top priorities for the force are to: increase trust and confidence in the force; reduce crime and increase the number of offenders brought to justice; show that we care, by delivering a high quality of service according to need."

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**VALUES:** The values that underlie our approach are: “to treat everyone fairly and with respect; to be open and honest; to have a culture of learning and development and achieve continuous performance improvement”.

**CRITICAL SUCCESS FACTORS:** Critical to achieving this plan will be: “improving the service we deliver to the public; building and valuing a modern, fit for purpose workforce; respecting race and diversity; achieving excellence in information management; pursuing the effective and efficient devolution of resources and accountability; achieving significant performance improvement; cutting out unnecessary bureaucracy”.

While the force has a good long-term record of crime reduction, performance compared very unfavourably in early 2005 in respect of relative crime levels, detection rates and customer satisfaction. The overall aim embodied in the strategic plan is that the force should be a top-quartile performer in all key areas of service by 2007/08.

The 2005 baseline report commented: “The force has identified what needs to be done to improve performance. It is driving through action plans to address the areas of improvement; there is tremendous enthusiasm and commitment to the task; and challenging targets have been set. The improved performance on volume crime must now be delivered.”

During 2005/06 a major overhaul of the force’s performance improvement framework has been undertaken. The primary task has been developing a far sharper performance culture and a more effective improvement framework, with a focus on substantially improving detection rates and customer satisfaction rates while maintaining the positive crime reduction trend. A concerted programme of action has meant that the targets set in the 2005/06 policing plan to reflect these priorities have been largely met; achieving the first milestones of bringing detection rates and satisfaction levels into line with their respective most similar force (MSF) averages. This is the first phase of a three-year plan to achieve top quartile performance. Challenging performance improvement targets have been set for 2006/07 for each of the policing performance assessment framework (PPAF) service areas, as explicit stepping stones towards top-quartile performance in 2007/08.

Running throughout this approach are two core themes – quality and diversity. These are regarded as fundamental to the force achieving its mission and vision.

### **Impact of Workforce Modernisation and Strategic Force Development**

Workforce modernisation is central to the force’s HR plan. Opportunities have already been taken to extend police staff roles in areas such as financial investigation, surveillance and major crime scene investigation; PCSOs are now an important component in delivering public reassurance; and HR and finance specialists have been appointed on BCUs to provide enhanced support to district commanders. During 2006/07, further changes will include introducing the neighbourhood policing model with its new structures maximising the effectiveness of police officers, PCSOs and police staff; creating a scheme to develop police staff identified with high potential; and identifying initiatives to increase the number of officers in front-line policing. The force will be seeking to increase significantly the number of PCSOs to around 387 by 2007/08.

The HMIC thematic report *Modernising the Police Service* presents strong arguments for increasing the contribution that police staff and PCSOs make to the delivery of operational policing services. However, due to funding constraints, this may entail some offsetting reduction in the overall police officer strength. Such an offsetting reduction is not feasible given the conditions imposed by the CFF, with its heavy financial penalties for reductions in police officer numbers. The force is seeking pathfinder status in order to progress workforce modernisation at a far faster pace than is currently possible due to the CFF restrictions.

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Police officers will be deployed to meet the public desire for a more visible local policing presence and to improve the proportion of time that police officers spend on 'frontline' policing duties. There will be a shift of resources away from central support functions to districts and operational departments, to more directly support the delivery of policing services.

Diversity is a key priority in developing the force's staffing and there is a clear objective to increase representation in any currently under-represented groups in the force. Clear targets have been set relating to the representation of BME and female police officers. Positive action plans to support progress towards these targets are in place.

### **Other Strategic Developments**

The fundamental changes in the performance framework introduced by the new chief officer team from early 2005 onwards are outlined in other parts of this overview. Work on other major developments such as citizen-focused policing, the Code of Practice for Victims of Crime, new IT systems (in particular Guardian, the new intelligence and crime recording system), the opening of the force service centre and the piloting of a new neighbourhood policing model, have also continued as they conform with the national policing agenda and make significant contributions to improved service provision. A long-term aim of receiving Investors in People (IIP) accreditation for the force was also achieved in January 2006 – it was the first police force to do so by a phased building-up of accreditations by individual BCUs and departments.

However, some aspects of the force's future development are dependent upon the outcome of the national review of force structures. For example, the potential for a fundamental change in the provision of customer access and back office services through an innovative strategic partnership (ISIS) of public and private sector organisations, was being actively pursued but has had to be put on hold pending the outcome of the national review of force structures.

### **Major Achievements**

There was a very clear focus in 2005/06 on delivering markedly improved performance in a number of key areas. The following summarises what was achieved.

A major improvement in the force's performance in investigating crime has been achieved, bringing it into line with its MSF group norm. The overall sanction detection rate has improved from 16.8% to 23.3%, with increases in the sanction detection rates for domestic burglary (up from 11.7% to 17.5%), robbery (up from 14.5% to 16.7%), thefts of motor vehicles (up from 10.3% to 16.1%) and thefts from motor vehicles (up from 6.4% to 8.4%).

Further substantial reductions in the priority crime categories have been achieved and the force is on track to attain the SR04 public service agreement (PSA) crime reduction target. Specifically in 2005/06, domestic burglary reduced by 18%, robbery by 9%, thefts of motor vehicles by 11%, thefts from motor vehicles by 8% and the PSA target all crime category by 6%.

The latest British Crime Survey (BCS) findings show that 52% of local residents thought that Avon and Somerset Constabulary did a good job. There has been a steady upward trend from early 2004 when the comparable figure was only 40%. The force now has the highest level of public confidence in its MSF group.

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The force has also achieved improved levels of customer satisfaction. In particular, there have been significant improvements of satisfaction in actions taken at the scene, treatment by staff and the follow-up service offered.

## Major Challenges for the Future

The force faces four primary challenges.

### PERFORMANCE

Substantial progress has been made in 2005/06, but more needs to be achieved in order to bring performance up to the required level. The future level of performance improvement can be expressed quantitatively through the targets set in the 2006/07 policing plan – the priority crime categories to reduce by 15%, overall sanction detection rate to increase to 25%, and further increases in each of the customer satisfaction rates. But underpinning the approach is a drive on quality. Avon and Somerset Constabulary aspires to provide a high level of performance built on a quality service. This requires the organisation's culture to become one where quality is the norm in all processes, systems and interactions – both internal and external. Such a shift will be central to the major change required to deliver top-quartile performance within the next two years.

### RESOURCES

This performance improvement will need to be achieved with reduced resources. Avon and Somerset Constabulary has historically had relatively low resource levels, as noted in the 2005 baseline assessment: "When assessing how well a force is performing it is important to consider the actual resources available. For Avon and Somerset the net revenue budget for 2004/05 was £242.9 million. Net revenue expenditure per 1,000 population, £165,000, was below the average of the Constabulary's most similar forces (MSF) group, making the service cost per officer well below average. In addition, the pensions liability is the highest in the MSF group – so it could be argued that the Constabulary is less well resourced than those with whom it is compared."

The force lost £11.1 million in the 2006/07 police grant settlement through the application of 'floors' to guarantee a minimum level of grant for all authorities. With the precept increase of 4.9%, savings of £4 million have had to be made to achieve a balanced 2006/07 budget.

Within these constraints, the force continues to look for innovative ideas to help bridge the current resource gap. The force has achieved its efficiency plan target every year and is on track to do so again in both 2005/06 and 2006/07.

### DIVERSITY

An extensive programme of work is under way to engage positively with the wide range of communities and groups across the force area in order to achieve and maintain this public confidence.

At the same time, a diverse workforce is essential to deliver a variety of local solutions to local problems. The force is committed fully to increasing the representation in its staff of under-represented groups. A proactive programme of work has been under way for some time. In summer 2005 the force embarked upon a pioneering positive action campaign. In light of some concerns expressed, the force sought further independent expert advice, which concluded that those actions may have contravened sections of the Sex Discrimination Act and the Race Relations Act. The force is reviewing how recruitment can

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be achieved from under-represented groups and will keep trying new initiatives until that balance is redressed.

The challenge remains, not just for the force but for the police service in general, to ensure that the police can more accurately reflect the communities they serve and ensure full public confidence in the service provided. Accordingly, the force has written to the Commission for Racial Equality (CRE) and the Equal Opportunities Commission advocating that the law should be changed to enable forces in England and Wales to have positive action provisions similar to those that have been used by the police service of Northern Ireland to redress religious disproportionality.

### **PROTECTIVE SERVICES AND FORCES RESTRUCTURING**

Police force restructuring, which is on hold for the medium term, presents two possible avenues ahead: either the retention of Avon and Somerset Constabulary and its development to be fully compliant with the requirements of a strategic police force, or the merger of Avon and Somerset with one or more forces within the region to form a larger and enhanced deliverer of the full range of modern policing services. Both routes offer considerable challenges – and opportunities. The skill will be to balance the delivery of the further substantial shorter-term performance improvement envisaged in the 2006/07 policing plan, while implementing potentially fundamental longer-term changes to organisational and corporate governance structures.



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<b>Summary of Judgements</b>	<b>Grade</b>	<b>Direction of Travel</b>
<b>Citizen Focus</b>		
Fairness and Equality in Service Delivery	<b>Good</b>	<b>Stable</b>
Neighbourhood Policing and Problem Solving	<b>Fair</b>	<b>Stable</b>
Customer Service and Accessibility	<b>Fair</b>	<b>Stable</b>
Professional Standards	<b>Fair</b>	<b>Not Graded</b>
<b>Reducing Crime</b>		
Volume Crime Reduction	<b>Fair</b>	<b>Stable</b>
<b>Investigating Crime</b>		
Managing Critical Incidents and Major Crime	<b>Good</b>	<b>Stable</b>
Tackling Serious and Organised Criminality	<b>Good</b>	<b>Stable</b>
Volume Crime Investigation	<b>Fair</b>	<b>Improved</b>
Improving Forensic Performance	<b>Fair</b>	<b>Stable</b>
Criminal Justice Processes	<b>Fair</b>	<b>Stable</b>
<b>Promoting Safety</b>		
Reducing Anti-Social Behaviour	<b>Good</b>	<b>Stable</b>
Protecting Vulnerable People	<b>Fair</b>	<b>Stable</b>
<b>Providing Assistance</b>		
Contact Management	<b>Fair</b>	<b>Stable</b>
Providing Specialist Operational Support	<b>Good</b>	<b>Improved</b>
Strategic Roads Policing	<b>Good</b>	<b>Stable</b>
<b>Resource Use</b>		
Human Resource Management	<b>Fair</b>	<b>Stable</b>
Training, Development and Organisational Learning	<b>Good</b>	<b>Improved</b>
Race and Diversity	<b>Fair</b>	<b>Stable</b>
Managing Financial and Physical Resources	<b>Good</b>	<b>Stable</b>
Information Management	<b>Good</b>	<b>Stable</b>
National Intelligence Model	<b>Good</b>	<b>Stable</b>
<b>Leadership and Direction</b>		
Leadership	<b>Good</b>	<b>Not Graded</b>
Performance Management and Continuous Improvement	<b>Fair</b>	<b>Stable</b>

## 1 Citizen Focus (Domain A)

### 1A Fairness and Equality in Service Delivery

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Stable</b>

#### National Grade Distribution

Poor	Fair	Good	Excellent
0	15	28	0

#### Contextual Factors

The force is committed to understanding the diverse needs of its communities and to providing a policing service that is fair and equitable to all. The DCC chairs a range of internal and external diversity meetings, such as the equalities advisory group (EAG), as well as the citizen-focused project board, which is jointly chaired with a member of the PA.

Over the past year, particular emphasis has been placed on hate crime in all its forms, eg the establishment of a dedicated hate-crime officer structure at both strategic and tactical level, with clear links to the force intelligence group (FIG) and the development of a revised strategy and policy based on the Association of Chief Police Officers (ACPO) and police standards unit (PSU) guidance. Hate crime is fully integrated into NIM structures (levels 1 and 2) and is a feature of the biweekly force performance improvement meetings (PIMs). Community issues and tensions are monitored regularly in order to prevent and respond to hate crime.

Though there have been noticeable changes in approach to systems and processes, performance levels in this area have during the last year been mixed. The customer user satisfaction level relating to victims of racist incidents in terms of the 'whole experience' showed 83% satisfaction, placing the force above the MSF average. However, despite improved performance in the sanction detection rate for racially/religiously aggravated offences, up from 16% (2004/05) to 28% (2005/06), the force remained below the MSF group average of 34%. The force has nevertheless set a 'stretching' target of 40% sanction detection rate for 2006/07.

#### Strengths

- The creation of the force diversity unit during 2005/06 brought together two separate units previously responsible for internal- and external-facing diversity matters. The unit, headed by a qualified diversity professional, now provides a central focus for ensuring all aspects of delivering a fair and equitable service to all of its communities is more effectively co-ordinated.
- The CRE has praised the revised force race equality scheme (RES) as an example of good practice. The well-established force EAG is actively engaged with the impact assessment of policies and the scrutiny of results – especially in relation to hate crime and the use of stop/search powers.

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- A robust monitoring and reporting process compliant with the Race Relations (Amendment) Act (RRAA), overseen by the EAG and the internal diversity group, is used to ensure that actions within the force diversity action plan (DAP) are progressed. The plan covers all six strands of diversity and incorporates actions from the ACPO race equality programme for the police service.
- During the last year the investigation of hate crime, by dedicated investigators, has been integrated with that for domestic violence (DV) and child abuse to form combined public protection units (PPUs) devolved to BCUs and overseen by a dedicated manager. BCU-based hate-crime review panels, which include external partner agencies and organisations, eg race equality councils (RECs), through the partnerships against hate crime, provide independent scrutiny to all investigations. In addition, hate-crime policy and procedure oversight is co-ordinated strategically at force level by a hate-crime officer. Hate crime is fully integrated into National Intelligence Model (NIM) structures (levels 1 and 2) and is a feature of the biweekly force PIMs. Community issues and tensions are monitored regularly in order to prevent and respond to hate crime.
- Extensive use is made of victim feedback in order to monitor and improve the service provided to different ethnic groups (performance detail is contained in the contextual factors above).
- A number of initiatives can be evidenced that are directed at improving the equality of service delivery to diverse communities, eg participation in the True Vision scheme to promote and increase the reporting of hate crime, and the force-wide police liaison officers for deaf people initiative, where a number of officers are learning sign language to improve communication. In addition, the Rodeo scheme in Bath utilises a number of restaurants within the town to provide a third-party reporting facility for hate-crime issues. The force is in its second year of engaging an independent third-party recording scheme, Educational Action Challenging Homophobia.
- The force has achieved Jobcentre Plus 'Double Tick' accreditation for good practice on disability issues.
- Effective and productive relationships have been developed with community groups across Avon and Somerset, eg through the well-established independent advisory group (IAG) at force level, known as the EAG. Each BCU also has its own IAG. IAGs are regularly consulted in local operational matters. In particular, consideration of community tensions is taken into account in major investigations and in the planning and implementation of operations.
- A comprehensive diversity training programme is provided for all staff, eg RRAA training incorporated into induction training for all staff and relevant leadership modules; general diversity awareness is integrated into all types of training. Community groups and individuals who can enhance diversity-related learning are also involved in such training, eg leadership, crime investigation and roads policing.

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### **Work in Progress**

- Work is ongoing to widen representation of the EAG, ie to include members of the gypsy and travelling community. Such work is intended to result in activities to improve understanding and co-operation between their communities and the police.
- The creation of an IAG dedicated to disability and designed to enable improved service delivery is in development. In addition, work is ongoing to develop a disability equality scheme.
- The estates department has an incremental action plan for improving physical access across all force sites. During 2006/07 it is intended to integrate this programme of work into the overall estates strategy. This work is being supported by the use of a professional consultant (access auditor).

### **Areas for Improvement**

- In line with increased performance across all of its crime detection offence categories the force has improved the sanction detection rate for racially/religiously aggravated offences. However, despite the increase, it remains below the MSF group average and further improvements are required.

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**1B Neighbourhood Policing and Problem Solving**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Fair</b>	<b>Stable</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
4	18	20	1

**National Context**

Neighbourhood Policing (NHP) is a national programme and its expectations are based on national research. This framework differs from others because the grade awarded reflects the force’s ability to roll out NHP progressively, year on year, until its implementation date of April 2008. This focus on programme delivery and the need for continual improvement are reflected in the grades. Therefore, in this framework it is significantly more challenging for a force to maintain the same grade as last year.

HMIC has awarded an Improved direction of travel where forces are actively progressing implementation, have improved their performance and have allocated significant resources to deliver NHP. As a result, most forces have an Improved direction of travel. However, this assessment has also highlighted the significant demands of the NHP programme and the vulnerability of some forces that are failing to maintain the pace of implementation.

**Contextual Factors**

The force is fully committed to delivering an effective style of neighbourhood policing by the required date of April 2008. Overseen by the ACC (territorial operations), a comprehensive and detailed project plan has been formulated and methodically actioned, with direction and monitoring provided through a neighbourhood policing project board. BCU commanders lead the delivery of neighbourhood policing at local level working with their crime and disorder reduction partnership (CDRP) partners. At a tactical level, a total of seven working groups have been commissioned to examine specific areas of activity so that other policing services are integrated with and support the mainstreaming of neighbourhood policing.

The level of confidence determined by the BCS indicated that 53.0% of local residents had confidence in Avon and Somerset Constabulary and this was above the MSF group average of 49.9%.

**Strengths**

- Working in partnership with Bristol local authority under the banner Stronger, Safer Neighbourhoods, the Bristol BCU is the nominated pathfinder where two sites (Trinity and Broadbury Road sectors – established February 2006) are being used to trial and plan an incremental approach to the implementation of neighbourhood policing across the force area. There is also clear evidence of initiation on BCUs beyond the pathfinder. The eventual number of neighbourhood policing teams (NPTs) intended across the force will total 58.

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- Leadership, governance and management of the neighbourhood policing project are strong throughout all levels of the force. It has a chief officer lead directing action through the project board which enables a professional approach to neighbourhood policing with the support of HQ departments, eg dedicated staff within the community safety group (CSG) project-managing neighbourhood policing implementation.
- To assist managers in establishing an NPT the force has published a Neighbourhood Inspector's Implementation Checklist. This publication is viewed as potential good practice.
- There is evidence of neighbourhood policing being communicated both internally and externally, eg the force neighbourhood policing internet website which is cited as good practice and Barton Hill – PCSO 'adopt-a-block' flyer scheme (flyers identifying PCSO with contact details, circulated to every tower block household, and with partnership assistance flyers have also been translated into other languages, eg Somalian).
- A robust and determined approach to the selection and recruitment of neighbourhood beat managers (NBMs) has been adopted. To retain such officers the post now attracts a special priority payment.
- The force has aligned its beats to wards and is creating profiles using a range of available data, eg vulnerability index, to identify and prioritise neighbourhood policing areas and the allocation of appropriate resources. Use has also been made of the ACORN system (commercially available socio-economic demographic data) that overlays data gathered both by the force and its CDRP partners, eg crime and incident-related indicators. However, some key datasets available to partners have not yet been fully shared with or accessed by the force; this is being addressed by the FIG and the citizen-focused policing team, as documented in its neighbourhood policing action plan, eg development of a single force information-sharing protocol.
- An abstraction policy has recently been developed and is being robustly implemented within the pathfinder, with monitoring provided through the duty management system (DMS), to ensure NPTs are consistently identifiable and accessible to their communities. The management of this policy will inform future resource deployment decisions, as other NPTs roll out.

### **Work in Progress**

- There is evidence, eg 'street briefings' and surveys recently conducted, that community engagement has started in the pathfinder to identify and manage local concerns using both NIM principles and joint problem-solving methodologies (eg scanning, analysis, response, assessment (SARA)). However, it is recognised that this strategy is in development and in need of formalisation, eg lessons learnt and resulting practical advice from the pathfinder has been included in a NBMs' manual that is intended to direct other teams in how best to identify and set local community priorities.

### **Areas for Improvement**

- Evidence suggests that further development of neighbourhood policing across the force is being hampered by a lack of partnership buy-in, eg partners expressed frustration, in general terms, at the pace of progress being made by the force,

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without giving adequate time for them to respond to neighbourhood policing requirements. However, it is acknowledged that at the pathfinder site this has not presented a problem in that the local authority chairs the safer stronger neighbourhood (SSN) board.

- The force recognises that its capacity to provide sustained analytical NIM support to neighbourhood level has been problematic. However, the introduction (February 2006) of a new information technology (IT) based intelligence management system (GUARDIAN project) is intended to improve its capability to effectively manage and disseminate community intelligence using NIM processes.
- Job descriptions for NBMs are in place while the NBM sergeant role is subject to ongoing development. Pathfinder NBMs have also received training in terms of leadership and management to enhance their knowledge and understanding in the supervision of PCSOs for which they are to be directly responsible. However, the provision of joint training to include PCSOs, special constables, partners and community members remains in development, eg awareness sessions have been delivered for partnership staff at pathfinder level.

## GOOD PRACTICE

**TITLE: Youthwatch - A crime reduction and citizenship initiative for young people**

**PROBLEM:** Youthwatch is an original idea designed to address the issues of crime reduction and responsible citizenship amongst young people aged 12 to 18 years in full-time education.

**SOLUTION:** Youthwatch allows young people to play an active part in influencing their environment, using the proved, effective tenets of Neighbourhood Watch (NHW), whilst involving members of local Crime and Disorder Reduction Partnerships working together to support and nurture their enthusiasm.

NHW Schemes have shown that giving communities the tools to improve quality of life is enormously beneficial, and the same reasoning is equally applicable to young people and the 'community' of the school environment - because schools are communities in their own right.

Youthwatch goes much further than being just 'NHW for schools'. The National Youth Association 'Hear by Right' proposes five different levels of youth involvement to reduce nuisance and anti-social behaviour; *Consultation, representation, decision-sharing, implementing and initiating*. Youthwatch meets all these criteria.

The citizenship aspect of the National Curriculum is demanding; many schools find it hard to obtain. Youthwatch hits many of these targets; because of this and its ability to give young people a voice and a means to shape their environment, it proved enormously popular at Crispin School in Street, where it was trialed.

This resulted in Mendip's remaining schools adopting the scheme in the following academic year. Consequently, St Dunstons, Whitstone and Frome College now have Youthwatches. Youthwatch need not be confined to schools. The name was deliberately chosen to reflect its inclusivity for any school, club, association or other gathering of young people. Therefore it is equally available to all young people whatever their situation.

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Youthwatch is aimed at promoting basic crime reduction knowledge and personal safety, encompassing road safety, fire safety, health and other important issues, all within the framework of responsible citizenship. The projects undertaken by 'Youthwatches' are determined by the young people within the watch as a direct response to their environment.

A 100-page pack has been produced covering large areas of the citizenship curriculum, broaching diverse topics from traditional 'Police' subjects like car crime and drugs through to the environment, government and democracy and diversity. Producing such a diverse pack met two objectives. Firstly, by covering larger areas of the curriculum it is a more useful resource for schools than one just covering police topics. Secondly, the young people showed wider interests in pro-social responsibility beyond the scope of law enforcement but which evidently would have an effect on youth crime and disorder.

**OUTCOME(S):** The pack is proving very popular with schools and young people and the number of schools joining the Youthwatch scheme is growing. Several UK forces have expressed interest in the project. The Police Service Northern Ireland wish to take the project on for 20 schools and the police in Estonia made enquiries about the scheme having seen media coverage.

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**1C Customer Service and Accessibility**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Fair</b>	<b>Stable</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
0	19	22	2

**Contextual Factors**

Since the last baseline assessment, the force has continued its implementation of the quality of service commitment (QoS) and has secured funding to ensure compliance by November 2006. It can demonstrate a number of clear strengths and has identified and is addressing areas for improvement, recognising the need to improve on the follow-up service it provides. The introduction of the force service centre and the development of the force website have been significant areas of progress this year.

During 2005/06 there were statistically significant improvements in four out of the five service elements, namely satisfaction with action at scene, treatment by staff, follow-up and overall service. For the fifth element, making contact, there was also a year-on-year improvement (although this was not statistically significant).

**Strengths**

- The force website ([www.avonandsomerset.police.uk](http://www.avonandsomerset.police.uk)) offers a high level of detailed information to local communities. The website features dedicated local pages for every district, sector and beat which are updated on a daily basis. It offers members of the public the ability to directly contact district commanders, sector management teams, and beat team members. All new staff entering the organisation are briefed on website services as part of their induction process.
- Beyond the website itself online services are also accessible through additional channels. These include mobile phone access through WAP, a dedicated police kiosk service (located in supermarkets, police stations and shopping centres), a shared outdoor kiosk service with local councils, and access to information through SKY, Telewest and NTL interactive television.
- A recent innovation has been the use of detailed customer feedback from the police performance assessment framework (PPAF) survey programme to inform development and training needs of individual officers. This work is being piloted on Somerset East BCU, and the force plans to roll this out across all BCUs in the coming year.
- In 2005 Market and Opinion Research International (MORI) was commissioned to conduct research among the residents of Avon and Somerset to assess their opinions on the accessibility and accountability of the police. This research was used to inform work on developing neighbourhood policing, a review of the force's public

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community engagement activity, and how the force develops its corporate communications strategies.

- The force service centre was created with quality in mind and all staff receive customer care training. The quality theme continues through effective supervision. All supervisors have attended a four-week course, with the emphasis on meeting targets and providing good customer service.
- The crime tracker system ensures that the officer in case (OIC) updates his or her victims regularly, flags instances where updates have not been made and escalates the matter to a supervisor.
- BCU-level customer satisfaction results are included in the PIM scorecard, which is considered at the fortnightly PIM, chaired by the DCC and attended by the ACCs and senior managers from across the force.
- Employees who are identified as having made significant or innovative contributions towards QoSC are recognised in front of senior managers at PIM meetings. The DCC makes these presentations.

### **Work in Progress**

- Work is under way to ensure written information produced by the PA and the force is accessible to those with a disability or those for whom English is not a first language.

### **Areas for Improvement**

- Particular priority must be placed on improving the follow-up service, where the current satisfaction level is not acceptable, being 56% compared with MSF average of 62%, significantly below the MSF average.
- The 2006/07 policing plan contains improvement targets for customer satisfaction. These are intended to bring performance into line with or above the respective MSF averages.
- Further work needs to be undertaken to improve the way that the wide range of feedback (such as customer surveys, organisational complaints, consultation, etc) is drawn together to ensure that lessons are learnt and service is improved.
- The force is in the process of migrating to Guardian. Until the Guardian system is fully functional the initial crime is in many cases recorded on paper by the officer attending the incident before being passed to the district crime management system. A paper system presents particular difficulties for rural areas and is not good business practice. Unless carefully managed it allows for delays in communication and recording occurring. The full implementation of the Guardian system is waited with anticipation.

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**1D Professional Standards**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Fair</b>	<b>Not Graded</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
2	16	25	0

**National Position**

In view of the recent focused inspection activity of professional standards departments across the country, the grade allocated in the national moderation process and publication of the reports in January 2006 will be applied for the purposes of baseline assessment.

The inspections were conducted using a substantial framework of questions under EFQM4 (European Foundation for Quality Management) headings. This framework of questions was forwarded to forces in line with normal baseline methodology, requesting self-assessment and submission of relevant evidence and supporting documentation. This material was then analysed and followed by HMIC inspection teams visiting forces to carry out validation checks and supplementary interviews of key staff and stakeholders. The baseline inspection reports include recommendations as well as areas identified for improvement.

Evidence was gathered, consolidated and reported upon in individual force baseline assessment reports which can be found on the HMIC website:  
[http://inspectors.homeoffice.gov.uk/hmic/inspect\\_reports1/baseline-assessments.html](http://inspectors.homeoffice.gov.uk/hmic/inspect_reports1/baseline-assessments.html)

## 2 Reducing Crime (Domain 1)

### 2A Volume Crime Reduction

<b>Grade</b>	<b>Direction of Travel</b>
<b>Fair</b>	<b>Stable</b>

#### National Grade Distribution

Poor	Fair	Good	Excellent
1	18	20	4

#### Contextual Factors

The force's recent performance in crime reduction has been extremely good. Between 2001/02 and 2004/05, domestic burglary reduced by 40%, robbery by 54%, theft of motor vehicles by 42% and thefts from motor vehicles by 40%. These reductions continued during 2005/06.

Total crime has seen a 4% decrease for the year 2005/06 when compared with the previous year, but the level is higher than the MSF group average. Projections into 2006/07 show the level of crime to be decreasing slightly. Domestic burglary has seen an 18% decrease for the year 2005/06 when compared with the previous year but despite substantial reductions, is higher than the MSF group average. Projections into 2006/07 show the level of domestic burglary to be decreasing. Violent crime against the person has seen a 4% decrease for the year 2005/06 when compared with the previous year and despite the reduction shown, is higher than the MSF group average. Projections into 2006/07 show the level to be decreasing. Robbery has seen a 9% decrease for the year 2005/06 when compared with the previous year, but again, despite the reduction shown, this is significantly higher than the MSF group average. Projections into 2006/07 show the level to be stable. Vehicle crime has seen an 8.7% decrease for the year 2005/06 when compared with the previous year. Despite the reduction shown, this is significantly higher than the MSF group average. Projections into 2006/07 show the level to be stable.

The annual assessment by the Audit Commission of compliance with both National Crime Recording Standard (NCRS) and Home Office Counting Rules (HOCR) resulted in a fair grading for data quality and poor for management arrangements.

#### Strengths

- The ACC (territorial operations) has the portfolio lead for community safety and crime reduction. At strategic level, the CSG and nominated crime type champions are in place to ensure best practice initiatives are shared with BCUs and that focused performance on reducing crime is maintained, eg volume crime team.
- The force is proactive in its approach to crime prevention, enabling it to identify crime hotspots and to forecast potential problem areas. For example, a robbery oversight group and a vehicle crime group have been set up in response to emerging issues raised through the force NIM process. This approach enables appropriate support,

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information and advice to be given to communities, especially repeat victims, to reduce future opportunities for crime to be committed.

- Partnership working is a top priority in the force's crime strategy to reduce crime. The force is clearly committed to strengthening relationships with partners to ensure effective joint problem solving that leads to sustainable crime reductions, eg IMPACT, a joint agency car crime reduction package aimed at young people and recognised as national good practice, and Operation Jupiter.
- Operation Relentless, an ongoing force-wide proactive crime reduction initiative, working in partnership with agencies (ie DVLA, Avon fire and rescue, probation service) and communities, has been particularly successful during 2005/06, eg 'Relentless Spring Clean' designed to reduce opportunities for both criminal and anti-social behaviour (ASB). Operation Relentless is considered at daily tasking meetings with specific additional high profile 'days of action' held six times annually. During 'days of action' HQ-based police officers and staff are deployed to support BCUs. 'Days of action' have to date resulted in over 900 arrests being made.
- The well-established multi-agency prolific offender units have been particularly successful and effective in contributing to crime reduction and investigation across the force area. The Avon and Somerset model has provided a template for use elsewhere in the country.

#### **Areas for Improvement**

- Notwithstanding the substantial achievements in crime reduction, when compared with their MSF group, there is still more to be done, particularly if the overall objective to achieve top quartile performance among the MSF is to be reached. The force has therefore set challenging targets for 2006/07 of 15% reductions in each of the above crime categories, with 5% reduction in overall BCS crime levels. The targets set are designed to bring recorded crime levels into line with MSF averages by 2007/08.
- Comment has been made in 1B Neighbourhood Policing and Problem Solving about the problems with sustained analytical NIM capability to support neighbourhoods and how the introduction of the GUARDIAN project is intended to improve the use of community intelligence. The implementation of this project will also have an impact on the force's ability to assess and tackle low-level criminality and nuisance crime.
- The NCRS and HOCR audits indicate areas for improvement. The force recognises that one of the factors that will improve performance is an enhanced crime/detection audit capacity, and to that end a force crime and incident registrar deputy post to support the force crime registrar has recently been created and the post holder appointed (January 2006). In addition, a new crime and incident auditor post was approved for recruitment during 2006/07 with a second subject to further consideration.

### 3 Investigating Crime (Domain 2)

#### 3A Managing Critical Incidents and Major Crime

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Stable</b>

#### National Grade Distribution

Poor	Fair	Good	Excellent
5	17	17	4

#### Contextual Factors

The force has a coherent approach to major crime with considerable experience in effectively meeting the challenges posed. Recorded figures for major crime (2005/06) show year to date reductions, comparing favourably to its MSF group in homicide and manslaughter offence levels. The force is fully committed to delivering well-defined investigative standards and guidelines, to all investigations, supported in this area by the specialist and dedicated resources contained within its major crime investigation unit (MCIU).

#### Strengths

- Effective critical incident management is supported by the operations planning unit which has responsibility for critical incident, event and contingency planning. There is evidence of a comprehensive set of operational orders (theme and site based), which are reviewed regularly. The biannual threat and risk assessment of gun-related crime provides a clear overview of threats faced by the force and its communities. Critical incident management policy complies with ACPO guidelines and is the subject of a comprehensive training programme delivered to officers and staff at all levels of the force, eg a critical incident *aide-mémoire* is issued to call handlers. All critical incidents are subject to routine post-incident debriefs and review complemented by the major crime review process.
- The force strategic assessment is a comprehensive and inclusive document which provides an assessment of major crime types, potential risks and threats to identified communities, eg knowledge gaps (under-reporting), that threaten the effective management of DV and hate-crime challenges, and the subsequent protection of vulnerable members of the community. In particular, the impact of gun crime is fully recognised and proactively managed, eg Bristol BCU has a designated gun crime intelligence team. A range of proactive work has also been undertaken to identify vulnerable sites across the force area, ie industrial and chemical sites, minority faith places of worship and significant parts of the local transport infrastructure.
- Effective and productive relationships have been developed with community groups across Avon and Somerset, eg through the well-established IAG at force level, known as the EAG (see 1A Fairness and Equality in Service Delivery). Each BCU also has its own IAG. Significant use of IAGs is made in relation to major crime investigation, eg Bristol BCU IAG has been regularly consulted to provide

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independent oversight and advice in a variety of major crime operations such as Aragon and Argentina.

- A well-established MCIU ensures there is a consistent and real-time response following major crimes, limiting day-to-day abstractions from local BCU CID teams while managing investigations in line with force and national policies. The unit is staffed by fully qualified detectives and police staff, eg major crime investigation officers with designated powers, and has taken a national lead in developing new investigative techniques, eg telecommunications evidence gathering. A comprehensive call-out facility with access to a number of trained and experienced senior investigating officers (SIOs), ensures effective management of investigations during the 'golden hour' of a major investigation.
- BCU commanders reported considerable improvements in balancing the need to reduce volume crime and to provide resources to support major crime investigations, eg using an in-house management information system, abstraction rates during 2005/06 remained below the target of <15% on more than one occasion. However, to meet the increasing challenges in major crime investigation and tackling level 2 criminality, the force is undertaking an incremental restructuring exercise within the HQ CID to ensure continued resilience and service delivery of protective services at the highest level can be maintained, eg development of a dedicated live case review team and introduction of a sexual assault investigation team (to improve rape investigations) during 2006/07.
- The approach to R v Osman warning guidelines has been formalised by the crime standards department with a documented policy and associated *aide-mémoire* produced for front-line staff. The policy incorporates a low, medium and high-level risk assessment enabling the on-call SIO to make timely and documented decisions as to necessary actions required.
- For 'historic' cases, the formation and performance of the full-time 'unsolved cases suitable for review' team ensures the force is in a position to maximise the benefits of any developments in forensic or investigative techniques. All identified good practice is made available to investigators at all levels via the force CID intranet site, eg matrix of good practice.
- Serious crime and volume crime review frameworks are in place. The reviews follow definitive milestones and are overseen by crime managers at both force and BCU level. They are designed to ensure all investigative opportunities are identified, actioned and subjected to regular scrutiny through a corporate approach to crime investigation.

### Work in Progress

- The recent implementation of an integrated IT intelligence management system (the latest phase of the GUARDIAN crime recording, intelligence and management system project) is designed to provide real-time submission of and access to intelligence reports. However, at this stage it is unclear as to whether or not it will deliver the intended benefits and improve performance. Work is ongoing to ensure the intended business benefits are realised.

### **Areas for Improvement**

- The implementation of a DV risk assessment model and the introduction of DV multi-agency risk assessment conferences (MARAC) during May 2006 will assist with measures undertaken to reduce the risk of serious injury or murder in DV cases. Historical analysis of DV is also ongoing to better identify precursor events to possible domestic murders. This work is linked to the creation of a homicide prevention strategy.
- The force can demonstrate effective use of intelligence systems to aid major crime investigations. It has begun to utilise the IMPACT nominal index system (INI) enabling effective cross-border intelligence hits to be identified, but only for child protection enquiries at this stage. A draft policy on extracting intelligence from the Home Office Large Major Enquiry System (HOLMES) has also been produced.



**3B Tackling Serious and Organised Criminality**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Stable</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
7	21	13	2

**Contextual Factors**

Tackling serious and organised crime networks (SOCNs) is a core element of the force's activities. Substantial resources have been applied to this key area and specialist expertise has been developed. The force can demonstrate significant reactive and proactive capability when tackling serious and organised crime, with a heavy emphasis on intelligence and analysis to inform both strategic and tactical approaches. This has resulted in a number of successful operations in 2005/06, building on the successes of previous years. In particular its response to tackling the trafficking of controlled drugs using a dedicated level 2 resource known as Operation Atrium has been recognised as good practice.

**Strengths**

- Life-threatening and gun crime decreased by 16% compared with last year and shows a downward trend, demonstrating the effectiveness of initiatives such as Operation Harriet (the designated force response to tackling gun crime at strategic level which regularly reviews gun crime threat assessments), the dedicated Bristol BCU gun crime unit, and the daily prioritisation of gun crime at level 1 BCU tasking meetings.
- Extensive work has been undertaken by the force to map all SOCNs operating across Avon and Somerset. In demonstrating this commitment the force has a dedicated analyst and case officer aligned to this specific area of work. The activities of SOCNs feature heavily as part of the strategic assessment and control strategy, ensuring sufficient resources are deployed to tackle level 2 criminality using the NIM level 2 tactical tasking and co-ordination group (TTCG) process, eg prioritisation of targets against the force control strategy and threat and harm matrix. Effective charting of SOCNs is also used to feed regional network analysis providing for greater understanding of the impact of level 2 criminality not only upon Avon and Somerset, but also across the South West region, and the map is considered good practice in the region. The biannual threat and risk assessment of gun-related crime also provides a clear overview of threats faced by the force and its communities.
- The force has in recent years increased the level of resources, overt and covert, allocated to tackling serious and organised level 2 criminality, eg there is a dedicated surveillance team supplemented by a reserve list of trained officers to ensure resilience Resources are also contributed to the regional surveillance group to support other forces in surveillance-based operations.

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- There is a well-established and substantially resourced stand-alone unit dedicated to the prevention and detection of Class A drugs offences at both level 1 and 2, across Avon and Somerset, eg Operation Atrium. This unit is focused on targeting 'open drugs markets' using a variety of proactive tactical options. In 2005/06, drugs with a total street value of £950,000 were seized by the unit. In addition, the unit has led the way in raising national awareness of the problems caused by crack cocaine, and in the adoption of a multi-agency, intelligence-led approach designed to solve them.
- There is active contribution at all levels to the regional level 2 TTCG process and the force can demonstrate a capability to participate in and support both cross-border and regional working to deliver effective inter-force and multi-agency collaboration, eg Operations Hulk, Drill, Master and Schoolroom. Avon and Somerset has taken the regional lead for witness protection work and also accommodates the regional intelligence cell (RIC).
- Effective links and joint working with other law enforcement agencies to enhance intelligence sharing at level 2 is well embedded, eg the Serious Organised Crime Agency (SOCA) in partnership with the force, has located three of its intelligence staff on a permanent basis, to work within and alongside the FIG. The force also takes a leading role in the regular joint law enforcement seminar (JULES) which brings together all law enforcement partners, eg SOCA, the UK Immigration Service (UKIS) and NASS, to better co-ordinate serious and organised crime prevention and enforcement activity across the region using the NIM principles and intelligence products, eg strategic and tactical assessments.
- Assessment and prioritisation of level 2 operations is managed effectively through the TTCG process, supported by a serious and organised crime delivery plan. Operations are reviewed and assessed by way of a template within the tactical assessment process. Prolonged operations, in particular, are subject to both formal and informal reviews on a weekly and monthly basis, ensuring issues of proportionality and likely investigative outcomes together with the necessary resource and budgetary implications are kept in view.
- A strong proactive and reactive financial investigation unit (FIU) and asset recovery capability exists at level 2, which, supported by BCU-based financial investigators, is used to directly target those SOCNs identified via the SOCN charting process. This unit has a robust approach to performance management and performance for outcome indicators is extremely positive. End of year figures show 94 confiscation orders obtained (against a target of 40) and £1.3-million of confiscation ordered (against a target of £1.5 million).

### **Work in Progress**

- A post-investigation evaluation process to assess the effectiveness and disruptive impact of level 2 operations upon SOCNs is being developed, similar to that already used to evaluate operations at level 1, and this process should be introduced without delay.

### **Areas for Improvement**

- There is no comprehensive and cohesive quality performance management framework for measuring activity directed towards tackling serious and organised criminality. However, in recognising this gap, the force can demonstrate the use of

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basic quantitative performance indicators (PPAF framework) to measure and assess activity, eg HQ CID monthly performance business scorecard.

- Operations are subject to ongoing review to ensure both operational security and integrity are maintained, with appropriate links in place to the PSD where concerns are raised. However, the process is ad hoc. Consideration should be given to the benefit of establishing a dedicated and independent resource, eg an operations security officer (OPSY), responsible for the full-time monitoring of such operations.

## GOOD PRACTICE

**TITLE:** Operation Relentless; 'Whole-force' involved in being Relentless on crime

**PROBLEM:** Operation Relentless began in the summer of 2005 and continues to be the largest initiative of its type conducted by the Force. Its objective is to prevent, reduce and deter crime thereby increasing public confidence in local policing. It is supported by a comprehensive dedicated public relations campaign.

**SOLUTION:** Planned by the Operational Planning Unit, Operation Relentless is based around a series of dedicated 'Days of Action', each focusing on a specific theme. The days are designed to supplement day-to-day policing involving additional staff usually based at Headquarters being deployed to support front-line officers on operational duties.

The key message to the public is that "Avon and Somerset Constabulary is relentless in its pursuit of criminals" and "if you commit crime in our force area, we are coming to get you". Keeping the public and partners informed of Relentless is central to the success of this high profile strategy and a broad communications and media strategy has developed ensuring every available means of publicity has been utilised. Operation Relentless has seen a wealth of special material being created, from extensive use of the Force web site for publicity and live web chats with the Chief Constable to pocket size ladder cards containing guidance on personal safety and anti-robbery advice.

Letters are sent to MPs and stakeholders ahead of each 'Day of Action'. Where raids are undertaken leaflets are posted through the letterboxes of neighbouring homes to ensure people are informed of police activity.

Between June 2005 and March 2006 there have been 6 Relentless 'Days of Action', and more are planned in 2006. Two of these days have focused on people who deliberately evade the Criminal Justice system. This resulted in 563 arrests. A subsequent theme centred on the "Night Time Economy" targeting licensed premises and associated anti-social behaviour. 115 arrests were made and 483 licensed premises visited.

Relentless on Street Crime and its impact on our communities led to 121 arrests, 83 school visits and 4,875 crime prevention leaflets distributed. Relentless on Drugs followed with the execution of 51 warrants, 64 arrests and large seizures of drugs including Class A. To coincide with the warmer weather March saw a "Spring Clean" on the environment. This resulted in vehicle removals, graffiti and litter initiatives, and 27 warrants executed including 2 crack house closures. Multi-agency working was key to the day's success. Of particular note was a community environment-cleaning project around a Mosque and community centre.

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OUTCOME(S): Relentless initiatives have seen more than 1,000 arrests being made with nearly 3,000 staff involved. Its success can be measured by the positive volume and tone of media coverage, staff commitment, and feedback from the public via web site / letters / radio interviews. Its overall success can be measured by the improved Force performance showing crime down by 4.3% and detection rates up to 23.4%.

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**3C Volume Crime Investigation**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Fair</b>	<b>Improved</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
3	20	16	4

**Contextual Factors**

The force has historically had one of the lowest sanction detection rates in the country. However, following the appointment of the new Chief Constable the focus upon performance has significantly shifted. The 2005/06 annual policing plan set out challenging targets requiring substantial improvements, which would bring detection rates into line with the then MSF averages. The improvement in performance sought in 2005/06 has been achieved and in places exceeded, eg the overall number of sanction detections increased by 30% when compared with 2004/05. This improvement has required a holistic and robust review of the force’s approach to investigating volume crime.

During 2005/06 the overall sanction detection rate for all crime was 23.3%, and compared well to the target of 20% and was better than the 2004/05 performance of 16.8%. This placed it just below the MSF group average, and projections into 2006/07 indicate a continued rise. Domestic burglary sanction detection rate was 17.5%, meeting the 2005/06 target of 17.5% . This was a substantial improvement over the 2004/05 performance of 11.7% and is just above the MSF group average. Projections into 2006/07 indicate a substantial and continued rise. Violent crime sanction detection rate was 36.2%, a substantial improvement over the 2004/05 performance of 26.3%, but still significantly below the MSF group average. Projections into 2006/07 indicate a continued rise in performance. Robbery sanction detection was 16.8%, an improvement on the 2004/05 performance of 14.5%, but significantly below the MSF group average. Projections into 2006/07 indicate a variable picture of performance. Vehicle crime sanction detection rate was 10.6%, an improvement on the 2004/05 performance of 7.6% and slightly above the MSF group average. Projections into 2006/07 indicates a substantial and continued rise. The progress achieved in 2005/06 is viewed as the first milestone in raising and sustaining performance improvement. Though challenging targets have been set for 2006/07, overall projections based on 3, 6 and 12 months data show sanction detections continuing to increase. The aim for 2007/08 is for the force to be an MSF top-quartile performer. An audit review by HMIC/PSU in November 2005, to assess the level of compliance with HOCRs across the range of sanction detections, graded the force as Poor, though the direction of travel since the previous audit (2004/05) was considered positive.

**Strengths**

- The force can evidence a number of volume crime initiatives driven by the ACC (crime and criminal justice) (chief officer portfolio lead), eg crime champions in place and introduction of a volume crime board (VCB), which meets monthly to review volume crime investigation. This board feeds directly into the PIM, highlighting best practice and potential areas of concern. A comprehensive volume crime delivery

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plan has been devised, which provides strategic direction. There is also a clear link between the VCB and the audit inspection team, focusing on work to drive forward VCB products corporately throughout the PIM structure.

- The force's high-level approach to crime investigation is based on a detailed overarching force crime strategy. The development of the investigative standards review framework, which underpins the strategy, ensures there is sustained and robust management of crime investigation throughout the process, from initial reporting to decisions concerning final closure and classification, ie detected and undetected.
- NIM processes and products are rigorously used to manage volume crime investigations, eg tactical and strategic processes are centrally co-ordinated at levels 1 and 2 and linked to the force control strategy. Strategic and long-term problem-solving methodologies are consistently deployed to combat emerging trends, eg the robbery oversight group has been specifically created to tackle identified re-emergence of increasing robbery levels.
- The well-established multi-agency prolific offender units have been particularly successful and effective in contributing to crime reduction and investigation. The Avon and Somerset model has provided a template for use elsewhere in the country.

### **Work in Progress**

- The force recognises that one of the factors that will improve performance is an enhanced crime/detection audit capacity. A crime and incident registrar deputy post to support the crime registrar has recently been created and the post holder appointed (January 2006). In addition, a new crime and incident auditor post was approved for recruitment during 2006/07 with a second subject to further consideration. At the time of the baseline assessment it was too early to gauge the effect of this appointment.

### **Areas for Improvement**

- An audit review by HMIC/PSU in November 2005, to assess the level of compliance with HOCR across the range of sanction detections, graded the force as Poor though the direction of travel since the previous audit (2004/05) was considered positive. The review overall found a number of areas for improvement, eg the main finding of the data audit was that officers' actions, decisions with rationale and supervisory direction are inconsistent and detections are poorly recorded by many officers and staff. However, improved use of the process for flagging crime with linked suspects to ensure monitoring in NIM tasking is prioritised to maximise sanctioned detections. An action plan in response to the audit was being progressed at the time of the baseline assessment.
- Following protracted delays, the force is planning to implement GUARDIAN, a process that will centralise all crime and incident recording located at the force service centre (scheduled to go 'live' in autumn 2006). This will allow all crime incidents to be recorded electronically and screened centrally before being sent to local BCU crime management units (CMUs) for crime screening and investigation. While some interim solutions have been put in place to improve crime management, eg 'crime tracker' IT crime log system, the majority of reported crime is recorded

using a paper-based system which is clearly hampering the provision of a quality service to victims and witnesses and effective support to investigators.

**3D Improving Forensic Performance**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Fair</b>	<b>Stable</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
3	16	21	3

**Contextual Factors**

The force has made extensive investment in improving forensic performance in recent years, co-ordinated by a three-year strategic plan and a detailed annual implementation plan, which reflect objectives identified at a national or force level. Historically the force has shown favourable comparative MSF performance in respect of forensic recovery from scenes and subsequent matches. However, attendance rates at crime scenes are lower than peers, especially for vehicle crime. The force is committed to improving this performance.

**Strengths**

- The scientific investigations leadership group (SILG) acts as the forensic steering group ensuring delivery against national and local emerging priorities. The SILG also 'sponsors' and monitors the production of a comprehensive monthly management summary which includes performance data covering key forensic activities. The SILG is chaired by the ACC (crime and criminal justice) who acts as the chief officer lead for forensics.
- The force has maximised use of available funding to ensure forensic services are adequately resourced. Forensic expenditure is nominally devolved to BCUs, major crime, major crime reviews and Class A drug units, eg Operation Atrium, with future commitments identified to prevent any ongoing overspend. Efficiencies with budget management combined with funding have enabled appropriate investment in equipment and software.
- Forensic processes are compliant with International Standards Organisation (ISO) accreditation standards. Processes are evaluated by means of performance measurement and audit to ensure service levels are maintained. Key forensic personnel ensure that crime scene investigator (CSI) deployment is effective, and support changing force and BCU priorities at level 1 and level 2.
- A comprehensive training framework supports police staff and operational police officers in developing their forensic skills. Additional internal marketing has been undertaken to raise general awareness levels; however, any direct impact upon performance is yet to be felt.
- The force is at the forefront in its support for the regional procurement initiative, eg regional lead for forensic contract supplier negotiations. Inter-force co-operation is acknowledged as an important feature for future inter-force and agency collaboration, including the provision of training for assistant CSIs and joint delivery of covert forensic techniques for the region, in conjunction with the SOCA.



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- The central scientific submissions and linked forensic crime units are both proactive in driving and exploiting all forensic investigative opportunities, eg collection and submission of footwear samples using legislative provisions.
- The National Automated Fingerprint Identification System (NAFIS) (Ident 1) was successfully implemented by Avon and Somerset Constabulary in November 2005 with minimum disruption to service. The force can demonstrate improving efficiency in relation to workflows especially in the context of searching capabilities and a reduction in administration.
- Police elimination database (taking and loading DNA from police officers) sampling from new recruits is integrated into the current probationer training programme and has continued with the changeover to the initial police learning and development programme (IPLDP) process.

### **Areas for Improvement**

- Avon and Somerset has utilised the implementation of SWIM software (a PSU national programme designed to assist forces in improving forensic processes). The final report received in March 2006 stated that overall the force's scientific support function performs well when compared with other forces in terms of attrition (rates of detection). However, some areas for improvement were identified that would enable the time between crime reporting and detection to be reduced significantly, eg adoption of a single crime reference number throughout the crime's lifecycle. In responding to the report an action plan was being progressed at the time of baseline assessment to restructure the way the force conducts scientific investigations (fit for the future).
- For the year 2005/06, performance in terms of the conversion of identification of DNA matches into primary detections placed the force below its MSF peers.

**3E Criminal Justice Processes**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Fair</b>	<b>Stable</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
0	15	27	1

**Contextual Factors**

A review of the CJ provision in 2004 made recommendations which included the devolvement of criminal justice units (CJUs) to each of the BCUs. Having accepted this recommendation, the force began the process in 2005. Roll-out is due for completion in 2006/07. To strengthen operational resilience, devolved custody management was also piloted in 2005. Following evaluation it too was rolled out from April 2006.

During 2005/06 the force has performed well with regard to its CJ targets. The number of offences brought to justice (OBTJ) was 34,540 and exceeded the target set by some 3,917 offences or 12.8%. Confidence in the criminal justice system (CJS) has met and exceeded the target set and the figure of 47% is seen as a statistically significant improvement. Targets set to reduce the percentage of ineffective trials at both crown and magistrates' courts were also met and exceeded. The number of outstanding warrants has been reduced to 1,347 and is less than the target set. The average number of days for arrest to sentence for persistent young offenders (PYOs) has been less than the target of 71 days for the majority of 2005/06.

Performance against the statutory Police National Computer (PNC) code of practice target for arrest summons (A/S) input has been variable over the previous 12 months. The target of 90% has been achieved only once in the previous 12 months (March 2005). In February 2006, the force input was 80.5% of A/S reports within 24 hours, which is also below the national average of 84.9%. Compared with 2004/05, performance in terms of entering court results onto the PNC has showed an improvement against the code of practice target (75% within seven calendar days). The force has achieved the target in January and February 2006, attaining 80.3% and 84.7% respectively. However, prior to this the force failed to achieve the ACPO target in seven of the previous 12 months.

**Strengths**

- The ACC (crime and criminal justice) is Avon and Somerset Constabulary's local criminal justice board (LCJB) representative. Members of the CJ management team are active in LCJB task groups at all levels. The ACC (crime and criminal justice) also chairs the narrowing the justice gap multi-agency CJ group.
- The National Strategy for Police Information Systems (NSPIS) case preparation interface with the Crown Prosecution Service (CPS) Compass system is being used to achieve a fully electronic case file management and provide new opportunities for joint working designed to improve performance across both organisations.

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- The statutory charging scheme has been fully implemented with CPS lawyers now operating from within all designated custody units. With one exception all designated custody units are located on the same site as the devolved CJUs.
- Prosecution team performance management (PTPM) meetings ensure the force, CPS and BCU performance officers meet monthly to analyse prosecution performance, concentrating on statutory charging, file quality and timeliness, discontinuance and ineffective trials. In particular, PTPM members regularly challenge BCU justice managers, allowing close scrutiny to be made of individual files to address, where necessary, reductions in performance targets and any associated blockages.
- To ensure reliable and speedy access to medical facilities for detained persons in all custody units at all times, these services are being contracted out during 2006/07 to a private service provider who will supply dedicated doctors and nurses for police purposes, eg police surgeon cover plus full-time nurses posted at three strategic custody suites.
- The force is in the top quartile of police forces for implementation of witness care units (WCUs) through the No Witness, No Justice initiative. However, while joint police/CPS units are operating across the force (Bristol and Taunton), working practices are being embedded and steadily maturing, eg 80% of witnesses currently receive a 'premium' service with those served by the Taunton area coming online later in 2006/07.

### **Work in Progress**

- Following a review of warrant enforcement processes using external consultants, resulting recommendations have enabled the CJD to produce a development plan to improve performance in this area, eg implementation of WORMS warrant management software and devolvement of case management to BCU.

### **Areas for Improvement**

- A dedicated custody inspector is on duty in all custody units at times of peak demand, when custody provision is severely challenged, to apply closer, proactive management of custody space, eg evidence of prisoners having been transported long distances, sometimes to other custody units due to unavailable cell space. To overcome these issues in the short term, the force has secured funding to purchase additional cell space in the form of 'custody pods' or other similar semi-permanent extensions to existing custody units to ensure the safety and dignity of all detained persons and staff is maintained. In the medium to longer term the force is considering a range of options, which have arisen as a result of the force restructuring debate, before finally committing finance and resources to achieving a final solution.
- NSPIS 'case and custody' is operated across the CJD. Implementation of NSPIS, along with additional demands associated with the statutory charging scheme, has inhibited performance improvement with associated performance challenges, eg in the Phoenix Bureau (PNC). Some of these difficulties are now being overcome, with relevant performance showing significant signs of sustained improvement (see contextual factors above).

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- There is a need to improve, in a consistent fashion, the input of A/S data and court results onto the PNC within the statutory PNC code of practice targets (see contextual factors above).
- A number of improvement plans scheduled for 2006/07 are intended to raise CJ performance, eg the implementation of NSPIS 'case and custody' preparation (Version 5.1) which will enable all arrests and Phoenix source data to be sent across an interface to the PNC (this will enable roll-out of the Criminal Justice Act 2003); the implementation of 'video witness' which will enable photographs to be taken and viewed in NSPIS custody thus reducing identification issues; and the setting up of a VIPER suite at the main Bristol custody centre.
- Evidence supplied by victim support (Avonvale) reflected concern with overall victim and witness care delivered by the force in some of areas of activity, eg referral arrangements and identification of vulnerable and intimidated witnesses. The force acknowledged these issues, expressing confidence in its procedures to fully meet the requirements of the new national victim and witness care standards contained within the Code of Practice for Victims of Crime (April 2006), designed to overcome such issues. Training, awareness packages and a multi-faceted communications program have been prepared to ensure that all staff are aware of their duties. Crime recording systems have also been realigned to ensure that officers make the updates required by the code and to provide rigorous management of open crime enquiries.

## 4 Promoting Safety (Domain 3)

### 4A Reducing Anti-Social Behaviour

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Stable</b>

#### National Grade Distribution

Poor	Fair	Good	Excellent
0	8	35	0

#### Contextual Factors

The force tackles ASB from three perspectives: prevention, education and enforcement. There is a specific anti-social behaviour order (ASBO) policy and protocol that spans all criminal justice agencies, ensuring a common understanding of approach exists. The organisation uses a range of policies to tackle ASB. There is an information-sharing protocol which is being reviewed to make sure it evolves with changes in the Crime and Disorder Act and the Bichard Inquiry recommendations.

Training is provided across a variety of roles and is included in the syllabus of other training activity such as problem solving and customer focus. Beat managers assigned to the neighbourhood policing pathfinder have been trained in restorative justice to provide early resolution for low-level ASB. This training will become a main theme as neighbourhood policing is rolled out, eg 60 beat managers in Somerset have already been trained. The NIM encourages the provision of community intelligence to enable the force to respond to local problems. The range of options to tackle ASB is proportionate to the incident and each case is treated on its merit. The force has adopted an inclusive 'bottom-up' approach to tackling ASB through Operation Relentless and environmental action days (EADs), designed to encourage the community to help reduce ASB and provide sustainable solutions.

During 2005/06 the BCS carried out quality of life surveys of all police forces. The percentage of residents very worried about burglary in Avon and Somerset was 10.3% and close to the MSF group average of 10.5%. The percentage of residents worried about vehicle crime was 10.9% and close to the MSF group average of 11.2%. The percentage of residents worried about vehicle crime was 13.1% and below the MSF group average of 14.3%. The percentage of residents worried about ASB was 13.7% and below the MSF group average of 14.9%. The percentage of residents concerned about the perceived use and trafficking of drugs was 23.1% and just below the MSF group average of 23.5%. While encouraging, none of these results are statistically significant.

#### Strengths

- The ACC (territorial operations) provides a clear strategic lead. ASB issues are driven at strategic, tactical and operational levels. ASB co-ordinators are the focal point for all ASB incidents on BCUs.

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- Every district has an ASB co-ordinator with a shared multi-agency database to allow effective sharing of information to combat ASB. Tactical advice is available through this post holder.
- There is an established tradition of using a problem-solving approach across the organisation, which is tied closely to the concept of crime reduction and neighbourhood policing.
- There is strong strategic leadership for dealing with ASB and the subject is comprehensively covered in strategic assessments and features at both level 1 and level 2 activity.
- The force exploits partnership working and encourages the community to help itself to reduce crime and disorder, eg Operation Relentless and EADs. The EADs are run in conjunction with partners and tackle issues of community concern, eg graffiti, abandoned vehicles, needles and truancy sweeps. Operation Relentless is carried out at regular intervals on a themed basis and has featured ASB as part of an operation centred on the night-time economy.
- A variety of tools including diversion, dispersal, ABCs and ASBOs are used in a proportionate and intelligent manner to resolve ASB problems.
- A youth worker has been appointed by the force to assist in interacting with groups of young people to better understand their concerns and to carry out one-to-one interviews to educate people away from problematic behaviour.
- Dedicated beat managers have been appointed to the most challenging schools in the force area.
- The force has invested a great deal of time in developing Youthwatch which creates citizenship within schools. It is seen as a tool to educate, raise levels of understanding and reduce crime, especially ASB.
- Joint enforcement activity is conducted with trading standards officers to reduce and detect the sale of alcohol to under-age drinkers and drunken people. The Three Strikes and You're Out scheme in Taunton is a multi-agency effort to reduce ASB associated with drinking and has received extensive media coverage. It combines education and prevention with enforcement.
- Training in ASB matters is provided to a wide range of staff within the extended police family, including ASB co-ordinators, PCSOs and police officers. In addition, training is delivered in the partnership environment, eg to housing officers, youth workers and Connexions staff. Initial training courses for police officers and police staff include inputs on ASB.
- A media strategy is always considered for ASB, to reassure the community or to publicise successful operations, for example on EADs where the community perspective and involvement is highlighted.

### **Work in Progress**

- A dedicated ASB database is being developed which the force intends to implement across the whole force area. This will be used to gather and evaluate information and intelligence to inform ASB activity. The force is encouraged to complete this development as soon as is practicable.

### **Areas for Improvement**

- The force has joined with a local authority partner to create the It's Your Call scheme where calls about ASB are routed to a central switchboard before referral to the most appropriate agency. The process is considered slow and convoluted and can raise expectations which are not matched by action.

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**4B Protecting Vulnerable People**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Fair</b>	<b>Stable</b>

**National Grade Distribution**

<b>Poor</b>	<b>Fair</b>	<b>Good</b>	<b>Excellent</b>
<b>8</b>	<b>32</b>	<b>3</b>	<b>0</b>

**National Position**

This framework replaces two frameworks used in 2005 – Reducing and Investigating Hate Crime, and Crimes against Vulnerable Victims – which covered hate crimes (predominantly racially motivated), domestic violence and child protection. Following consultation with practitioners and ACPO leads, a single framework was introduced for 2006 with four components: domestic violence; child protection; the management of dangerous and sex offenders; and vulnerable missing persons. Hate crime is captured in framework 1A. It is therefore inappropriate to compare this framework with last year’s results; the direction of travel reflects HMIC’s judgements about changes in domestic violence and child protection, and the work that forces could evidence in the other two areas, for example that they had improved their structures, processes and resources.

The four areas are discrete but share a common theme – they deal with vulnerable victims where there is a high risk that an incident can quickly become critical, and where a poor police response is both life-threatening and poses severe reputational risks for the force. For this reason, the grade is an overall grade capped at the level of the weakest area of performance. Aggregating four components to a Fair grade – which is defined as being an acceptable level of service – when HMIC (and in many cases forces themselves) recognises that at least one area merits a Poor would be unsafe.

**Contextual Factors**

In the case of Avon and Somerset Constabulary it has been graded Fair and Stable. It had a well-established child abuse investigation team (CAIT) that, up until April 2006, was operated and based geographically on BCUs, but had been managed and controlled from HQ CID. It was a stand-alone detective unit that operated effectively in the investigation of serious and familial child abuse. Other aspects of public protection, including the management of domestic abuse and missing persons, were dealt with by BCUs. However, there was some variation in aspects of the public protection model adopted across the force, which still remains.

Since April 2006, the CAIT has been devolved to BCU management. Each BCU has formed a PPU bringing together the related areas of child abuse, domestic abuse, missing persons, vulnerable adults and hate-crime investigation. In addition, the post of an ‘every child matters’ officer will be introduced on each BCU to drive the wider children’s agenda locally under the supervision of the PPU detective inspector (DI). This change is being implemented to ensure service delivery to all vulnerable members within the community is safeguarded and protected in an integrated and co-ordinated manner. HQ PPU will retain an overview and give strategic direction to district activity in order that there is a continuing



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level of corporacy and consistency in PPU service delivery, and that national guidance and direction are introduced at a local level.

Over the last three years the reported incidence of DV has been rising gently although there is evidence that this rise is now stabilising. The same can be said of repeat DV incidents. A new target has been introduced measuring the percentage of DV incidents where arrests have been made (previously this measure only considered those incidents where power of arrest exists). The target is 25%, with current force performance standing at 21%. The force had a 2005/06 sanction detection rate for domestic incident crimes of 32%.

### Strengths

- There is clear strategic direction through the ACC (crime and criminal justice) for all the disciplines within the PPU structure. Clear lines of accountability have been created for the combined disciplines within the PPU.
- Avon and Somerset Constabulary hosts the South West regional heads of child protection working group, which feeds up to the national working group. It is also represented on the national multi-agency police protection arrangements (MAPPA) working group and has the national lead on the investigation of sudden infant deaths. It is therefore in a strong position to shape regional and national issues.
- Child abuse appears as a high priority within the annual policing plan and the force control strategy. Each BCU has appointed an inspector responsible for ensuring adherence to the Children Act (1989) and recent Home Office guidance in the management of children made subject of police protection. Specific training is provided for inspectors fulfilling the role of designated officer, which gives a more detailed understanding of their role.
- Assistance for non-specialist staff is contained within a leaflet entitled *What the CPT can do for you*. This has been developed by the HQ PPU in order to raise awareness of the role, remit and responsibilities of specialist child protection units (CPUs) and how to obtain support, advice or assistance. All CAIT officers have been personally issued with the Centrex document, *Guidance on investigating child abuse and safeguarding children, 2005*. Post profiles have just been rewritten to ensure their accuracy and in order to comply with the integrated competency framework (ICF).
- In advance of CAIT devolvement, analysis was done on workload for CAITs across the force and staffing levels have been adjusted following that analysis in order to match the caseloads being carried. Devolvement will allow more flexible deployment of resources with CAIT staff forming part of the wider BCU CID. Devolvement has also resulted in additional supervisory resources being deployed to PPU work, each BCU being allocated an additional DI and a detective sergeant (DS), as well as additional equipment and IT to allow maximum effectiveness in the use of resources. Staffing levels are appropriate to workload, although there has been an increase in sex and dangerous offenders being registered so there will need to be a review in order that sufficient capacity is retained to fulfil this function.
- CAITs have worked in multi-agency groups to formulate joint protocols for the management of a range of issues such as female genital mutilation and fabricated and induced illness. Staff work to the protocols in the local child protection handbook. Each local authority area has its own handbook, which is a local interpretation of *Working Together*. The force contributes to the ongoing

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development of those documents, and represents the South West police forces on a group looking at the formulation of regional child protection procedures.

- The force has invested in its child abuse investigators, all being accredited detectives. CAIT officers all undergo CAIT induction and video interview training. There are good local working arrangements with partner agencies and engagement with multi-agency groups involved with developing work to safeguard children. All CAIT officers are accredited detectives and they deal with the most serious child abuse investigations. Standards of investigation are clearly defined by the use of a checklist to ensure all evidence-gathering opportunities are exploited. A supervisory officer is involved in the initial information sharing and strategy discussion stage and then takes an active role from the outset in serious cases.
- All information in respect of child protection, DV and other vulnerable victims is entered into the force intelligence system (Guardian) and the system is searchable. The force data warehouse ASSIST is linked to 14 databases and allows searching across these systems. The data warehouse has been set up such that the vetting unit searches automatically check against set criteria as per force policy.
- A partnership arrangement has been implemented with the five local authorities in the force such that their child protection registers are shared with the force and regularly updated. This information is then made available via the force intelligence system and the command and control system. Systems are in place for CAITs to conduct thorough checks on relevant persons following receipt of a child protection referral, and as cases are referred there is a checklist on the pro-forma to ensure they are completed. Out of hours information is available via ASSIST and it is being developed so that communications can generate this facility for this and DV to streamline responses. Protocols have been produced for information sharing between police and partner agencies.
- The force DV steering group brings together representatives from agencies such as local authorities, probation, Next Link, CPS and others to agree joint approaches to issues relating to domestic abuse. The issues considered are those related to the reactive reduction and preventative measures required. There is an associated diversity subgroup that looks specifically at relevant diversity issues. Domestic abuse investigation teams refer both victims and offenders to available support networks when appropriate (eg the freedom project).
- In Somerset West, there is an established, specialist DV court, and the BCU is engaged in the 'tackling violent crime pilot' addressing DV with measures such as a dedicated DV response car and detective, enhanced guidance for communications staff and targeting of prolific offenders.
- The force DV policy is published on the intranet. All specialist officers engaged in the investigation of DV have been issued with the *Guidance on Investigating Domestic Violence* issued by Centrex in 2004.
- Action at DV incidents has been the subject of much guidance delivered to non-specialist staff as part of the training that is associated with the Professionalisation of Investigation Programme (PIP). In the investigative standards guidance published on the force intranet, DV and response to it is listed as a specific heading.

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- The service to victims will also be assisted by the additional police staff posts being provided to BCU PPU's. Each BCU is having an additional Scale 3 member of police staff and many of these staff will be deployed at least in part to the clerical support of domestic abuse investigation teams, freeing the teams for more investigative work.
- A mandatory training programme has been incorporated for all front-line supervisors, which includes training material to address this issue. There is ongoing mandatory training all front-line constables, which also includes this training material. Changes have been made to the force probationary training material to include this material so that the corporate message is understood and the requirement to complete risk assessments is completed as a matter of course for any DV investigation.
- DV incidents are regarded by communications staff as a high priority and police officers attend every incident. Officers are required to justify every decision not to arrest when the power to do so exists. An active campaign has been launched to publicise the Code of Practice for Victims of Crime, including the posting of personal *aides-mémoire* to every member of the force. Crime tracker, upon which all crimes are recorded, includes a review facility that highlights every investigation in which victim updates are due and the hierarchical review process means that outstanding crime investigations will be reviewed by more senior officers the longer they remain under investigation.
- The force has adopted, in its entirety, the framework defined under the national MAPPA guidance. This framework details the management of sex and violent offenders in the community as opposed to the investigation of these offenders. All investigative processes are clearly defined under a series of recently produced National Centre for Policing Excellence (NCPE)/Centrex work stream documents.
- Level 2 MAPPA chairs are members of the BCU level 1 TTCGs. This ensures a greater level of consistency in decision making under MAPPA in accordance and compliance with the NIM. The management of sex and violent offenders remains an intelligence-driven process. All police risk assessments are carried out at the point of referral onto the Violent and Sex Offenders Register (ViSOR) database by trained staff (known as dangerous offender desk officers). In the event that an individual is identified as presenting a high or increasing risk (for a number of reasons), he or she will be subject of a referral into the MAPPA process. This will prompt an appropriate level meeting where an appropriate risk management plan will be devised, agreed and reviewed in the light of new information. All registered sex offenders and MAPPA cases are flagged on PNC.
- ViSOR went 'live' in the force in October 2004 and is now fully operational. Access to ViSOR (a confidential database) is restricted to selected trained personnel on a 'need to know' basis. Access to this database can be audited and is strictly compliant with the agreed and accredited systems operating procedures.
- There is a clear force policy in relation to the management of reports of missing vulnerable people. This policy gives direction in relation to recording, risk assessment, tactical options, supervisory responsibilities and review requirements. It includes the need to refer all outstanding missing persons for review by an SIO at prescribed intervals depending on the level of assessed risk.
- On a monthly basis, BCU detective chief inspectors (DCIs) are required to conduct a dip sample of a number of critical processes to ensure compliance and, where

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required, to instigate remedial action. One of these processes is the management of missing persons; ten are reviewed every month. The missing persons form takes the person completing it through a process to elicit comprehensive information. This includes that which is required for the purpose of risk assessment. The missing persons policy then details the priority level with which the report should be treated depending on the assessed level of risk. Action required when investigating missing persons includes researching of multi-agency contacts such as GPs, social workers and schools. BCUs have developed local preventative arrangements to tackle cases in which children are repeatedly going missing, to address the root causes of such behaviour (eg Bristol and North Somerset). The BCU PPU 'every child matters officer' will also have a role in ensuring that such children and young people receive the services that they need in order to address that type of behaviour.

### **Work in Progress**

- The devolved PPUs need to deliver the integrated processes that they were set up to achieve, to protect vulnerable people, in liaison with partner agencies. In the area of DV, there is scope for continuing development in the force response, particularly in multi-agency engagement to proactively reduce and prevent domestic abuse, eg the introduction of DV MARACs in May 2006 will assist with measures undertaken to reduce the risk of serious injury or murder in DV cases. In addition, specialist DV courts are being rolled out across the force area and MARACs are intended to evolve in line with this process.
- At the time of the fieldwork for this baseline assessment the newly created PPUs were in a settling-in phase, and it was too early to assess the effect of the change. However, the assessment team formed the view that once properly established, the prospects of an enhanced service to victims were good.

### **Areas for Improvement**

- Continued focus is required on achieving early recognition by officers responding to DV incidents, to the needs of children and vulnerable people, in particular the need to apply appropriate referral to the PPU for specialist advice and access to partner agencies, eg social services.
- The understanding of the need for positive action at DV incidents is being driven across the organisation, which has resulted in an arrest rate for DV, that has increased from 58% last year to 63% this year (2005/06) but still remains below the MSF average of 69%.
- There is a standing instruction that all CAIT supervisors review at least three video interviews conducted by their staff per year and a template has been devised against which that review is measured. The required frequency of review is not always currently attained.
- Domestic abuse investigation teams are part of the BCU PPUs under the supervision of a dedicated manager (DI or DCI for Bristol). The plan is that these teams will become all-detective teams to raise the standard of investigation carried out in DV incidents. Currently only Bristol BCU is in that position and the remaining BCUs should migrate to this position as soon as practicable.

## 5 Providing Assistance (Domain 4)

### 5A Contact Management

<b>Grade</b>	<b>Direction of Travel</b>
<b>Fair</b>	<b>Stable</b>

#### National Grade Distribution

Poor	Fair	Good	Excellent
1	18	20	4

#### Contextual Factors

Contact management is in a period of major change, with the recent phased opening of the force service centre having been completed in the summer of this year. This major development is designed to provide a one-stop shop facility for non-emergency callers and to deliver an enhanced quality of service, as a key part of the force's approach to citizen-focused policing.

The force is also responding to the recommendations of the HMIC First Contact thematic report and is working to incorporate the national call-handling standards (NCHS). It has recently introduced the National Standards for Incident Reporting (NSIR). It is engaged in introducing technological improvements such as enhanced automated call distribution (ACD) systems. The communications department is leading much of this work and has recently reviewed its values and objectives and is actively promoting these to staff. As part of the review there has been a management restructure, with identified post holders on the management team having specific responsibility for key areas of business, such as training, performance and quality of service issues.

Public satisfaction levels for the time taken to answer 999 calls remains at 95%, no significant change on last years' position. Satisfaction for overall call-handling service remains the same at 91%. However, despite no statistically significant changes, the force has experienced a dip in public satisfaction for call handling since October 2005. Targets, based on the local policing plan 2005/06, indicate that 999 emergency calls (policing plan target 90%) were answered 86% within target, and switchboard (policing plan target 80%) were answered 67% in target.

#### Strengths

- The force strategy incorporates NCHS and goes beyond these by setting service level agreements (SLA) for emergency calls that go beyond national standards. There are also SLAs for general calls, crime recorders and the switchboard that are not currently required under NCHS. The force is committed to achieving many of the recommendations of the First Contact report, which are not currently in place. An action plan exists to ensure implementation (see contextual factors for performance results).
- A professionally qualified HR manager has been employed and tasked with driving performance through effective resource planning, reduction in sickness and other

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abstractions, improving retention of staff and succession planning. This reflects the department's vision of making it 'the place people want to work'. A computerised DMS has been introduced.

- The departmental business analyst produces on a daily basis performance data from the previous 24 hours. This is highlighted to staff through the email system and notice boards. A culture has developed where this information is discussed and a sense of achievement given to staff. Managers access bespoke data to monitor and drive team and individual performance. Currently being rolled out is 'agent desk top', which will provide up-to-the-minute live call-handling data to supervisors and managers to enable them to react dynamically to demand changes.
- The establishment of the communications department senior management team (SMT) has been increased by appointing a superintendent to drive performance within the department in order to ensure that local and national targets are met. The superintendent interacts with all staff to ensure that performance issues are constantly highlighted. This is underpinned by a weekly meeting with force incident managers who provide visible team leadership within the control rooms and contact centres.
- In order to inform this drive for excellence the communications department employs a business improvement analyst and a performance support officer who provide daily briefings on call-handling performance. The ACD 'high path application' monitors all extensions within its scope and is used to generate performance reports. These can show not only answering times (SLA) but lengths of call and calls which have not been answered along with the queue time. The data available will shortly be augmented by the roll-out of 'agent desk top' that will provide more dynamic real-time information.
- An extensive public consultation conducted by MORI is used to drive development of the force service centre and other aspects of public contact.
- A member of the communications department SMT chairs a quarterly 'making life easier' focus group of staff from which actions originated by staff to improve service delivery and staff welfare are driven. The annual staff survey feeds in to the departmental plan by accessing the opinions of staff from within and outside the communications department, thus enabling measures to be put in place to meet the needs of staff and internal customers.
- An inspector from the communications department attends all tasking and co-ordination meetings on each of the six BCUs. This enables the department to assist BCUs to meet priorities set in consultation with partner agencies and the public.
- The communications department has engaged with partner agencies including support against racist incidents (SARI) to improve service delivery to diverse communities, eg visits to the department have taken place by members of partner agencies in order to share learning in dealing with members of minority ethnic communities and those for whom English is not a first language. One of the initiatives that this has produced is a Key Phrases Card that has been distributed among the Chinese community to provide them with the tools to access policing services in an emergency. Through ISO processes the force is able to ensure that an appropriate and effective response is provided to racist or homophobic incidents.

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- The disability action team markets its services to the public through leafleting at sector level and the internet in order to assist people with disabilities to access policing services. This link also enables the force to constantly evaluate its performance in this area.
- Facilities are available to communicate through 'type talk' from the communications centre directly with members of the public. This facility is advertised widely through the media and through partner organisations. There is a network of staff trained in sign language to enable the force to communicate effectively with sign language users.
- The force service centre has a state-of-the-art caller identification system which automatically highlights caller history each time a member of the public calls the police. The system tracks actions generated so that accurate updates can be given if the officer dealing with their incident cannot be immediately contacted.
- The communications department currently runs from three separate sites. The force has the ability to maintain its efficiency from two sites and to run an emergency service from a single site. Periodic closure of centres for maintenance of systems provides opportunities to ensure the force is able to maintain service levels in the event of loss of one site. The method for closure is contained in the evacuation plans for each site, which include adjustments necessary to provide a complete service from only two sites.
- An advanced ACD system has been installed with the ability to use skills-based and other routing techniques. The ACD also provides reporting, supervisory and real-time display of call state and resource deployments. The force operates iSDX PBX exchanges and uses its ACD facilities including recorded announcement devices and music (and briefing) on hold.
- While working in difficult circumstances due to a shortfall in numbers, staff remain highly motivated, dealing with an increase in demand while at the same time learning to operate with numerous changes in working practice, eg national call-handling and incident recording standards.
- The communications department has recently secured the renewal of its ISO accreditation.
- The WebStorm application is being successfully rolled-out across the force to agreed timescales, with appropriate support being given to BCUs to ensure local management arrangements are fit for purpose. This will allow the communication centres at Portishead and Taunton to resume more traditional control room functions in order to improve the management of resource allocation around immediate and priority incidents.

### **Areas for Improvement**

- A revised approach is required by the force in order to reverse the recent increase in the number of calls for service, particularly so for extreme peaks such as Halloween and New Year's Eve, where BCUs can work with local partners and the force communications department to minimise as far as possible the number of calls for

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assistance, eg work to reduce the number of 999 calls made for non-emergency purposes.

- Within the communications department, greater clarity is required around roles and responsibilities at senior management level to address concerns about visible leadership, particularly given that the department operates across three sites.
- There are significant inconsistencies in staff capability, procedures and knowledge which hamper a consistent level of performance being delivered. Examples include a lack of knowledge of non-crime processes, particularly traffic legislation, court processes and police complaint procedures. Reinforcement of the use of the intranet frequently answered questions (FAQs) system should be provided.
- Particular attention should be given to compliance with NSIR, which is currently poor. There may be a link to crime recording standards which have also been criticised. The force is aware of these shortcomings and is working to narrow the performance gap.
- Supervisors were critical of what they perceived to be an inability to align resources to demand for key calendar dates and a reluctance to change staff shifts or refuse time off. It should be noted that the force is currently investigating the introduction of workforce management systems which are designed to deliver accurate current data and predictive capability.
- There has been a negative performance trend since summer 2005 in both 999 and switchboard call handling. This has also been associated with the deterioration of the grade 1 and grade 2 emergency response performance, although this could be attributed to officers spending more time at the scene, providing a higher quality of service. However, research needs to be carried out as to why this is happening, and performance needs to be addressed.



**5B Providing Specialist Operational Support**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Improved</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
0	23	19	1

**Contextual Factors**

All operational support units have been reviewed in the last year with significant changes and improvements made. This has resulted in all areas being able to demonstrate tangible performance improvement and greater capability to support the force in meeting increasing mutual aid requests. Firearms practices are fully compliant with the ACPO Manual of Guidance.

**Strengths**

- There is clear leadership in firearms matters by the ACC (operations and service standards) who is a nationally accredited gold commander.
- The threat and risk assessment is published biannually directly after the publication of the force strategic assessment and control strategy. The assessment provides a comprehensive overview of the threats faced by the force, the incident profile and the procedures for review of operations and events.
- Work has been undertaken following NCPE assessment of the force firearms capability. The assessment appendices include a matrix for each area comparing the gaps to be addressed with the actual position, and where necessary the 'actions in progress' to address any imbalance. The firearms training review group has identified all training needs from the assessment and incorporated these into an annual training plan.
- The arrangements for the provision of silver commanders through the cadre system has recently been reviewed and found to meet force needs. Exposure to live incidents is monitored and any lack of currency addressed prior to re-accreditation of silver commanders.
- The head of operations chairs a monthly meeting with the operational training unit and practitioners (firearms development group) to discuss any matters arising from operations, training and equipment, and to permit the rapid identification of any emerging issues and concerns. It also provides a close communication link between management and service deliverers, involving representatives at constable level and across all specialisms, eg roads policing unit (RPU), tactical teams, rifle, victim and witness information partnership (VIP) protection, and armed response vehicle (ARV).

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- At the end of every operation where firearms are deployed, or on any other incident where an officer believes a review of practices or procedures is necessary, the silver commander is responsible for compiling a debrief document known as an ARMOP.
- The less lethal options available include L104 launchers with attenuating energy projectiles and Tasers. In addition to those carried in the ARVs, all officers deploy with personal protective equipment such as an ASP baton, and CS spray. The force has firearms support dogs (passive attack). The types and quantities of less lethal weapons held is determined by the threat and risk assessment and reviewed biannually. This has resulted in the purchase of ten additional Tasers and the ordering of eight additional L104 launchers.
- Every incident is risk assessed according to the intelligence, to consider if there are sound reasons why less lethal options should not be deployed, as opposed to why they will be deployed. Any such decision is recorded within the silver commanders' log.
- The force has a resilient cadre of nationally trained and accredited negotiators. Their deployment is considered by the force incident manager in the early stages of any spontaneous incident, as appropriate, and at the planning stage of any firearms operation.
- The operations department policing plan links directly to the force strategic plan. From these plans all activities, tasking, performance and specialist support to BCUs is aligned to the PPAF and driven by the NIM. Operations support ensures communication and consultation is achieved at all levels, eg biannual visits by the superintendent to all BCUs to discuss the strategic delivery of specialist support plus representation at each biweekly TTCG BCU level 1 and force level 2 meetings. The capabilities of operations support specialist units are accessible to all staff on the intranet.
- During 2005 operations support reviewed its tasking process and has implemented changes to further enhance the support to the force and BCUs. The operations intelligence unit receives copies of each BCU TTCG level 1 tactical assessment. A representative from the unit then attends every level 1 meeting, where new requests are taken and feedback is provided regarding activity completed on previous taskings. Specialist advice is provided to the BCUs ensuring the right tactical option for level 1 issues is considered. The unit collates all level 1 request and feeds them to the operations support superintendent who then attends the force TTCG level 2 meeting. The results of NIM-led activity from the previous tactical period are fed back and then all requests for operations support resources are prioritised and tasked in line with the force priorities by the DCC. This is considered an area of potential good practice.
- Due to the capability and capacity of the operations support specialist resources they are regularly tasked at level 3 for national and international deployments. In 2005 specialist units were deployed to the G8 summit in Scotland and to Operation Bracknell where a disaster victim identification (DVI) team was available to deploy to Thailand within 24 hours of the request – the first force in the country to mobilise this urgent request.
- All public order and firearms training is conducted to the appropriate national standards (national police firearms training curriculum (NPFTC)) with lesson plans

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being quality assured. Public order re-qualifications are conducted in accordance with national policy. Firearms training is conducted in accordance with the annual training plan. Training is recorded on and managed through the NSPIS training administration system (TAS) which automatically flags refresher/re-qualifications when due.

- Individual firearms training records are maintained on a secure computer system. Firearms training records include gold, silver and bronze commanders and tactical advisers who are required to attend both classroom-based and tactical training sessions during the year. A system is in place to review their portfolios on an annual basis to ensure competence. These officers will be required to attend national re-qualification courses once these are in place.
- Specialist support units, for example dogs, mounted, underwater search and air operations, maintain records of training and re-qualification in accordance with national ACPO guidance. These are subject to regular audit by the chief inspector (operations support) or chief inspector (operational training unit).
- The force is an active participant on ACPO working groups relating to firearms, air support, underwater search and marine, mounted, dogs, chemical, biological, radiological and nuclear (CBRN) and specialist search. Senior officers from the force take a leading role on both the ACPO dog national working party and the ACPO regional underwater search and marine group.
- A regional mutual aid directory of capabilities is maintained and regularly updated which demonstrates that the capacity and capability of Avon and Somerset is the best in the region. Regular multi-agency regional exercises are held in relation to specialist areas.
- In addition to exercises, the force works in partnership and in collaboration with other regional forces on many fronts. For example, the superintendent (operations support) established and chairs the regional hunt working group. As a result consistent strategies and tactics have been adopted, minimising the impact of legislative changes and cross-border implications.
- The regional firearms mutual aid directory sets out force capability and those of other regional forces. Firearms officers are dynamic entry trained and there is a mutual aid agreement with Devon and Cornwall to provide this capability. Regionally, the force leads the way in its response to dealing with 'suicide bombers'.
- The capability of the nine dedicated support groups is recognised nationally. They are trained in many skills including specialist search, CBRN, underwater search and DVI. BCUs, other forces and PNICC make regular use of these specialist skills.
- Public order features in both the force and the operations support strategic plan under the PPAF domain of Promoting Safety. It also features in the force strategic assessment and control strategy under the Violent Crime section with particular focus around night-time economy issues, and in-force and BCU TTCG tactical assessments.
- For the Glastonbury Festival there is effective working internally with all districts and departments and commanders and externally with over 40 statutory and voluntary groups. The planning has been recognised by local authority co-ordinators of

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regulatory services (LACORS) as being best practice nationally for large-scale events. Each year there is a tabletop exercise attended by over 100 people from all agencies which is held ten days prior to the festival. This is widely regarded as the best such exercise by many agencies, most of whom attend a range of such themed events.

- Each quarter the force capability with regard to PSU call-out is tested by Operation Nova where the ability of BCUs to mobilise at short notice officers trained to PSU common minimum standard (CMS) and commanders is tested. The operational planning unit has a programme of testing, reviewing and amending all operational orders on a three-yearly rotation. In addition, any order will be amended should a need arise outside of this schedule. A culture of continuous improvement and learning exist.
- The force trains officers to the CMS in accordance with the public order standards, tactics and training manual. The basic course runs for five days and all trained officers are entered onto the force TAS. The basic course has been quality assured by the force which has resulted in this course being acceptable to the Adult Learning Inspectorate. The force maintains a cadre of trained public order bronze and silver commanders.
- The force is able to provide 11 PSUs fully equipped with sufficient vehicles. In order to meet this requirement the equivalent of 23 PSUs including officers from constable to inspector rank are trained. There are 17 public order tactical advisers who all hold national competencies in the role.
- The Avon and Somerset Constabulary is one of the few nationally recognised sites for public order command training. The IPOC course is held within the force for the whole region together with the major sporting events and tactical adviser courses. In 2007, as the force is recognised as being one of the few sites capable of staging this, the force will commence delivering the APOC courses for the region. This recognition stems from the robust quality assurance (QA) systems and proven track record. The force was recently only one of five that assisted Centrex develop both IPOC and APOC.
- The local resilience forum (LRF) was the first to be established in the region in July 2003. It meets biannually plus as a gold group when necessary, for example in response to the London bombings in July 2005 and when planning for 'pandemic flu' in November 2005. Eight practitioner subgroups, reporting to the LRF, have been developed to progress key issues, for example subgroups are in place for CBRN and training/exercise. The LRF plans are tested on a multi-agency basis by exercise and tabletop scenarios, for example CBRN tabletop in October 2005, and 'pandemic flu' in March 2006.
- In accordance with the Civil Contingencies Act (CCA) 2004, the practitioner risk assessment working group published the LRF community risk register in November 2005. It identifies all risks from all agencies under nine main headings, for example public protest/disorder and terrorism, and this has been recognised by the civil contingencies secretariat as national best practice.
- The force website provides up-to-date information to the public on major emergencies and is easily navigable. In the event of an emergency it has a facility to provide detailed information and advice to the public. Within the force website there

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is a 'hidden' page function that can be used to share and obtain information between partner organisations. This page can be used in respect of sensitive information. All category 1 and a wide selection of category 2 responders under the CCA have joined the system where selected individuals from these organisations can be given access on a need-to-know basis, and as appropriate, according to the nature of the incident/information. The operational planning unit will set up the incident/topic of information on the web page and then monitor and manage the site. Partner organisations that have been given access will then be able to view and contribute to the site.

- The force has a generic major incident guide that clearly outlines the structure and response to an emergency. It is reviewed to reflect current threats and is developed in consultation with partner agencies – it reflects their roles and responsibilities. A designated team of trained officers maintains and reviews the force major incident guide together with 49 operational procedures. In doing so, expert advice is drawn from specialists from within the force and for specific plans the involvement of partner organisations in consultation is undertaken. Contingency plans are prepared in an easy to read and use format, and are short, sharp documents written for the benefit of operational personnel. The major incident guide contains triggers for considering the needs of the more vulnerable members of the community. All new contingency plans also contain triggers for the calculation of expenditure and also incorporate measures for a community impact assessment (CIA).
- The operational planning unit has considerable expertise in event and contingency planning. The Glastonbury Festival saw crime fall by a third compared with the previous year. Crime has now fallen by 87% since 2000. The effectiveness of the multi-agency and force planning for this event has been recognised by national bodies with the force being short-listed from 113 entries to one of 3 finalists in the partnership category of the national 'Public Servants Awards 2006'.

### **Areas for Improvement**

- Currently the force has adopted the responsibility for the administration of the LRF. Partnership funding has been identified to recruit additional posts to fulfil this function. This should be progressed as soon as practicable.
- Business continuity planning has commenced in line with the requirements of the CCA. Staff have been appointed for this programme and the work is scheduled to be completed in two phases by July 2006.

**5C Strategic Roads Policing**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Stable</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
0	7	33	3

**Contextual Factors**

The activities of the RPU are focused on the key priorities within the ACPO roads policing strategy document. The structure allows intelligence-led policing around each of those elements. The RPU has been part of the review group responsible for the drafting of the ACPO roads policing strategy document.

**Strengths**

- Three dedicated automatic number plate recognition (ANPR) intercept teams are available to the force. In addition, mobile ANPR equipment is available in some road patrol vehicles. GPRS-enabled ANPR laptop computers are also used by other resources within the unit.
- The introduction of ANPR capability at Bristol International Airport as well as ANPR-enabled CCTV within Bristol, Bath and the second Severn crossing provides the force with a valuable asset to target road criminality.
- Avon and Somerset Constabulary was key in drafting amendments to the ACPO road death investigation manual (RDIM). The force has been fully compliant with the recommendations contained within it. The collision investigation unit (CIU) together with 18 trained family liaison officers (FLOs) deal with all fatal and life-threatening collisions. RPU SIOs have completed the nationally accredited course and together with the CIU and FLOs are available 24/7. Files and policy decisions generated by the unit are reviewed in line with national crime investigation standards.
- A dedicated officer within the RPU's intelligence cell has the national responsibility for the co-ordination, updating, implementation, training and expansion programme for the PIKE database (theft of LGVs) throughout England, Scotland, Northern Ireland and Wales. The database is as a matter of course linked into the ANPR cameras, both mobile and fixed.
- Integration with and support of other force strategies is ensured through the NIM process where 'Safer Roads' is listed on the control matrix of the force level 2 strategy.
- There is a force-wide RPU strategic assessment and control strategy supporting a biweekly RPU tactical assessment which reflects the 'one stop – two messages' philosophy of the unit; ie 'every interaction is an opportunity to consider both crime and casualty reduction'. This ensures the tactical response takes account of BCU

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needs. Wherever possible and appropriate, crime-orientated tactical needs are interlaced with the tactical needs of casualty reduction. The control matrix grades each area of priority in respect of the importance of education, enforcement and intelligence to tackle crime and reduce casualties on the roads.

- Speed enforcement is delivered in line with ACPO guidelines, with the force as the lead agency for the safety camera partnership. In addition, a dedicated sergeant with the safety camera partnership provides central co-ordination of the community 'speedwatch' programme, where local beat managers encourage members of the public to form 'speedwatches'. There are currently 100 such watches within the force, one of the highest take-up rates nationally.
- Roads policing is centrally managed with service delivery assured through the NIM process. The RPU is divided into areas of business with adequate specialist resources to fulfil those functions. Each area is led by an inspector, with the road patrol section having four territorial inspectors who, along with the collision investigation inspector, provide 24/7 critical incident and SIO cover.
- Response times to incidents attended by the RPU are monitored using a software performance package 'signals from noise'. This information uses command and control data to profile demand.

#### **Areas for Improvement**

- With an overall unit establishment of 221 constables the risk-assessed standard level of ARV cover (four vehicles) is clearly achievable without significant detriment to roads policing cover when faced with spontaneous firearms incidents. Against this background, the current discussions taking place within the force concerning the separation of firearms and roads policing functions should be completed without delay.

**6A Human Resource Management**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Fair</b>	<b>Stable</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
2	18	23	0

**National Position**

The PPAF indicators on sickness and medical retirement continue to be key quantitative measurements of human resource (HR) performance. Increasing significance is being given to the completion of performance development reviews (PDRs) within 60 days of due date. PDRs should be intelligence-driven and link to other HR processes such as promotion and career pathways.

While most forces have conducted some basic workforce planning, this has yet to be extended to all staff, ranks and grades. Workforce planning often concentrates on basic succession planning for key operational police officer posts. Most forces now have a full range of policies to support the work/life balance, often going beyond their legal obligations. The majority of forces need to develop an effective mechanism to manage demand, which ensures that they allocate resources to peak periods. There is limited evidence to show that supervisors and managers have been adequately trained in effective resource management.

Although annual staff satisfaction surveys are common, applying the learning from these surveys, and from employment tribunals, accidents, injuries, complaints and grievances, could be developed further. Much health and safety activity in forces is owned by a handful of key individuals and is rarely integrated fully into day-to-day activity, other than monitoring of accidents, injuries and near-misses. Few forces have accident/injury reduction targets or effective performance management of health and safety activity.

**Contextual Factors**

A new post of strategic director of HR as a member of the COG was created in mid-2004. The post holder has extensive experience of senior management positions within the private sector which the force has been able to utilise in reviewing and changing its approach to HR management.

Significant progress is being made across the whole range of HR matters, particularly in the learning and development, health and safety, employee relations and workforce planning areas.

In the last two years, major efforts have been made to ensure 'joined-up' HR management policies and much progress has been made across the board. There is still some way to go to achieve the objectives set, but the force is confident that these objectives are not only clear but achievable and responsibility for delivery is clear.



Accurate data for the average number of hours lost through sickness for police officers and police staff was not available for this assessment.

### **Strengths**

- Line management ownership of HR has been significantly enhanced with a revised organisational structure in place. There is now devolved decision making at local level based on the revised HR structure. Central HR is now operating at a strategic level.
- The force has achieved the liP award, and is the first police force to do so by a phased building-up of accreditations by individual BCUs and departments.
- A broad-banded Hay job evaluated salary structure for police staff has been launched and a costed HR plan written.
- There have been major improvements in health and safety performance, eg the past year has seen a significant reduction in the number of accidents and injuries at work.

### **Areas for Improvement**

- An important area for improvement is in the linking of the force's targets and objectives with personal development review (PDR) and the ICF. Staff need to be made aware of their individual contributions to achieving the major change in performance that is being sought over the coming two years.
- Much has been achieved in transferring all of the organisation's role profiles into the ICF format. All promotion boards for police officers are now undertaken using ICF and national occupational standards (NOS). The crucial area for improvement lies in the linking of PDR outcomes to create individual development plans and to structure the delivery of internal training. This is a key priority for the HR function and will require fundamental change to the timetabling of the PDR process, linked to the setting of objectives and their cascading down into the organisation.
- Electronic PDR has recently been introduced. There has been extensive training. However, it is yet to be fully embedded. PDR priorities are set once line managers have had their objectives agreed. At the time of the fieldwork for this assessment, some senior and middle managers had still not had their PDR objectives set for 2006/07. The PDR cycle had not been linked to the business planning cycle.
- There is evidence of a growing ownership of HR decision making by supervisors and managers. However, some line managers remain unwilling to own people issues concerning their staff. Despite training, staff are sometimes reluctant or lack confidence to make decisions.
- The HR system is not currently linked to payroll.
- There is some evidence of demand management although this is not corporately applied. The force was unable to provide evidence that resources are allocated to periods of peak demand across all operational activity.

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**6B Training, Development and Organisational Learning**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Improved</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
3	11	27	2

**National Position**

Learning and development (L&D) is a key driver for forces to improve performance. The requirement is for the right staff to have the right skills in the right place and at the right time in order to achieve or support operational performance.

HMIC has awarded a Good grade where key criteria have been met. Notably, where there is a clear distinction between the role of contractor and client, with the full and sustained involvement of a chief officer and the Police Authority. There should be a single post with accountability for all L&D products and services. Another prerequisite is an L&D strategy which is fully compliant with Home Office guidance and supported by a business plan, an improvement plan and a fully costed 'planned' and 'actual' delivery plan. Finally, a Good grade reflects robust quality assurance and evaluation processes, with clear evidence that the force is engaged in collaborative activity.

**Contextual factors**

At the time of the 2005 inspection, the newly created director of HR post had only just been filled. The head of learning and development (L&D) now reports directly to the HR director, resulting in much improved communication and strategic engagement between the L&D function and the COG. The annual business plan captures all areas of planned L&D activity, including delivery by staff within departments other than the corporate L&D department (eg mounted and dogs, communications department). Progress has been made in relation to promoting common QA standards across all L&D activity. A QA committee has been established as a means of ensuring corporate standards of design, delivery and evaluation.

The client/contractor relationship has been strengthened by further development of local training user groups and by engaging line managers and resource managers in a more robust learning needs analysis and prioritisation process. L&D planning has been further refined and brought more into line with the force planning cycle. As a result all major L&D requirements can be identified in time to ensure that budgets can be set accordingly. Bringing the PDR process into an appropriate 'window' also supports this process.

External and internal communications processes have also been improved. There is now an established environmental scanning process in place and a regularly updated matrix which outlines the key areas that must be reflected in L&D activities. Progress in integrating the required elements is part of the ongoing L&D audit process. All lesson plans are published

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on the force 'G' drive to ensure that all force trainers have access to validated material and the corporate learning and development department (CLAD) ensures that a CLAD representative attends all local TUG meetings.

### **Strengths**

This section summarises areas which HMIC considers to be particular strengths of the L&D function. In the main, for an area to be considered a 'strength' it will have been in place for at least 12 months and will represent practice from which the force is able to evidence demonstrable and ongoing benefit.

- The COG and the PA are actively involved in supporting and monitoring the effectiveness of CLAD. This ensures that CLAD is fully accountable to those responsible for ensuring that force objectives are met and that resourcing issues are considered fully by those responsible for agreeing force budgets.
- Management arrangements in relation to L&D activity are well established, with links between the strategic training programme executive (STPE), COG and locally based training user groups strengthened. There are also recognised processes in place for L&D to be involved as members of all major project boards and teams and as members of client L&D planning groups. As a consequence of the above, L&D is now seen as being integral to achieving organisational objectives and is also clearly accountable to identified client groups.
- There are well-established trainer and related role recruitment and retention oriented processes in place which engender confidence within the organisation that training and trainers are of a high quality and will deliver training/learning activities that meet identified needs.
- There are robust design, QA and evaluation mechanisms in place to ensure client needs are addressed effectively.
- CLAD has developed strong links at the regional and national level and is also actively involved in partnerships with other external organisations as a means of ensuring best use of resources and ensuring that the department and the force can be updated regarding emerging and established good practice.

### **Areas for Improvement**

This section provides a broad summary of the areas for improvement found as a consequence of the current inspection. Specific areas to address are contained in the detailed assessment guide which the force retains. That document contains an 'indicative scalar' of between one and five for 90 specific areas. More immediate effort will be required on those areas scoring three or less than for those scoring four or more.

The progress on the areas summarised below will be reported on in the context section of future inspection reports.

- A review should be carried out of the composition of the STPE to ensure appropriate local representation and review consultation processes so that other internal and external consultative groups can contribute to strategic decision making.

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- Greater use needs to be made of the management information provided by the national costing model (NCM) to inform budget setting and resource allocation.
- The force needs to develop a more consistent and effective approach to benchmarking L&D performance against similar providers, particularly at the regional level.
- CLAD needs to refine its communication strategy particularly with regard to improving the contribution of community representatives to strategy development and formalising customer/staff feedback via systematic customer/staff surveys.
- There is a need for continued liaison with districts/departments with regard to the effective use of the PDR system and more formal monitoring of completed PDRs to capture the percentage of staff adjudged to be competent by their line manager.
- A more systematic approach needs to be adopted by CLAD to partnership and collaborative working by clearly specifying those areas in which the force wishes to develop partnerships, the benefits it envisages resulting and by developing a protocol in relation to how it will manage and assess the success of its relationships with partners.
- CLAD needs to continue to develop approaches to ensure that all trainers within the force are operating within a common QA framework.

**6C Race and Diversity**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Fair</b>	<b>Stable</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
0	14	27	2

**Contextual Factors**

A diverse workforce fully representative of all communities across Avon and Somerset is seen as fundamental to the force improving its understanding of diverse community needs, leading to the delivery of a policing service that is fair and equitable to all. The new diversity strategy draws together all strands of discrimination, providing a clear lead to staff and communities alike. The strategy is underpinned by a comprehensive DAP and reinforced at a corporate level by the recent bringing together of the internal and external dimensions of diversity into one centrally based and dedicated diversity unit. The combined diversity unit is resourced by diversity professionals who bring to the force a wider experience and knowledge from outside of the police service, experience which will assist in the process of cultural change.

**Strengths**

- The DCC is the chief officer portfolio holder for diversity issues, and personally holds each BCU commander and departmental head to account for delivering positive diversity management. The DCC also provides a strong lead by chairing strategic group meetings, internal and external, to influence the direction and culture of the organisation on diversity. These include the diversity group and the EAG. The former is the mechanism for driving and internally consulting on strategic diversity issues while the latter ensures external involvement with all diversity issues at a strategic level, using IAG representatives. The EAG is actively engaged with the impact assessment of policies, eg recruitment, selection and retention policies.
- The creation of the diversity unit, during the last year, brought together two separate units previously responsible for internal- and external-facing diversity matters. The unit now provides a central focus for ensuring all aspects of delivering a fair and equitable service to all of its communities are more effectively co-ordinated through the creation of a diverse workforce that more reflects the six strands of diversity.
- The CRE has publicly praised the revised force RES as an example of good practice, eg impact assessment process and reporting mechanisms. The RES is underpinned both by the force recently revised diversity strategy and its DAP. The action plan covers all six strands of diversity and incorporates actions from the ACPO race equality programme for the police service.
- The force is meeting its employment duties under the RRAA through quarterly monitoring and analysis of data to identify barriers and enable appropriate action to be taken. This is managed primarily through the diversity group, retention and

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recruitment working group and the external-facing EAG. In addition, work is ongoing to create and implement protocols for collecting and publishing management information on employment issues concerning disability and sexual orientation.

- Local BCU diversity plans and 'diversity champions' maintain the profile and momentum of diversity as a major area from the centre to the core business unit.
- A well-established monitoring, auditing and reporting process is used to ensure that actions within the DAP are progressed, eg actions are audited by a process of regular 'reality checks' carried out by the diversity unit in partnership with the PA and local RECs; this supportive approach is designed to identify and share any good practice as well as to ensure that activity 'on the ground' is taking place, and that staff are aware of the need to mainstream diversity action into everyday activity.
- Guidance for managers on compliance with the Disability Discrimination Act has been delivered force-wide. Evidence of good practice in making reasonable adjustments includes award-winning proactive measures to employ staff with disabilities, eg tape summary bureau. In addition, a number of dyslexic officers have been provided with memory and note-taking aides. The force estates strategy contains an incremental action plan for improving physical access across all sites.

### **Work in Progress**

- The creation of an IAG dedicated to 'disability', designed to enable improved service delivery is in development. In addition, work is ongoing to develop a disability equality scheme.
- Each BCU commander and departmental head has recently nominated a 'diversity champion' to attend the force diversity working group (launched early 2006) in order to improve communication and the sharing of good practice across all BCUs and departments.

### **Areas for Improvement**

- As commented upon in the last assessment, there are no BME police officers above the rank of inspector. However, efforts continue in the area of positive action, in line with the Breaking Through Action Plan and Gender Agenda, to improve the recruitment, retention and progression of both police officers and police staff from under-represented groups, eg the force recently appointed a dedicated senior officer (chief superintendent) to lead a positive action project. The need to recruit more PCSOs during 2006/07 for NPTs is viewed as a major opportunity to start bridging this gap.

**6D Managing Financial and Physical Resources**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Stable</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
1	11	24	7

**Context**

This HMIC assessment is based on the force’s self-assessment return and HMIC’s own findings as well as a consideration of the police use of resources evaluations (PURE) by the Audit Commission’s appointed auditor for the force/Police Authority. Set out at the end of this report are the appointed auditors’ summarised scores for each theme covered by PURE. Separate, more detailed reports on PURE have also been issued by the appointed auditor for the force/PA. Work on preparing for force mergers has had a significant impact on the finance department and other support services.

**Strengths:** (to incorporate the Audit Commission’s use of resources)

- There is integration of the force’s operational and resource planning with proposals linked to policing priorities. The COG assesses strategic priorities which are fed into the medium-term financial plan (MTFP). The MTFP is formally reviewed by the PA twice a year. There has, in recent years, been an overall increase in financial awareness across the force.
- There is participation in national benchmarking for finance, estate management and transport.
- Budgets have been increasingly devolved to BCU commanders and department heads.
- The force considers that fleet management and procurement have extensive collaboration on procurement in place. The force led the regional contract for forensic physicians and is now actively supporting PEPS with the national forensic tender.
- An annual report is produced for the Police Authority on the achievements of professional procurement.
- The use of estate management staff to support operational policing through the use of community action department (CAD) crime scenes drawings remains an example of good practice which has been commended by the local crown court.
- The new vehicle workshop now operates on two shift basis and is contributing to increased efficiency. This is a regional facility which needs to be developed as part of the ongoing discussions on mergers.

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- The force and Authority are aware of their environmental responsibility and have, for example, introduced vehicles that run on bio-diesel.
- The force remains a national leader in the development of both sponsorship and the use of a community trust to provide additional resources to support local initiatives. A new income generation board has been established and will be leading in further developing this activity.
- A memorandum of understanding for BCU-based financial investigators ensures they remain dedicated to their role and to asset recovery. This is an example of good practice as the continuity of a dedicated, readily available resource results in a greater level of understanding of the Proceeds of Crime Act (POCA) at BCU level and reinforces the Home Office objective of mainstreaming these powers.

### **Work in Progress**

- The PA/force estate strategy does not fully reflect the policing vision of the force. The strategy is now being updated by a member of the chief officer team to ensure the operational dimension is fully taken into account in a revised strategy.

### **Areas for Improvement:** (to incorporate the Audit Commission's use of resources)

- The PA and force have made progress in linking the provision of resources to performance especially where additional resources have been invested. This approach needs to be extended to the bulk of the budget to ensure that performance improvements are linked to the provision of all resources, whether these remain static or are reduced, through the budget-setting process.
- There is an appreciation that core HR and finance systems are not integrated and that there are opportunities for improvement through the use of integrated business systems (IBS) to drive efficiencies and improvements in performance.
- There is awareness that in many areas such as finance the force's level of professional staffing is modest and that this presents some risk. It had planned to develop a regional approach to sharing such services, including IBS, but this has been on hold pending the decision on police force mergers. This issue needs to be developed at the appropriate time both in the context of potential future mergers and the proposed national development of an HR and finance (IBS) shared service centre.
- The force is aware of the importance of providing BCU commanders with resource management support through the involvement of the BCU administration and finance officers in the business planning process, and for the skills and competencies of these posts to be kept under review. This will be achieved through the finance department's involvement in their PDRs.
- Activity-based costing is critical to linking resources to performance. The key to improving the use of activity-based costing and to securing increased commitment is linked to improvements in activity data collection. Other police forces have been experimenting with, for example, mobile data and or telephony to capture activity data. The use of standard desktop activity recording applications for many policing jobs provides an alternative to the two-week survey system. Reliable and speedy



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activity data is a critical management requirement to support the linking of resources to performance. The force needs to develop a strategy to improve data collection.

- While the force has effectively developed electronic tendering, there are limitations around current systems that have prevented the introduction, across the force, of electronic ordering which is a vital part of effective procurement management and control.

### Audit Commission Use of Resources

Force and Authority: Avon and Somerset

Element	Assessment
Financial Reporting	Not Available
Financial Management	2
Financial Standing	3
Internal Control	2
Value For Money	3

#### Key to grades

1. Below minimum requirements – inadequate performance
2. Only a minimum requirement – adequate performance
3. Constantly above minimum requirements – performing well
4. Well above minimum requirements – Performing strongly

The judgements are made by auditors under the Code of Audit Practice and in accordance with guidance issued by the Audit Commission.

**6E Information Management**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Stable</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
1	9	31	2

**National Position**

The convergence of information and technology streams, and in particular the developing role of the chief information officer, is focusing attention on how forces corporately govern information. The aim in this assessment is to differentiate between forces that are taking an information-based approach to delivery and those that are technology-driven. A raft of emerging standards – notably Management of Police Information (MoPI) – is defining metrics against which performance can be measured, and these will ease the challenge in future assessments. Equally, the need for forces to develop medium-term planning, to consider national strategy in their local planning, and to reflect the requirements of the information technology infrastructure library (ITIL) have all provided some clear measures of success.

It has been a particularly challenging 12 months for forces' information services, as much development work was postponed because of amalgamation proposals. This backlog will need to be addressed in 2006/07, together with work on shared approaches to bridge the level 2 shortfall. The challenge of providing information for the cross-regional information-sharing project (CRISP) and the emerging IMPACT system is considerable. This may require the development of 'confidential' networks and work to meet the requirements of the Unified Police Security Architecture (UPSA) as well as MoPI. These carry as yet unquantified but very considerable costs, as well as resulting in major business change. With constrained budgets and increasing demands, the future poses real challenges as to how forces will manage their information assets.

**Contextual Factors**

Since the 2004/05 baseline assessment, the force has continued its implementation of the National Management Information System (NMIS) and successfully piloted the use of both BlackBerrys and portable data assistants (PDAs) in the mobile information arena. It has also implemented the intelligence and arrests module of the long-awaited Guardian integrated crime & intelligence system, which is expected to be fully implemented during autumn 2006/07. The challenge, however, continues to be funding the budget gap, and a revenue cut of 9% last year, together with a further cut of 5% in the coming year, has meant that progress on addressing resource levels within the information services department (ISD) has been limited. Notwithstanding that, the force has implemented a range of new systems. The period 2006/07 is projected to be less busy, because of the budget limitations, but this will allow resources to be focused on progressing the implementation of Guardian and continuing the mobile information project.

## Strengths

- The IT portfolio is held by the DCC, but managed on a daily basis by two specialist senior managers, the head of information services (covering information systems and technology) and the head of corporate information management (covering data quality, information security, data protection and freedom of information). Both managers are full members of the force's strategic development group (SDG) and the force development programme executive (FDPE). Additionally, the head of information services attends the fortnightly PIM, the NIM TTCG meeting and the PA finance and technology committee. The head of information services sits on most IT-related project boards as senior supplier, and a number of non-IT boards as adviser. The information and communications technology (ICT) department has a good track record for delivering operational benefits.
- The well-established integrated information strategy was extensively reviewed and updated in December 2005. It contains three linked strategies (information management, information systems and IT) plus sections on service management and governance, and is written to take account of Home Office priorities, force PPAF targets and applicable national standards, eg the police science and technology strategy and the ISS4PS. The most recent update incorporated new sections to cover the new NIM 2 standards and IMPACT, plus entries for emerging technologies such as 'single sign-on' and customer relationship management (CRM). The document has been shared regionally, adopted in its entirety by at least one other force in the region and is now being reviewed for use as a benchmark by four other police forces.
- The ICT development plan is fully integrated into the force's annual planning cycle and provides a detailed one-year plan and a three-year overview of business objectives.
- The long-established steering group (FDPE), recently retitled the change management executive) oversees projects from all disciplines (including ICT), providing the force with a joined-up and integrated view of all of its key development activities, eg information services, information management, estates, continuous improvement and training.
- To assess performance the ISD operates a balanced business scorecard in support of force-level objectives which tracks 23 IT performance indicators such as the availability of key systems and services, response to fault calls, financial performance and user satisfaction measures. The ICT department utilises the IT infrastructure library (ITIL) methodology and projects in controlled environments 2 (PRINCE2) to manage its day-to-day activities. A recent external review of the IT service desk facility gave it a highly commended rating and the service has now been extended to provide another South West regional police force with their out-of-hours service desk function.
- The iPLX and INI obligations have been met, eg monthly provision of data supplied on a regular basis to the NCRB. In addition, the force vetting unit consistently meets its SLAs for processing vetting requests made to it by NCRB. Despite national uncertainty (IMPACT programme – delays in the delivery of technical specifications and software requirements) the force remains on track to deliver the cross-regional information sharing project (CRISP) within the required timescales.

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- There are comprehensive and up-to-date disaster recovery (DR) and business continuity plans in place that are subject to continuous review. A DR facility is in operation at Taunton. Work is in progress to identify other DR facilities which it is envisaged would provide a regional facility.
- There is an information security strategy and an information security policy in place, overseen by a dedicated information security officer who is independent of the ICT function. The force has an excellent security record to date with no downtime experienced, eg via viruses, hacking activities or denial of service attacks. Strong perimeter security, stringent application of security protocols and encryption on all mobile devices is in place with security policies and practices audited twice yearly and subject to penetration testing annually. The full information security programme is overseen and managed by the information security working group, chaired by the ACC (operations and service standards).
- An ISS4PS-approved infrastructure is operated comprising SUN/Solaris servers running Oracle database software, and a Microsoft-based desktop. The force has successfully implemented all of the NSPIS operational systems with the exception of NMIS (although implementation is due to complete in October 2006) and NSPIS C&C (STORM system already in place). It has also gone live with phase 1 of Guardian. However, integration of these products continues to be a challenge, eg it is still awaiting the completion of the national OMEGA data interchange product that will allow case and custody data to be exchanged with other systems such as crime and intelligence and the force's data warehouse (ASSIST). To counter these problems, the force has continued to develop its use of ASSIST, which serves as the single point of enquiry (integrating data from 13 separate sources) and strategic data-sharing platform (providing data to both INI and CRISP). Overall, it has largely completed the replacement of its many legacy systems with NSPIS and/or COTS solutions that are more in line with operational needs.

### **Work in Progress**

- The force is redesigning its existing, generic SLAs to provide individual service level expectations based on a standard ITIL service catalogue. This will provide a much better base from which to conduct service reviews with its customers and develop specific SLAs where needed to cover key services or special circumstances.
- A project was commenced to implement the ITIL methodology in 2003 and has, to date, implemented the applicable standards for the IT service desk function, incident management, problem management, change management, service level management, financial management for IT, and IT service continuity management. However, implementation of ITIL needs to continue with work to formalise the processes around the more complex areas such as capacity planning and availability management.

### **Areas for Improvement**

- The current three-year ICT plan needs to be extended to provide a five-year overview, albeit with reduced granularity because of the uncertain budgetary position and potential for police force restructuring.

**6F National Intelligence Model**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Stable</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
0	19	22	2

**Contextual Factors**

Avon and Somerset has successfully embedded the NIM within its core business processes. NIM deployment extends from regional collaboration across force objectives to delivering BCU level priorities and daily tasking. The force can demonstrate a culture of NIM investment and development with clear ownership at different operational levels that drives performance and service delivery.

There is clear commitment and determination by the force to engage and work with key partner agencies, using NIM processes to direct resources and ensure service delivery, ie an invitation to key partner agencies (eg CDRPs) to attend BCU TTCG meetings. However, evidence suggests that the attendance of partner representatives at BCU (level 1) strategic and tactical meetings varies, especially across Somerset. The force has acknowledged this gap and is working hard to encourage participation. The introduction of neighbourhood policing is providing opportunities to pursue this agenda.

**Strengths**

- Comprehensive procedures are in place to monitor compliance to NIM minimum standards. The force NIM steering group, chaired by the ACC (crime and criminal justice) ensures continual development and refinement of the NIM, eg ongoing work to reach compliance with new NIM 2 standards. Examples of this include the commissioning of a formal corporate evaluation, ensuring briefing facilities are in line with national standards (net brief), using the principal analyst to promote good practice and quality assure products, guidance and templates for intelligence debriefing, and focused NIM training for PCSOs and special constables..
- The force has prepared a comprehensive map of SOCNs that cover the force area. The map is considered good practice in the South West region.

**Work in Progress**

- A process of evaluation across the TTCG structure is being developed as part of the ongoing work to reach compliance with NIM minimum standards. A formalised self-inspection tool has now been developed and is in the process of completion to assess and measure NIM compliance across BCUs. In addition, the BCU intelligence co-ordinator's role is also the subject of review to consider the options for making it a dedicated intelligence function post without extra operational responsibilities, ie covert human intelligence source (CHIS) controller. Corporacy of NIM processes across the force remains an underlying theme. It is recognised that

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the process at levels 1 and 2 is evolving and that BCUs are developing their processes to ensure NIM products meet their local requirements.

### Areas for Improvement

- An intelligence strategy is in now place; though short and impactive, it is not SMART compliant, eg approach to be adopted and principles to be achieved are outlined; however, there is no clear ownership by individuals or timescales for targets to be completed. An associated intelligence communication strategy is in development.
- The recent implementation of an integrated IT crime intelligence management system (the latest phase of the GUARDIAN project), designed to provide real-time submission of and access to intelligence reports, is welcomed. However, at this stage it is unclear as to whether or not it will deliver the intended benefits and improve performance.
- The force strategic assessment process continues to develop at both force and BCU level. The force level 2 strategic assessment in particular is now more concise and focused. In addition, it is actively used in strategic decision making, especially with regard to partnership working. An NIM briefing day for superintendent (operations commanders) was held in January 2006 to further drive forward the need for implementation and continuous improvement of the NIM principles at BCU level, eg presentation delivered outlined areas such as self-inspection, evaluation and debriefing.

## GOOD PRACTICE

### **TITLE: Proceeds of Crime Work – Targeting criminals through financial investigation**

**PROBLEM:** In line with HMIC recommendations in “Payback Time”, the Force was determined to focus greater use of the Proceeds of Crime Act (POCA) at BCU level.

Research with other Forces highlighted problems, particularly where the Financial Investigator was retained as a BCU resource, as it was found that they were constantly redeployed to other generic policing tasks such as statement taking or major incident investigation.

**SOLUTION:** A pilot project was initiated to determine specifically the roles and responsibilities for the post and to address issues of governance and performance. The lessons learned led to the creation of a Memorandum of Understanding (MOU) between the Financial Investigation Unit and BCUs.

This document defines two key roles whose performance is measured:

Primary Role (confiscation work)

Secondary Role (pro-active use of financial attack at NIM Level I)

Governance is defined within the MOU by setting clear lines of responsibility:

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HQ FIU is responsible for FI's professional development, monitoring of caseloads and performance.

BCU provides appropriate working environment, day-to-day supervision, administration and welfare, plus pro-active tasking through Level 1 Tasking and T Co-ordinating Group.

The MOU ensures the BCU FI remains dedicated to the role. The continuity of a dedicated, readily available resource results in a greater level of understanding of Proceeds of Crime at Basic Command Unit (BCU) level, reinforcing the H.O. objective of mainstreaming POCA powers.

The Force's asset recovery performance (which was in the top 10 nationally) in 2004/2005 generated sufficient funds to recruit the 7 staff required to commence this project. Placement of the FI's on BCU commenced in January 2006 and whilst still to be reviewed, immediate results are evidenced in the use of financial intelligence to add value and provide tactical options in the targeting of Level I nominals.

#### Part 2 – Asset Recovery Referral Process

FIU have established a very effective relationship with the CPS locally on POCA matters. A comprehensive SLA was developed allowing continuing consultation on service improvement.

#### Results:

CPS identified potential asset confiscation cases were being missed.

Research with other Forces demonstrated very little work being done in the area of information capture at case source/initiation.

A joint A&S Police/CPS process was developed, underpinned by form 'ASAR1'. Designed to be simple to complete (Officer In Case answers 4 yes/no questions), and presented with the MG3 at time of charging decision. It provides sufficient information for CPS lawyer to decide whether case is suitable for referral to FIU for confiscation.

Requirement to complete form ensures OIC is prompted to ask appropriate questions of the suspect with regard to financial intelligence.

Use of form ensures POCA is considered in all appropriate cases and informed decisions are made as to whether a case justifies confiscation application.

**OUTCOME(S):** The form has helped the FIU achieve a total of 90-confiscation orders in 2005/2006 against the H.O. target of 40, making us one of the top Forces on performance against target.

Process is currently under consideration by the H.O. for adoption nationally as part of MG file system.

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## 7 Leadership and Direction

### 7A Leadership

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Not Graded</b>

#### National Grade Distribution

Poor	Fair	Good	Excellent
0	4	35	4

#### Contextual Factors

The appointment of a new Chief Constable in January 2005 together with some relatively recent chief officer appointments created a largely new COG in spring 2005. This provided an opportunity for a fundamental review of the future direction of the force, while continuity was provided by the DCC and one ACC.

The Chief Constable gave a very strong steer from the outset on improving performance and raising the quality of service. New 'vision, mission, key strategic priorities, values and critical success factors' were jointly agreed with the Police Authority in March 2005 and became central elements of the 2005–08 strategic plan. This provided the base for a renewed partnership with the PA in reshaping and refocusing the force.

Personal energy and commitment has been very obviously directed into 'mission critical' areas. The Chief Constable recognised that there was a very sound foundation in areas such as tackling major crime at level 2 and roads policing, where high standards and performance levels were already in place. However, an urgent need for a tangible and sustained shift in performance – particularly in detection rates, where the force was regularly in contention for worst-performing police force in country – was required. The need for a reduction in bureaucracy, the development of 'quality culture', and innovative approaches in respect of diversity were also identified. The priority attached to these changes has been consistently articulated by the Chief Constable, with a clearly stated aim for Avon and Somerset to be a top-quartile performer by 2007/08.

Major changes have been made in the organisation to deliver the necessary step-change required in these priority areas. This has included recognition of the need to manage across portfolios; good evidence was found of the way chief officers ensure there is a real corporacy at the top of the organisation.

Chief officer portfolios were restructured to give well-defined published areas of responsibility and accountability. In addition, the COG was expanded to bring resilience to the required change-management programme. Regular dialogue with staff, through informal and formal visits, a staff survey and a review of all HQ functions have been undertaken to identify areas where resources could be released to front-line policing.

A new performance improvement framework has been introduced under the personal lead of the DCC, which has drawn on best practice. A new superintendent (operations) post has



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been introduced on each BCU and the HQ-based operational departments, to drive improvements in performance. The senior development group meets regularly to change working practices and drive innovation.

PPAF and iQuanta show substantial increases in sanction detection rates and OBTJ. There have been further reductions in priority crime categories, significantly improved customer satisfaction rates, and BCS shows Avon and Somerset to have the highest level of public confidence for any member of its MSF group. Positive trends are evident and further improvements are being sought with challenging targets set for 2006/07.

## Strengths

- There is a stable and experienced COG, with clear areas of responsibility and accountability, with a clearly articulated vision and clarity over the priorities for the organisation for 2005–08.
- All COG members complete the PDR process allowing the Chief Constable to assess the team's skills balance and address areas for development. Personal objectives set for each chief officer are directly linked to delivering the policing plan and strategic plan objectives and targets, then cascaded down to district commanders and department heads, ensuring a clarity and consistency of purpose. There exists good evidence of both support for individuals and challenge/accountability.
- Team building has been a key feature since the appointment of the Chief Constable. A series of 'management days' have been scheduled through the year – off site and attended by chief officers only. They consider strategic issues, drawing heavily on environmental scanning work and performance trends; review progress on major corporate projects; conduct 'breaking barriers' sessions to remove any potential 'silo' working within the organisation; and consider major resource redeployment/organisational development. All are designed to position the force to best achieve sustained improvement and high quality services.
- 'Leadership' and its relevance at all levels of the organisation is a recurring message promulgated by chief officers and senior managers. It has played an important part in developing a performance culture and delivering substantially improved policing services
- The Chief Constable and Chair of the PA meet every Monday, and ad hoc communication occurs as necessary, maintaining almost daily contact. The COG and the PA members meet in informal seminars phased through the year; and in planning and budget seminars that are key elements in the annual planning/budgetary process.
- The Police Authority has members sitting on project boards for major corporate projects – for example, diversity, volume crime investigation, citizen focus (co-chaired by the force and PA) and information management. Individual members have links with specific aspects of the force's work, both geographically and functionally. This provides members with in-depth knowledge to inform their strategic decisions and, where appropriate, challenge the force. The PA demonstrates real scrutiny and most recently this includes consideration of HMIC BCU reports and the subsequent action plan.

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- Close relationships are also fostered with partners, which is seen as critical to achieve strategic objectives. A quarterly 'chief executives' meeting – local authorities, fire and rescue, probation, the Government Office for the South West (GOSW), and Health – are hosted by the force and chaired by the Chief Constable.
- The Chief Constable and other chief officers actively pursue high visibility leadership and expect similar of all managers in the organisation. Chief officers conduct regular visits to districts, sectors and departments, complemented by unannounced visits – including the Chief Constable – to any part of the force at any time. This provides an opportunity for two-way dialogue and reality checking to see if corporate messages/policies have successfully been communicated, and to directly experience and assess the delivery of front-line policing services.
- Chief officers are involved nationally in a range of areas, including drugs, finance, pensions, Chief Fire Officers Association, and workforce modernisation.
- Managers and supervisors are expected as a matter of course to interact regularly with staff, identify welfare/morale issues and initiate corrective action. The basic tenets of the leadership approach include 'being visible and accessible', 'being open and consultative' and 'creating and maintaining a positive work climate'. The 2005 staff survey found high satisfaction ratings for 'my immediate supervisor' and 'team working'.
- Under the leadership of the current Chief Constable, the force further reviewed its strategic approach to media issues recently and developed a new corporate communication strategy providing strategic and editorial control for communication channels for the head of the corporate communication department. This included editorial control over the force's award-winning website.
- The relationship between the Police Federation and the Chief Constable exhibited some tension during the reporting year. It is understood that there have been considerable efforts to resolve issues and following open discussions, trust and a productive working relationship have been restored.

### **Work in Progress**

- Ensuring that a high quality of service exists throughout all of the force's activities is the next stage in driving up performance. It is recognised as a key goal and should be pursued relentlessly.
- The chief officer team has considerable talent. Currently there has been an understandable strong focus on performance of the force. Members do support the development of the broader service agenda, which actively includes the following.
  - The Chief Constable has had personal leadership of a long-standing enquiry, and more recently support for ACPO TAM.
  - The DCC was an active member of the ACPO drugs committee until early 2006 when he handed the portfolio over to the ACC (crime and criminal justice). The ACC (territorial operations) is the ACPO national lead for work being undertaken to roll out the prolific offenders scheme on behalf of ACPO Council. The ACC (operations and service standards) is the national liaison between ACPO and the Chief Fire Officers Association, while the director of

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HR is the national ACPO spokesperson for pensions and a member of the ACPO workforce modernisation business area. He also sits on the ACPO/Association of Police Authorities (APA) learning and development committee.

- The Chief Constable will wish to keep these commitments under review since there remains the potential for further contribution to the wider service agenda at an appropriate time.

**7B Performance Management and Continuous Improvement**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Fair</b>	<b>Stable</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
0	12	26	5

**Contextual Factors**

The Chief Constable initiated a fundamental review of the approach to performance management. With the PA, the COG has established three top priorities with the overall aim of being a top-quartile performer in all core service areas by 2007/08.

The DCC leads the performance improvement process, but it is every chief officer's responsibility to engage in the development of the performance improvement framework. The appointment of superintendents (operations) on BCUs and operational departments to lead local performance improvement has allowed the performance agenda to be driven while freeing capacity for the BCU commanders to fulfil their responsibilities in the partnership arena. The establishment of a fortnightly PIM chaired by the DCC and attended by all relevant force senior managers – operational and organisational support – has allowed integration of effort in raising standards. There has been a greatly increased priority on investigating crime, with challenging improvement targets having been set. The introduction of daily performance information on crime and detections and development of a performance intranet site accessible to all staff has added to the raised profile of performance management.

There has been extensive use of customer feedback surveys to inform performance improvement work and to assist the roll-out of citizen-focused policing. Clear processes for introducing NCPE doctrines within the force have contributed to the harmonisation of working practices and raising of standards.

Any discussion of performance must be related to the resources available to sustain that performance. As commented upon in the introduction to this report, the force has suffered what amounts to a reduction of £11 million in its budget this year and the effect of this reduction must be taken into account when assessing this framework.

**Strengths**

- There is a clear vision of where the force aspires to be and appropriate priorities and targets have been established to achieve this aim.
- Performance improvement has become a core element of the force's culture.
- A comprehensive performance framework has been established, underpinned by a meetings structure, key personal responsibilities and timely information integrated with NIM, which reflects PSU 'good practice'.

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- A performance inspection unit has been established which can pick up on areas of underperformance and potential good practice to spread across the organisation. In order to achieve this it employs a variety of approaches, from full performance inspections to hotspot inspections.
- The PA is closely involved in accountability for performance through its audit and performance committee which meets every two months. In addition, PA members are aligned to particular BCUs and departments and are members of major project boards.
- Performance information with appropriate comparators is widely available throughout the organisation, on plasma screens and notice boards accessible to all staff.
- Balanced business scorecards are used to monitor performance across the organisation.
- Avon and Somerset uses both ISO and EFQM techniques to drive improvement.
- There has been a marked improvement in local public confidence in the force – latest BCS figures show the force as the first in its MSF group for customer satisfaction (whole experience).

#### **Areas for Improvement**

- In general, overall force performance still compares unfavourably with its MSF group (see 2A Volume Crime Reduction and 3C Volume Crime Investigation).
- There is a need to improve the ability to monitor and manage the performance of individual staff. New IT systems will assist this development, eg electronic performance development review (e-PDR) process.
- Call-handling performance must be brought in line with NCHS) to maximise the potential offered by the force service centre (see 5A Contact Management).
- The force remains relatively under-resourced compared with its peers. Consequently it must continue to seek out innovative ways of using resources to maximum effect.

## Appendix 1: Glossary of Terms and Abbreviations

### A

A/S	arrest summons
ABC	activity-based costing
ACC	assistant chief constable
ACD	automated call distribution
ACPO	Association of Chief Police Officers
ANPR	automatic number plate recognition
APA	Association of Police Authorities
ARV	armed response vehicle
ASB	anti-social behaviour
ASBO	Anti-Social Behaviour Order
ASSIST	the force's data warehouse

### B

BCS	British Crime Survey
BCU	basic command unit
BME	black and minority ethnic

### C

CAD	community action department
CAIT	child abuse investigation team
CBRN	chemical, biological, radiological and nuclear
CCA	Civil Contingencies Act
CDRP	crime and disorder reduction partnership
CFF	crime fighting fund
CHIS	covert human intelligence source
CIA	community impact assessment
CIU	collision investigation unit

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CJ	criminal justice
CJS	criminal justice system
CJU	criminal justice unit
CLAD	corporate learning and development department
CMS	common minimum standards
CMU	crime management unit
COG	chief officer group
CPS	Crown Prosecution Service
CPT	child protection team
CPU	child protection unit
CRE	Commission for Racial Equality
CRISP	Cross-Regional Information Sharing Project
CRM	customer relations management
CSG	community safety group
CSI	crime scene investigator

**D**

DAP	diversity action plan
DCC	deputy chief constable
DCI	detective chief inspector
DI	detective inspector
DMS	duty management system
DR	disaster recovery
DS	detective sergeant
DV	domestic violence
DVI	disaster victim identification

**E**

EAD	environmental action days
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EAG	equalities advisory group
EFQM	European Foundation for Quality Management
e-PDR	electronic performance development review

**F**

FAQs	frequently asked questions
FDPE	force development programme executive
FIG	force intelligence group
FIU	financial investigation unit
FLO	family liaison officer
FTE	full-time equivalent

**G**

GOSW	Government Office for the South West
GUARDIAN	a crime recording system

**H**

HOCR	Home Office Counting Rules
HOLMES	Home Office Large Major Enquiry System
HQ	headquarters
HR	human resource(s)

**I**

IAG	independent advisory group
IBS	integrated business systems
ICF	integrated competency framework
ICT	information and communications technology
liP	Investors in People
IMPACT	A joint agency car crime reduction package
INI	IMPACT nominal index system



IPLDP	Initial Police Learning and Development Programm
ISD	information services department
ISS4PS	Information Strategy for the police service
IT	information technology
ITIL	information technology infrastructure library

**J**

JULES	joint law enforcement seminar
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**L**

L&D	learning and development
LACORS	local authority co-ordinator of regulatory services
LCJB	local criminal justice board
LRF	local resilience forum

**M**

MAPPA	multi-agency public protection arrangements
MARAC	multi-agency risk assessment conference
MCIU	major crime investigation unit
MORI	Market and Opinion Research International
MSF	most similar force(s)
MTFP	medium-term financial plan

**N**

NAFIS	National Automated Fingerprint Identification System
NBM	neighbourhood beat manager
NCHS	national call-handling standards
NCM	national costing model
NCPE	National Centre for Policing Excellence
NCRB	National Criminal Records Bureau

NCRS	National Crime Recording Standard
NIM	National Intelligence Model
NMIS	National Management Information System
NOS	National Occupational Standards
NPFTC	National Police Firearms Training Curriculum
NPT	neighbourhood policing team
NSPIS	National Strategy for Police Information Systems

**O**

OBTJ	offence brought to justice
OIC	officer in case
OPSY	operations security officer

**P**

PA	Police Authority
PCSO	police community support officer
PDA	portable data assistant
PDR	personal development review
PIM	performance improvement meeting
PIP	professionalising the investigative process
PNC	Police National Computer
POCA	Proceeds of Crime Act 2004
PPAF	policing performance assessment framework
PPU	public protection unit
PRINCE2	Projects in Controlled Environments 2 (project management methodology)
PSA	public service agreement
PSD	professional standards department
PSU	police standards unit
PTPM	prosecution team performance management
PURE	police use of resources evaluation

PYO persistent young offender

**Q**

QA quality assurance

QoSC quality of service commitment

**R**

RDIM road death investigation manual

REC race equality council

RES race equality scheme

RIC regional intelligence cell

RPU roads policing unit

RRAA Race Relations (Amendment) Act

**S**

SARA scanning, analysis, response, assessment

SARI support against racist incidents

SDG strategic diversity group

SILG scientific investigations leadership group

SIO senior investigating officer

SLA service level agreement

SMT senior management team

SOCA Serious Organised Crime Agency

SOCN Serious and Organised Crime Network

SSN safer stronger neighbourhood

STPE strategic training programme executive

**T**

TAS training administration system

TTCG tactical tasking and co-ordination group

**U**

UKIS            UK Immigration Service

**V**

VCB            volume crime board

VIP            victim and witness information partnership

ViSOR        Violent and Sex Offenders Register

**W**

WCU           witness care unit

WORMS      warrant management software