

Her Majesty's Inspectorate of Constabulary



HMIC Inspection Report

Avon and Somerset Constabulary

October 2007



Avon and Somerset Constabulary – HMIC Inspection Report

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Introduction to HMIC Inspections

For a century and a half, Her Majesty's Inspectorate of Constabulary (HMIC) has been charged with examining and improving the efficiency of the police service in England and Wales, with the first HM Inspectors (HMIs) being appointed under the provisions of the County and Borough Police Act 1856. In 1962, the Royal Commission on the Police formally acknowledged HMIC's contribution to policing.

HMIs are appointed by the Crown on the recommendation of the Home Secretary and report to HM Chief Inspector of Constabulary, who is the Home Secretary's principal professional policing adviser and is independent both of the Home Office and of the police service. HMIC's principal statutory duties are set out in the Police Act 1996. For more information, please visit HMIC's website at <http://inspectorates.homeoffice.gov.uk/hmic/>.

In 2006, HMIC conducted a broad assessment of all 43 Home Office police forces in England and Wales, examining 23 areas of activity. This baseline assessment had followed a similar process in 2005 and has thus created a rich evidence base of strengths and weaknesses across the country. However, it is now necessary for HMIC to focus its inspection effort on those areas of policing that are not data-rich and where qualitative assessment is the only feasible way of judging both current performance and the prospects for improvement. This, together with the critical factor that HMIC should concentrate its scrutiny on high-risk areas of policing – in terms of risk both to the public and to the service's reputation – pointed inexorably to a focus on what are known collectively as 'protective services'. In addition, there is a need to apply professional judgement to some key aspects of leadership and governance, where some quantitative measures exist but a more rounded assessment is appropriate.

Having reached this view internally, HMIC then consulted key stakeholders, including the Home Office, the Association of Chief Police Officers (ACPO) and the Association of Police Authorities (APA). A consensus emerged that HMIC could add greater value by undertaking fewer but more probing inspections. Stakeholders concurred with the emphasis on protective services but requested that Neighbourhood Policing remain a priority for inspection until there is evidence that it has been embedded in everyday police work.

HMIC uses a rigorous and transparent methodology to conduct its inspections and reach conclusions and judgements. All evidence will be gathered, verified and then assessed against an agreed set of national standards, in the form of specific grading criteria (SGC). However, the main purpose of inspection is not to make judgements but to drive improvements in policing. Both professional and lay readers are urged, therefore, to focus not on the headline grades but on the opportunities for improvement identified within the text of this report.

Programmed frameworks

This report contains assessments of the first three key areas of policing to be inspected under HMIC's new programme of work:

1. Neighbourhood Policing;
2. performance management; and
3. protecting vulnerable people.

Neighbourhood Policing has been inspected not only because it is a key government priority but also, and more importantly, because it addresses a fundamental need for a style of policing that is rooted in and responds to local concerns. The police service must, of course, offer protection from high-level threats such as terrorism and organised criminality, but it

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also has a key role in tackling the unacceptable behaviour of the minority of people who threaten the quality of life of law-abiding citizens.

Performance management is an activity largely hidden from public view, although members of the public are directly affected by poor performance on the part of their local force. This inspection has focused on the need for forces to maximise the opportunities for performance improvement. It also posed questions as to whether forces have an accurate picture of how they are doing and the capability to respond to changing priorities. This area was selected for inspection because it is a key factor in delivering good performance across the board.

Protecting vulnerable people covers four related areas – child abuse, domestic violence, public protection and missing persons – that address the critically important role of the police in protecting the public from potentially serious harm. In the 2006 baseline assessment this was the worst performing area and raised the most serious concerns for HMIC and others. As a result, this area was prioritised for scrutiny in 2007.

Risk-based frameworks

In addition to its programmed inspection work, HMIC continues to monitor performance across a range of policing activity, notably those areas listed in the table below.

HMIC risk-based frameworks
Fairness and equality in service delivery
Volume crime reduction
Volume crime investigation
Improving forensic performance
Criminal justice processes
Reducing anti-social behaviour
Contact management
Training, development and organisational learning

While these activities will not be subject to routine inspection, evidence of a significant decline in performance would prompt consideration of inspection. For 150 years, HMIC has maintained an ongoing relationship with every force. This allows it to identify and support forces when specific issues of concern arise. On a more formal basis, HMIC participates in the Home Office Police Performance Steering Group and Joint Performance Review Group, which have a role in monitoring and supporting police performance in crime reduction, crime investigation and public confidence.

HMIC conducts inspections of basic command units (BCUs), also on a risk-assessed basis, using the Going Local 3 methodology. Combining these various strands of inspection evidence allows HMIC to form a comprehensive picture of both individual force performance and the wider national picture.

The grading process

Grades awarded by HMIC are a reflection of the performance delivered by the force over the assessment period April 2006 to July 2007. One of four grades can be awarded, according to performance assessed against the SGC (for the full list of SGC, see <http://inspectors.homeoffice.gov.uk/hmic/methodologies/baseline-introduction/ba-methodology-06/?version=1>).

Excellent

This grade describes the highest level of performance in service delivery 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 meet **all** of the criteria set out in the Fair SGC and the vast majority of those set out in Good. In addition, two other factors will attract consideration of 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. Evidence that other forces have successfully imported practices would demonstrate this.
- HMIC is committed to supporting innovation and we would expect Excellent forces to have introduced and evaluated new ways of delivering or improving performance.

Good

Good is defined in the Collins English Dictionary as 'of a high quality or level' and denotes performance above the minimum standard. To reach this level, 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, which meets national threshold standards where these exist. To achieve a Fair grading, forces must meet all of the significant criteria set out in the Fair SGC. HMIC would expect that, across most activities, the largest number of grades will be awarded at this level.

Poor

A Poor grade represents an unacceptably low level of service. To attract this very critical grade, a force will 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 but may also reflect a degree of professional judgement on the level of risk being carried by the force.

Developing practice

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

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Future HMIC inspection activity

Although HMIC will continue to maintain a watching brief on all performance areas, its future inspection activity (see provisional timescales below) will be determined by a risk assessment process. Protective services will be at 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 (such as volume crime) where performance is captured by statutory performance indicators (SPIs), iQuanta and other objective evidence will receive scrutiny only where performance is deteriorating, as described above.

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 central support or funding. This in itself creates a risk to police delivery and HMIC has therefore included a strategic resource management assessment for all forces in its future inspection programme.

Planned Inspection areas
Serious and organised crime
Major crime
Neighbourhood Policing
Strategic resource management
Customer service and accessibility
Critical incident management
Professional standards
Public order
Civil contingencies
Information management
Strategic roads policing
Leadership

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, which is the largest conurbation in the south west of England. Here there are high-density, inner-city areas of prosperity and deprivation and major new residential and commercial developments. By contrast, Bath is one of the country's leading tourist destinations and to a lesser extent so are the historic centres of Wells and Glastonbury. Seaside resorts include Weston-super-Mare, Burnham-on-Sea and Minehead, with sparsely populated areas including Somerset Levels and Exmoor. There is an extensive motorway network with major traffic flows to the rest of the South West and South Wales, and international connections at Bristol Airport and Avonmouth docks.

Demographic profile of force area

The total resident population is currently 1,530,800. The 2001 census found that black and minority ethnic (BME) groups represented 3.4% of the residents. The BME element is concentrated primarily in Bristol (8.2% of the unitary authority's total resident population), but there is a wide range of BME communities living in localities across the force area. Specifically, a large concentration of Poles live in both the north and south of the force area, Kurdish, Iranian and Somalian people in Bristol and Portuguese in Chard.

The population is boosted by a substantial number of short and long-term visitors, including students attending the four universities and other higher education institutions. A great many people come into the county for work or to enjoy the leisure and entertainment facilities (particularly in Bristol). Holiday-makers either stay in the force area itself or pass through to other resorts and as such increase the numbers of motorists travelling through each day. All these factors result in a pronounced seasonal pattern of demand, with relatively high levels evident throughout the summer months.

Structural description of the force area

There are six BCUs covering the force area; these are called 'districts' locally. A chief superintendent with a high degree of delegated authority heads each BCU. All BCUs are coterminous with local authority boundaries. A Neighbourhood Policing model operates, with all 53 Neighbourhood Policing areas being coterminous with ward and parish boundaries. Each area has a Neighbourhood Policing team.

Approved staffing levels across the districts range from North Somerset with 306 full-time equivalent (FTE) staff (244 police officers and 62 police staff), to the City of Bristol with 1,210 FTE staff (988 police officers and 222 police staff) – one of the largest BCUs in England and Wales.

Each BCU and main operational departments has a dedicated superintendent (operations) post, whose primary role is to drive continuous performance improvement.

The BCUs are supported by the following operational headquarters (HQ) departments: criminal investigation (CID), communications, operations (including roads policing) and criminal justice. Functions have increasingly been devolved to the BCUs, the latest being responsibility for public protection and administration support.

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In April 2007, the force had 3,393 (FTE) police officers, 346 (FTE) police community support officers (PCSOs) and 2,174.4 (FTE) police staff, supported by 414 special constables.

The 2007/08 budget provides for the number of police officers to be maintained at around 3,421 and for the number of PCSOs to increase to at least 432 by March 2008, despite a reduction in funding from the Home Office. The force is currently in discussion with local authority partners to agree a joint funding process that will enable the originally planned growth in PCSO numbers to be maintained. A programme of work is also under way to increase the number of special constabulary, with an additional 40 officers due to commence training in September.

All members of the chief officer group (COG) are charged with delivering performance improvement. The group comprises:

- the Chief Constable;
- the deputy chief constable (DCC), with portfolio responsibility for corporate support and information and communications technology (ICT);
- three assistant chief constables (ACCs), with individual portfolio responsibilities for crime and criminal justice, territorial operations, operations, and service standards and strategic alliance and corporate information management;
- the director of finance, responsible for a range of functions such as administration, estates, finance and fleet; and
- the director of human resources (HR).

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

Strategic direction

The strategic direction of the force was reviewed at the start of 2007 and a three-year plan includes:

- 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.”
- The aims of the force are to:
 - reduce crime and increase the number of offences brought to justice;
 - deliver a high quality of service according to need, to achieve high levels of customer satisfaction and be a top-performing force in all main service areas;
 - promote safety in communities through enhanced local policing provision;
 - improve public protection; and
 - increase trust and confidence in the force.

Key initiatives to improve performance during 2007/08

Building on the success of 2005/06, the force has continued to improve performance during 2006/07. The future level of performance improvement can be expressed quantitatively through the targets set out in the 2007/08 policing plan – the priority crime categories to reduce by 10%, overall sanction detection rate to increase to 28% and further increases in each of the customer satisfaction rates. Quality continues to underpin the approach to improved performance. Reducing bureaucracy by streamlined processes has become a key driver in all improvement activity.

To achieve all of this, the force will build on or develop a number of initiatives including:

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- delivering workforce modernisation;
- a review of front-line operational processes through Operation Quest (jointly funded by the Home Office);
- a review of investigative processes and the creation of a force process management structure that will ensure the continued review of processes (jointly funded by the Police Crime Standards Directorate);
- the collaborative appointment, with Thames Valley, of a performance consultant to work alongside performance superintendents and share developing practice across the two forces;
- a review of the force performance improvement meeting (PIM)/level 2 tactical tasking and co-ordination group (TTCG) structure/purpose;
- the creation of a silver detection group, focused on improving detections through process improvement; and
- a review of force forms/e-form pilot – each senior manager has been tasked with identifying and deleting a form a day. This has resulted in a reduction in the last month of 106 forms. In addition, the force is about to go live with an e-forms pilot of ten of the most commonly used forms.

Key corporate initiatives

Collaboration (strategic partnerships)

In order to overcome long-standing resource constraints, a radical approach to reviewing how the force delivers certain aspects of its business has been undertaken. A wide range of collaborative arrangements are being considered, with two major opportunities including a joint venture company and protective services collaboration.

The police authority and force are engaged in detailed discussions with IBM, Somerset County Council and Taunton Deane District Council about the formation of a joint venture company to provide a range of corporate services (such as purchasing, accounting, personnel and administration) to both councils and the force. This innovative approach offers the potential to provide enhanced internal services along with benefits in terms of efficiency savings and improved external services.

For protective services collaboration – see protective services below

Representative workforce (including diversity)

An extensive programme of work is under way to engage positively with the wide range of communities and groups across the force area. This is aimed at improving dialogue and creating a greater understanding of specific policing requirements among each group. The force is also seeking to increase its representation in such groups, with three outreach workers appointed in support of this approach. By March 2008 the force is aiming to increase the proportion of female police officers to at least 23.6% and to have at least 3.1% of all new police recruits originating from BME groups.

The force has more than 600 police officer applications in various stages of the recruitment process. Home Office guidance prevents fast-tracking from under-represented groups until after shortlisting and national assessment has been completed. The force is, however, reviewing the potential for additional appointment criteria – eg community language, community knowledge – which may enable fast-tracking to take place after assessment.

During 2007/08 all staff will undertake the National Centre of Applied Learning Technology diversity training with supervisors receiving an additional two-day training course.

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To help the force achieve its goals, it will:

- monitor policies to make sure they do not discriminate;
- actively consult with communities and staff on any activities likely to affect them;
- monitor numbers of staff and their career progression and report the results;
- provide staff with extensive training;
- monitor the use of police powers and invite independent scrutiny; and
- consider the impact of diversity prior to the implementation of any change through the use of the standard initial business case.

Workforce modernisation

The ability of the force to review and change the mix of its workforce to better match particular requirements is a major factor in being able to deliver improved and more efficient services.

Opportunities have already been taken to extend police staff representation in functions such as financial investigation, surveillance and major crime scene investigation.

It is expected, however, that the relaxation of the crime fighting fund and workforce modernisation programme (supported by 'demonstration' status) will allow adoption of a more flexible approach to its staffing profile and enable improved delivery of service. Workforce modernisation will start in the CID, before assessment of the results and roll-out of similar programmes across the force.

The workforce modernisation programme will be managed in parallel with other key performance initiatives, eg Operation Quest, regional protective services collaboration and the joint venture company. The force 'change management executive' will ensure compatibility between the initiatives.

Protective services

The police authority and force have agreed to a South West regional collaborative approach to improving the protective services capability across the region.

The region (including Dorset, Devon and Cornwall, Wiltshire and Gloucestershire constabularies/authorities) has agreed to nine areas of business that will be improved through the programme, including automatic number plate recognition, covert operations, chemical, biological, radiological and nuclear incidents, firearms (policy and support), forensic telephone analysis, the technical support unit, witness protection and air support.

An application to the Home Office for the regional programme to become a 'demonstrator site' has been successful, with a grant of £500,000 being approved.

All five authorities have approved finance to fund start-up costs and recruit a suitably qualified programme team. The programme aims to deliver significant improvements in the identified areas within a two-year timeframe.

Customer focus/care and Neighbourhood Policing

The progress and ongoing work in both these areas are subject to greater review later in this report.

Other key corporate initiatives

- The launch of a new crime and intelligence system is due to be completed during 2007/08, associated with changes in the centralised recording and screening of crimes.

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- The provision of mobile data will allow increased accessibility to information/intelligence and increase the time that officers are on visible patrol and not filling in forms. Full mobile data provision for all officers is envisaged to be in place by 2010.
- A review of the estate to ensure the effective implementation of Neighbourhood Policing – specifically this will include sharing of facilities with local authority partners.
- A review of custody provision to ensure it is fit for modern policing requirements, both in terms of staff and persons in custody.
- The rationalisation of number of police sites, eg Bridewell and Kingswood, into a single site in Bristol to provide significant operational benefits and an improved facility for the investigation of major crime.
- A review of the structures in place to manage ‘change’ to ensure informed decision making through the change management executive.
- A review of the learning and development process to ensure comprehensive collation of ‘direction and control’ complaints, internal complaints and fairness and equality issues and how the professional standards department engages with the force.
- An examination of the leadership style to ensure the effective implementation of strategic change, including increased visibility and access to the COG.
- A ‘smashing barriers’ forum at the organisational development group.

Force developments since 2006

Building on the substantial progress achieved in 2005/06, the main performance improvement achievements in 2006/07 were as follows:

- Improved customer satisfaction, with statistically significant improvements in victim satisfaction levels for the ‘action taken by force staff at the crime/road traffic collision scene and in respect of the subsequent follow-up service’.
- High levels of public confidence in the force.
- Communities in the force area feeling relatively safe, with low levels of fear of crime and concerns over drug taking and anti-social behaviour (ASB) compared with similar areas elsewhere in the country.
- Over 3,000 additional detections, improving the overall detection rate from 23.3% to 24.4% and with associated increases in the priority detection rates for violence against the person, robbery, theft from motor vehicles and hate crime.
- Levels of crime as measured by the British Crime Survey (BCS) in line with or slightly below those in other comparable parts of the country.
- Reductions in the recorded crime levels of domestic burglary, robbery, thefts of motor vehicles and life-threatening/gun crime.
- Reduced numbers of fatalities and serious injuries resulting from road traffic collisions on roads in the force area.

Each year the force has achieved the Home Office specified efficiency targets (originally 2% savings each year and more recently 3% savings). The force continues to identify further ways of working in a more efficient manner and the potential offered by improved processes, collaborative working and strategic partnerships is central to its approach.

Findings

National summary of judgements

	Excellent	Good	Fair	Poor
Neighbourhood Policing				
Neighbourhood Policing	6	14	21	2
Performance management				
Performance management	6	29	8	0
Protecting vulnerable people				
Child abuse	3	17	21	2
Domestic violence	1	13	27	2
Public protection	2	16	23	2
Missing persons	1	21	21	0

Force summary of judgements

Neighbourhood Policing	Grade
Neighbourhood Policing	Fair
Performance management	Grade
Performance management	Good
Protecting vulnerable people	Grade
Child abuse	Fair
Domestic violence	Fair
Public protection	Fair
Missing persons	Fair

Neighbourhood Policing

GRADE	FAIR
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National grade distribution

Excellent	Good	Fair	Poor
6	14	21	2

National contextual factors

The national Neighbourhood Policing programme was launched by ACPO in April 2005 to support the Government’s vision of a policing service which is both accessible and responsive to the needs of local people. It was anticipated that, by April 2007, every area across England and Wales would have a Neighbourhood Policing presence appropriate to local needs, with all Neighbourhood Policing teams in place by April 2008. For local communities this means:

- increased numbers of PCSOs patrolling their streets, addressing ASB and building relationships with local people;
- access both to information about policing in their local area and to a point of contact in their Neighbourhood Policing team; and
- having the opportunity to tell the police about the issues that are causing them concern and helping to shape the response to those issues (Home Office, May 2006).

By focusing on the key areas of resources, familiarity/accessibility, problem identification and joint problem solving, this inspection has identified the extent to which Neighbourhood Policing is being implemented. It has also examined forces’ capability and commitment to sustain implementation beyond April 2008.

Contextual factors

The aim of Neighbourhood Policing is to increase satisfaction and confidence, reduce the fear of crime and resolve locally identified problems of crime and ASB. There is a requirement that all identified neighbourhood areas would have a dedicated Neighbourhood Policing presence (safer neighbourhood team) by April 2007. This means that every community should have:

- increased numbers of PCSOs patrolling their streets addressing ASB issues and building relationships with local people;
- obtained information from their local police force outlining details of the policing team and explaining how the local community can contact them; and
- have the structured ability to tell the police about issues which are causing them concern and make them feel unsafe in order to shape a problem-solving response to those issues.

Police forces should be implementing the model of Neighbourhood Policing which is most suited to their local environments and community needs. They must comply with the ten Neighbourhood Policing principles and the findings of the Neighbourhood Policing reassurance programme. Forces should engage with statutory and voluntary partners in

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order to adopt a more efficient and complete service around both crime and quality of life issues.

An inclusive problem-solving approach would require police and these partners to identify and tackle the underlying causes of crime and disorder issues in an easily sustainable and long-term way.

The roll-out of Neighbourhood Policing is a programme of continued activity up until March 2008, by which time there is a national requirement to have appropriate coverage, community engagement and joint problem solving.

Neighbourhood Policing has traditionally been high on the agenda of Avon and Somerset Constabulary. The force has provided effective community policing for some time (based on 26 sectors, each led by a sector inspector) with the revised approach based on the ten principles of Neighbourhood Policing. Neighbourhood Policing is branded as 'safer and stronger neighbourhoods' and is designed to emphasise the need for an integrated partnership approach, which is vital to successful delivery.

The intention is to implement Neighbourhood Policing fully within all BCUs by March 2008. There is clear leadership and guidance being given to the Neighbourhood Policing project. Workflows are controlled centrally and there is an emphasis on the need to include all departments and functions across the force within it. While the project team is very small in size, there are local champions at district level and a strong governance structure, which drives activity and links through a comprehensive meeting process.

The project lead has a sound background outside the public sector and the post is jointly-appointed by the police authority. There is a strong reliance on existing departments and functions providing corporate materials, products and developing activities such as training. The force intelligence bureau is developing a response in order to gather community intelligence and the community safety team has produced a manual of guidance for staff. The inspection team found that, while this approach provides ownership and involvement, it also requires close supervision to ensure that products are delivered on time, which has not always been the case.

It has been the intention of the project to deliver highly crafted products as they became available. An example is the manual of guidance which, due to delays, was not delivered in accordance with the target date. Meanwhile, Neighbourhood Policing teams at the five district sites developed their own approaches, including the design of their own paperwork. This has led to some lack of corporacy and knowledge gaps. This was recognised and the manuals have now been delivered.

Consistent with the evolving nature of the Neighbourhood Policing programme, the current system of beats, sectors and Neighbourhood Policing areas will be modified incrementally. Other than at the pathfinder sites, which have been in place for some time, most neighbourhoods are at the engagement phase of collaborative partnership work.

Strengths

The force is clearly committed to the ethos of Neighbourhood Policing, especially in terms of engaging with the public and partners. The Chief Constable has reinforced this approach with his overriding ethos 'to raise professionalism in Neighbourhood Policing ensuring that every contact leaves a trace'.

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Neighbourhood Policing forms a strand within the citizen-focused policing programme board. This strategic board is jointly chaired by the DCC and a police authority member and convenes bi-monthly to ensure the overall sustainability of the citizen focus programme. The ACC (territorial operations) also undertakes regular visits to neighbourhood areas, where he joins officers in high-visibility patrol, meets staff and discusses progress. Strategic governance of Neighbourhood Policing is provided by the ACC to the safer stronger neighbourhood (SSN) board and BCU implementation groups, both of which convene monthly. Neighbourhood Policing is stated as a priority in the introduction to the force policing plan.

The Chief Constable meets quarterly with local authority chief executives, with resource allocation being an agenda item. The cut to PCSO funding from central funds, by 33% was seen as a significant challenge by the partnership. The police authority is proposing to meet a quarter of this funding gap, with local authority partners contributing the remainder (equivalent to 18.75% of total salary costs).

The corporate communications department released the *Safer Stronger Neighbourhoods Communication Strategy* in January 2007. This strategy was created through dialogue, including a workshop held in December 2006. BCU Neighbourhood Policing leads were consulted and are now charged with delivering the strategy locally, in particular to minority communities.

The deputy head of the corporate communications department sits on both the SSN board and the citizen-focused policing programme board. At both meetings, communication is a standing item on the agenda. A public study/survey has been completed in order to establish communities preferred means of communication through the media. The findings of this study have been built into the communications strategy.

During November 2006 a series of high-profile events were held in order to market Neighbourhood Policing. Local authority chief executives were joint hosts and the voluntary sector, local media and victim support attended the events. A DVD was produced, which explained the joint approach, and the events were planned and managed internally with technical support from an external company. These events were evaluated and had positive outcomes.

The force has a corporate model for police information points and the corporate communications department will continue to work with local neighbourhood teams to customise these with local information. Police information points are displays located in areas or buildings with high 'foot-fall' and where key Neighbourhood Policing messages are given. Key rings bearing Neighbourhood Policing messages have also been freely distributed.

Within the force, the ACC, BCU commanders and police authority chair have jointly conducted several roadshow presentations to promote Neighbourhood Policing. BCU champions have also delivered a number of presentations to their staff.

The force intranet site includes a specific Neighbourhood Policing site that is easily accessed through a link from the front page. This site holds corporate templates and a style guide to enable neighbourhood teams to produce professional marketing materials, which can be customised. Regular updates and articles appear within the quarterly staff magazine *Newsbeat*. Corporate messages have been given to staff through communication DVDs and messages printed on their pay-slips.

The BCU commander at Bath and North East Somerset (BANES) implemented a local communication plan, which included presentations to all internal police teams (except CID).

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Briefings were also made to all key managers at the local authority. The legacy of sector policing included contacts with various community groups and presentations were also made to these, for example, homewatch and parish forums. The commander has also piloted the partners and communities together (PACT) approach, writing to all elected members and parish councils at its launch. This dialogue is ongoing and has ensured the smooth transition to the new Neighbourhood Policing approach.

Between September and October 2007 all households in the force area will receive a leaflet providing contact details for their local neighbourhood team. A leaflet-sized flyer has been produced which gives details of current performance and successes. This is available to police and staff and can be given to statutory partners or to the general public. Another corporate leaflet explains the role of PCSOs.

There has been a significant interest and support from the local media. Stories have been carried regarding the introduction of the Neighbourhood Policing teams and their purpose.

The force has identified all its neighbourhoods, with the Neighbourhood Policing project plan including clear milestones for the delivery of Neighbourhood Policing by April 2008. The SSN board is chaired by the ACC. It is held monthly and has wide membership, including BCU commanders, heads of department, HR, training, the police authority, the community, staff associations and the corporate communications department. Beneath this is the Neighbourhood Policing implementation group, which is chaired by the CFP programme manager. The programme manager is dedicated to the citizen-focused policing programme and is supported by a project officer; both are based in the performance improvement department. This group is seen as the operational arm of the project board.

BCU Neighbourhood Policing leads hold tactical Neighbourhood Policing group meetings; inspectors responsible for Neighbourhood Policing implementation attend these meetings. Each BCU has comprehensive action plans, which focus on partnership, intelligence, managing resources and citizen focus. Neighbourhood Policing inspectors are held to account for their performance and delivery of standards, which are described within the 'inspectors guide to Neighbourhood Policing implementation' pack. BCU champions are able to customise Neighbourhood Policing implementation, based on their judgement of local needs. The local operations chief inspectors carry out implementation monitoring. BCU implementation plans are comprehensive and thorough and are regularly reviewed by the local multi-agency implementation groups.

The Chief Constable and COG members conduct regular BCU visits, where Neighbourhood Policing is a standing item for discussion. A Neighbourhood Policing checklist has been developed which includes best practice identified in the Bristol Neighbourhood Policing pathfinder sites. The list is used as an audit tool during the visits.

Although there is only a small project team, functions are delivered by individuals who are drawn together at the SSN board, and it is intended that this approach will continue beyond April 2008 to provide support to BCU teams.

Satisfaction levels are monitored via the force public survey and results considered at the police authority, COG, citizen-focused policing programme board and BCU meetings.

Partner reluctance is included within the project risk register and is addressed by interventions at ACC/chief superintendent level.

In collaboration with Dorset Police, a resource allocation formula has been developed. The formula is based on demand for services and provides each beat area with a 1–4 grading. This grading is complemented by a traffic-light assessment, which helps to determine both

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the number of police resources required and the frequency of community engagement activity, in preparation for PACT. This approach is augmented by the professional judgement of district commanders and their teams in order to determine the resource allocation and activities within each Neighbourhood Policing area.

Local interpretation of the formula means there is some lack of consistency in approach, which is being addressed by the force. For example, in Bristol resourcing levels were to be subject to review, in order to improve coverage. Neighbourhood beat managers (NBMs) are now expected to commit to a minimum tenure of two years.

The force has a clear abstraction policy, with the permitted target abstraction rate set at 5% for Neighbourhood Policing staff, although this has yet to be fully implemented. BCUs have, however, been advised to implement it as soon as operationally possible and prior to April 2008. The policy document includes a proforma Neighbourhood Policing team member abstraction request. This proforma outlines the nature of the request and needs authorisation and agreement from a member of the senior management team (SMT). Abstraction levels are monitored by the police authority at the citizen-focused policing programme board.

At BANES BCU, for example, 19.1% of all staff are deployed to Neighbourhood Policing, with an abstraction target for those employed of 5%. This target is monitored from within the duties management system and forms part of data sets. These are shared and discussed within the SSN implementation meetings, local BCU meetings and with partners.

All Neighbourhood Policing personnel have bespoke role profiles and job descriptions. A dedicated inspector and sergeant manage each Neighbourhood Policing team. Supervisors will often oversee one or more teams. NBMs (PCs) supervise a number of PCSOs who are attached to the team. Each NBM has attended an NBM course, which includes some supervisory skills modules from the national sergeants course. They will be paid the maximum special priority payment (SPP) in order to recognise their supervisory responsibilities and to encourage recruitment. In time, the force proposes to develop an annual pay increment and career structure. All NBMs who were originally employed as community beat officers have had to re-apply for their new roles (as have the sergeants). The local police federation supports this process, and there is now better recruitment and uptake for the NBM role.

Once NBMs are recruited onto a beat area they are given a six-month probationary period. They may return to patrol/response duties at any time during this period, subject to mutual agreement. At the end of the probationary period, confirmation precedes the commencement of SPP payments, which are back-dated to cover the six-month period already worked.

The force has developed a new role entitled PCSO support. These officers do not receive full PCSO training or powers. They attend public meetings and provide a link with the public; additionally, they prepare leaflets and posters, undertake limited problem analysis and appointments, prepare presentations and handle calls to the Neighbourhood Policing office. The officers also make follow-up calls to members of the public in order to give results or to ascertain further information. This approach is proving to be invaluable, allowing PCSOs specifically and Neighbourhood Policing teams generally to be more visible.

Since the introduction of Neighbourhood Policing, the role of PCSOs has been more clearly defined and understood. Staff in the force service centre, where effective deployment of PCSOs is critical, now demonstrate a better knowledge of the PCSO role, capabilities and powers, which has led to fewer incorrect deployments. Although the force has defined its incident and crime response and attendance policies, these do not include instructions on

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the correct deployment of PCSOs and staff have to refer to the role descriptions. The Broadbury Road Neighbourhood Policing area inspector, who oversees Filwood, Knowle, Southville and Windmill Hill and Totterdown beats, has defined a 'statement of expectations' to add clarity to roles, but this is only a local initiative. NBM's hold monthly 'job chats' with PCSOs to ensure appropriate deployment and PCSOs complete daily returns of activity.

At present, the key tasks of PCSOs are patrol and engagement in its widest sense. Each neighbourhood has a patrol plan, which dictates patrol activity within locations and at times where maximum visibility might be achieved. At the pilot sites more sophisticated tasks and activities are being achieved, eg environmental visual audits. They are also allocated tasks from the command and control logs. Locally, district supervisors maintain a daily scrutiny to ensure these remain appropriate.

During 2006 the 53 Neighbourhood Policing beats/areas were identified using a variety of data, including demographics, incidents, crimes and ASB. Consultation concerning the new neighbourhood boundaries was mainly undertaken with partners at a district level. Some practical difficulties arose at strategic level, eg the fire service, which serves Avon and Somerset, has been amalgamated as the Devon and Somerset Fire Service resulting in a lack of coterminosity. The force relied on guidance from the Home Office White Paper *Building Communities* in order to achieve coterminosity between beats and ward boundaries. Parish and council wards are seen as the building blocks on which safer stronger neighbourhoods are built. Previously existing community safety structures were used as the basis for wider consultation, eg, parish, town and district councils. Some changes to boundaries were suggested and made, eg, Bristol Hartcliffe and Weston, but generally communities were given only limited say in the alignment of neighbourhoods. Once the plans were drawn up, they were taken/presented at local meetings, but at this stage the public were unaware of the implications and knew little of what Neighbourhood Policing could do for them. There was, therefore, little challenge to the proposals.

The police authority was presented with the proposals and was in agreement. Statutory partners have worked hard to re-organise and re-engineer their services to these new beat areas. The inspection team found extremely well-matched sites in the BANES BCU area.

The force has a joint police/police authority approach to community/crime and disorder reduction partnership (CDRP) consultation. There have been significant community engagement exercises. At the end of 2006, large events were held at venues across the county (Prisden Mill, Bristol council house, West Somerset (ballroom)). These were well attended and marketed the Neighbourhood Policing message.

Primary neighbourhood engagement and consultation had been progressed/achieved via the safer stronger community group. This has now been superseded by the guidance in the Neighbourhood Policing manual, which mandates the PACT process. Local Neighbourhood Policing teams have been directed to write to partners to explain the philosophy of Neighbourhood Policing and to seek their co-operation. Experiences at the pilot sites have been frustrated by some council resourcing issues and public suspicions. Best practice has been developed but there needs to be further exploration and joint work with existing partnerships, engaging with minority and hard-to-reach communities. To extend engagement tactics with these groups, the Neighbourhood Policing teams need to work more closely with partners. For example, with 29,000 local authority houses in Bristol, the police could further improve engagement with residents in collaboration with the local authority and housing associations/landlords.

At a local level, BCU commanders have worked hard to promote the benefits of Neighbourhood Policing. This has resulted in a good degree of buy-in by local councils and

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statutory partners.

Neighbourhoods have been graded Red, Amber, and Green in accordance with demand and are subject of a monthly, bi-monthly or quarterly joint tasking process. BANES is a mixed area with some Red neighbourhoods (Bath centre) and some rural areas where the major challenge is to help communities to understand that they have influence over the services provided. An additional challenge is to ensure that Red neighbourhoods are not allotted more than their fair share of resources.

There is a mixed understanding of the potential of Neighbourhood Policing among communities. Many do not fully appreciate how Neighbourhood Policing is different from its predecessor 'community policing'. As communities become more engaged, however, the attendance at community meetings and engagement events has improved. Multi-agency launches of Neighbourhood Policing at a local level have taken time and effort and in some areas, eg Bristol West, confidence in Neighbourhood Policing is still low. In other parts of Bristol, such as Filwood, sound engagement has been built on the strong foundations of previous activity in this pathfinder site. Neighbourhood Policing team members were able to use the 'Bristol City information site' (ward finder) in order to better understand the ward make-up and take advantage of opportunities in the local media to promote activity. The team also uses a mobile beat surgery to target hard-to-reach groups. The team has also distributed reporting boxes to key locations such as post offices and community centres, which can be used by members of the public to leave messages and reports for PCSOs to collect while on patrol. Other innovative approaches include webchats between police and interested residents.

PCSOs have clearly documented roles, as have PCSO support officers. Visible deployment is mainly defined by patrol plans, which indicate in some detail on a day-by-day and hour-by-hour basis where PCSOs will deploy in order to achieve maximum visibility and engagement. Feedback to communities takes place via local meetings and local priorities are published on the force internet pages.

The training for safer neighbourhoods staff was developed from the findings of a training needs analysis exercise, undertaken in January 2006. Training for NBMs includes leadership and diversity training, people management, the National Intelligence Model (NIM) and problem solving. Training commenced in September 2006 and is built around Centrex workbooks.

The current PCSO training course is five weeks in duration and uses the Centrex workbooks. There has been discussion with the ACC about extending this and the force wants to provide more. The five-week duration was driven by the desire to get PCSOs operational as early as possible. The SSN board chooses training objectives linked to PCSO key roles. Beyond this, further training provision is inconsistent. Some BCUs (J) have monthly training days delivered by BCU trainers, while at others (G) PCSOs have had little or no update training for some time.

The training of PCSOs has required considerable effort with courses being run consecutively. There has been little time for reflection and review, however, and the force has sought the views of PCSOs in order to shape future training delivery, including consideration of community placements. The force has additionally invested in dedicated PCSO trainers. Current training includes law and procedures and child abuse issues, but does not include detailed consideration of the aims and philosophy of Neighbourhood Policing, engagement or problem solving. A review of PCSO training is underway and its findings will be incorporated with any changes resulting from the national consultation on PCSO powers.

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The head of training is a member of the joint citizen-focused policing programme board and the subordinate SSN board. At both of these meetings, tasks are actioned to the training department. Training staff are not dedicated to individual elements of Neighbourhood Policing training; instead, relevant expertise is drawn from the pre-existing training programme – for example, the NBM course is a component of the force leadership development programme and is delivered by specialist trainers.

A corporate approach has been applied to the training of all Neighbourhood Policing officers and staff. Staff are allowed duty time to study the Centrex Neighbourhood Policing workbooks. There has been some joint training between Neighbourhood Policing officers and partners and in the pilot sites a training package called *Neighbourhood Police and Working Together* has been delivered by the learning and development staff and consultants. Other examples include joint training with the Cribbs Causeway Shopping Centre-accredited security operators and PCSOs training with the local authority (Chipping Sodbury).

Elsewhere, PCSOs have attended joint training with partners aimed at increasing problem-solving awareness and understanding:

- Bath – training with environmental health;
- Cheddar – training with the fire service and Age Concern;
- South Gloucestershire – a joint ASB training day; and
- Barton Hill – domestic violence (DV)-related training and refuge awareness.

NBMs and sergeants (but not PCSOs) are given a one-day media awareness training course, delivered by an external consultant and including a radio interview, TV/newspaper interview and how to run a public meeting. NBMs and PCSOs are to be trained in restorative justice techniques and conferencing. A two-day occasional trainer course has also been designed for Neighbourhood Policing staff, so that they can give inputs to schools.

A comprehensive SSN manual has been produced, which supports training with detailed advice and guidance on PACT, the NIM, and problem solving. These were distributed among all neighbourhood teams in July, supported by structured briefings for all Neighbourhood Policing staff.

An established system of training evaluation is in place for all training within the force.

There has been no joint training with partners at a strategic level, although the force is working with the Prince's Trust to explore opportunities for this. In the interim, the force has made Centrex workbooks available to partners and districts have held stakeholder days at which SSN issues are discussed.

The force had a clear strategic goal to increase special constable numbers to 474 by March 2007. New entrants to the special constabulary are now posted to Neighbourhood Policing teams, where they are expected to serve the first two years. Thereafter, there will be flexibility to specialise. Existing specials tend to be attached to patrol teams and are being asked to re-deploy to Neighbourhood Policing teams. A chief superintendent has been nominated as the specials lead, and training has been upgraded to accommodate Neighbourhood Policing.

Special constables not employed on Neighbourhood Policing teams had little concept of community information or intelligence. They have not yet had training in the use of the Guardian intelligence system and as a result, their submission of intelligence is limited.

Specials are effectively deploying as whole teams to police the night-time economy

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problems and ASB within BCU areas, especially at weekends. There is a view that enforcing attachment to neighbourhood teams will disable the force in meeting these challenges at times when the police patrol teams are stretched in order to respond to calls. Where they have been attached to Neighbourhood Policing teams, they are tending to address these same issues when on duty but are not used as a brigaded resource. At BANES, the SSN implementation team meets with specials on a monthly basis. All specials in this BCU are attached to neighbourhoods and have been for eight months.

Neighbourhood Policing teams are mainly accommodated within police buildings; this accommodation is fit for purpose. There are plans to increase jointly shared accommodation with partners and businesses. One such initiative is attempting to secure space within local ASDA supermarkets to enable greater engagement and visibility. Such locations have now been risk assessed. There are some problems with co-location, for example, the storage of CS sprays and the installation of IT. There are also contractual issues concerning the payment for services such as telephone, lighting etc. At BANES these issues have not been as problematic, due to good working relationships and joint ownership of Neighbourhood Policing.

The force has expanded its vehicle fleet by 42 vehicles to accommodate the additional needs of Neighbourhood Policing. This alone represents a significant investment. It is part of the role description of PCSOs to make use of the community contact vehicle, but staff interviewed report that too few of them possess the relevant driving qualification.

Briefing, tasking and deployment methods differ across the force and include both self-briefing and face-to-face briefings. Neighbourhood Policing teams are allocated tasks using the Guardian crime recording IT system and the STORM command and control system.

No clear crime allocation policy exists to define protocols for the allocation of crimes and crime-related incidents to Neighbourhood Policing staff. Examples were given where this has led to friction and uncertainty. Generally, NBMs are allocated crimes which have little or no investigation to be done but require victim/community reassurance, for example ASB cases. District allocation units monitor the caseload carried by SSN officers in consultation with neighbourhood team supervisors. Drop-down menus now identify staff and teams together with contact methods.

A series of open evenings have been held at the Portishead control centre to improve local confidence in call-handling systems, in particular the passing of sensitive information by members of the public.

The force is about to launch a revised performance development review (PDR) system, which is aimed at improving staff confidence in a system that was described to the inspection team as 'not user friendly and often unnecessarily bureaucratic'.

A detailed series of meetings holds managers to account for performance on each BCU. Ultimately, each BCU has a Neighbourhood Policing champion of chief inspector rank who is held accountable for performance.

PCSOs receive extra payments for tutoring responsibilities and iPods and certificates are also awarded for this additional work. The force vision of 'care, catch, convict' is the focus for rewarding good work.

The force has a strong customer-focus philosophy, evident to the inspection team. This is led by the Chief Constable, driven by all ACCs and illustrated by the force's 'every contact leaves a trace' training initiative. Policies for repeat victimisation, hate crime and witness handling are available on the intranet. BCUs maintain and implement satisfaction and confidence development plans, describing objectives, critical success factors and outcomes.

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There is an equally strong corporate message that follow-up activity and information to victims should be pursued. An example of this is the response to hate crime, with each event recorded as a critical incident and reviewed by senior managers. This approach has seen both detection and satisfaction rates improve.

The force does not make public the individual telephone numbers of officers and instead makes use of the 0845 single contact number. Key community representatives are given mobile telephone numbers of Neighbourhood Policing staff. This approach is to ensure that public requests for service are channelled to the most appropriate resource.

In some neighbourhood beats, for example, Filwood and Knowle, the teams have instigated a system of mobile beat surgeries. In the lead-up to the surgery, local houses are leafleted, advising residents of the event and ways of contacting the NBMs. Those wishing a home visit can place the leaflet in their front window on the day of the event. In addition, PCSOs have been attached to schools and have engaged in 'adopt a block' (tower block) initiatives.

There is documented evidence of multi-agency neighbourhood management and clear activity across police and partnerships at Bristol BCU. There is also clear evidence of feedback after action to communities within meetings where the police/partnerships are held accountable.

The force makes use of its website to make specific appeals for information/intelligence relating to local problems and events.

In terms of the management and effectiveness of neighbourhood problem solving, the inspection team found a mixed picture across the force area, with many examples of good practice. The force has reviewed its approach to the recommended SARA (scanning, analysis, response, assessment) method of problem solving in order to improve performance, link the process more effectively to intelligence systems and support activity-based costing (ABC). Reward and recognition for good work will be factored in to the revised system.

Local action teams operate, together with the police, to ensure that appropriate partner resources are focused towards problems. There are a number of multi-agency partnerships which are developing problem solving, for example an ASB steering group and graffiti partnership. Eventually, all activity of this nature will be managed in accordance with the PACT system.

At Bristol, local and Home Office funding contributes to PCSOs being deployed to the Bristol east side trader initiative. This has had some local success against identified problems. PCSO activity and achievements are monitored and reported at meetings of the initiative.

A good example of problem-solving activity concerns work undertaken by the sector inspector at Filwood in partnership with a local medical company. The project is aimed at reducing offending among persons with dyslexia, attention deficit hyperactivity disorder, and Asperger's syndrome. Candidates are offered treatment and are then supported through a series of ongoing exercises to reduce their offending behaviours. A local university is evaluating the initiative but some notable successes have been seen.

BANES BCU completes a joint strategic assessment with partner agencies. This is good practice that will eventually be replicated across the force area. Such activity by the BCU has led to much reorganisation by the local authority, with joint targets and some ground-breaking activity. An example is 'environmental action days', which are jointly led and focus on reducing the incidence of ASB, fly-tipping and arson. These occur every six weeks and are proving effective. Decisions about where to focus resources on these days are informed

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via NIM data and intelligence from partners and PACT. 'Environmental non-compliance', a local authority target, has reduced from 26% to 9% in areas where these activities have taken place.

Community intelligence is currently recorded on the Guardian intelligence system, with the force undertaking a review of how best to grade, search and utilise this material and address ambiguities as to what comprises community intelligence. This is a common theme throughout the country. The intelligence presently submitted is monitored by hate crime co-ordinators and community tension officers, who determine threat levels and inform the tactical assessment.

The force makes use of the BCU inspection guide and attends regional Neighbourhood Policing meetings. Feedback is considered at all BCU and force implementation meetings.

Work in progress

The force project plan (section 10) illustrates a clear commitment to evaluate Neighbourhood Policing, including the monitoring of satisfaction surveys and development of a mechanism to recognise quality of service. The draft performance assessment framework for citizen-focused policing and the Neighbourhood Policing model includes both output and activity measures. This detailed monitoring and evaluation process has yet to take effect.

The template for the creation of neighbourhood profiles was distributed across the force in June 2007 and is now included within the SSN manual. These are currently being written across the force and include Acorn (a classification of residential neighbourhoods) demographic data and key individual network details. The principles and data requirements were marketed to staff as part of the internal launch of the safer neighbourhood manual. Profiles will be available on paper in offices 24/7 and in due course will be uploaded onto the force intranet to allow easy access to all.

The force has now made progress in relation to the preparation of neighbourhood profile documents. While the pilot sites contributed in this regard, some other examples had been rudimentary, lacked local priorities and in some cases focused on control strategy crimes in favour of local priorities. The force is now producing profiles, which are comprehensive and to a high standard, including key individual networks, demographic information and local priorities. Until PACT priorities are fully identified and targeted, Neighbourhood Policing team resources are being focused more towards crime targets than reassurance objectives. These profiles will require regular updates and inclusion of suitable analysis of local problems and issues.

There is a proposal under consideration to develop a Neighbourhood Policing evaluation strategy. At present, limited evaluation is undertaken within the citizen-focused programme meetings and some requested audits. Evaluation is high on the force's agenda and will be progressed through future citizen-focused programme meetings.

The manual for the delivery of Neighbourhood Policing has been delayed but has recently been circulated to all relevant teams, together with a briefing to explain its use. The easy-to-use manual is comprehensive and prepared to a high standard. It contains role profiles and deployment guidance, guidance on increasing visibility through patrol plans, key internal and external messages and methods of delivery.

The manual also includes methods of community engagement – for example, guidance for local action teams concerning engagement with hard-to-reach groups. There is also specific

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guidance for the deployment of special constables and volunteers. Problem solving is included in the manual, and describes the effective use of the SARA model and problem analysis triangle theory, as well as the ten-point plan for problem solving, which describes activities possible for use in supporting the victim or addressing issues including offender motivation and methods of operation. In accordance with good practice, a problem-solving template is provided which lists tactical options around prevention, intelligence and enforcement. A section on ASB includes tactics such as acceptable behaviour contracts and ASB orders. Staff broadly understand the contents of this manual and its guidance is starting to be implemented at a local level.

The publication of role profiles within the neighbourhood manual has provided the opportunity for a more corporate approach across the force and to minimise the requirement for BCUs to create their own local guidance – for example, the Taunton Central Neighbourhood Policing team PCSO patrol strategy. A discussion document on performance management for neighbourhood activities is also included in the manual, which analyses activity and output measures. It also provides a menu of additional training for neighbourhood staff available at force or district level.

Since 2001 a joint police authority/constabulary community consultation planning process has been underway. This process will be tailored in order to move to a PACT model. This model has been piloted at Bath and awaits the publication of APA national standards for community engagement before being mainstreamed across the force area.

A leaflet is being produced which includes details of the names of the officers in the local neighbourhood teams and how to contact them. These leaflets will be distributed to every household in the force area between September and October 2007.

Processes to share police and partner intelligence/data at neighbourhood level, which can then be used to direct joint activity, are being developed. A discussion paper is due to be completed in July 2007. This paper envisages that BCU level 1 tasking groups will be merged with CDRP tasking groups in line with crime and disorder review recommendations. The community intelligence sub-project (FIG project) is tasked to develop a framework by which tactical community intelligence can be incorporated into the Guardian intelligence system. The project will then focus on mapping existing partnership databases and how this intelligence can be imported into Guardian.

Project Plinth, which is sponsored by the Government Office for the South West, is currently scoping how de-personalised data can be shared between crime and disorder partners. It is developing protocols and systems/processes for information exchange. This data will in future inform police and CDRP analysts, allowing for joint intelligence products to assist tasking.

The force is currently undertaking a comprehensive review of the project status and service provision in respect of Neighbourhood Policing and the performance assessment framework for citizen-focused policing. It is using the Neighbourhood Policing model, which accommodates public satisfaction data and the application of Neighbourhood Policing principles as an inspection framework. This will provide the basis to monitor and inspect against implementation requirements and standards. Unison, the police staff union, is also planning to conduct a wide-ranging survey with PCSOs.

A pilot restorative justice court has been launched at Chard, with some staff receiving training in restorative justice principles and processes.

The force Neighbourhood Policing Communications Strategy allows for BCUs certain flexibility to define their own timescales for delivery. As each team is launched, residents are

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leafleted and other local marketing strategies put in place. Additionally, the force intends to publish neighbourhood team booklets at the pathfinder sites. As new neighbourhoods come on line, team booklets are produced with sector information, including local contact details. The material does not include a strong message about how communities can influence activity but press items describing the work of PACTs illustrate this. Additionally, a bespoke leaflet will be issued to local councillors, outlining the responsibilities of local authorities.

Guidance on problem solving is included in the SSN manual and is based around SARA and the ten-point plan being pioneered by the force. Templates will be made available on the intranet, together with guidance for completion. The model will be included in SSN training and the officers who developed the model will undertake presentations across the force.

Areas for improvement

The force supports the use of volunteers. A volunteers' board has been launched with Unison representation. Before any appointments are approved, the board considers the application within a negotiated framework. The inspection team found little take-up of volunteers within Neighbourhood Policing teams and this is, therefore, an area for improvement. Benchmarking the approach taken by other forces may assist in this process.

It is recognised that there is a need for improved analysis of community intelligence. Additionally, analysts should access data concerning local problems in order to develop thematic problem profiles, which can then be targeted through existing tasking and co-ordination processes. As an interim measure, the force intends to record locally identified problems and priorities on the force intranet. These should be searchable by analysts.

The force should build on its current BCU implementation checklist and Neighbourhood Policing activity plans, to put in place a strategic evaluation process. This should extend across all functions and should measure the depth and quality of how Neighbourhood Policing is mainstreamed across the force.

Local action plans currently vary in quality and detail. Neighbourhood Policing analytical products are improving but are not widespread. Those that do exist, and which have been produced by trained analysts, tend to focus on the time and location of offences (most wards are measuring BCS performance data). Details of offender profiles are limited. Tactical options also tend to propose enforcement activity. These plans would be enhanced by including understanding of underlying causes and greater use of non-enforcement tactics such as prevention, disruption and problem solving. There are some pockets of good practice such as the 'divert' scheme, which is a joint police/statutory agency initiative to divert young people who are affected by a learning disability and who are involved in criminal behaviour or ASB.

Neighbourhood Policing tasking sheets need to be recorded in a way that allows searching and analytical review. Where paper records are kept, these are not always searchable.

Currently, there are few problem-solving plans (SARA) but beat plans or patrol plans are in use. These plans usually include a statement of the problem – eg youths gathering, drinking alcohol, littering and ASB – but there is a mixed picture with regard to in-depth analysis of victim, offender or location. Some SARA documents omitted this vital component and while it was present in some others, it is apparent that problem-solving methodology is not well embedded at a local level. Some SARAs include hotspot maps and there are descriptions of operations/solutions which include police enforcement. Joint activity with community and

partners is taking place and problems are being tackled, but often this activity is not based on a full understanding of the underlying problem and focuses on causes rather than symptoms. There is a web-based depository for SARA plans called the SARA Web, but this is little used.

RECOMMENDATION 1

SARA (scanning, analysis, response, assessment) problem-solving plans need to be developed across the force.

Developing Practice

INSPECTION AREA: Neighbourhood Policing

TITLE: Engaging youth

PROBLEM:

Engagement of youth across the force as valued citizens is seen as a key way in which the future can be changed for the better and quality of life improved for all.

The St Paul's area of Bristol falls within a regeneration funding area and is seen as an inner city area with deprivation indices. The community is diverse, with various ethnic groups, a high proportion being from BME backgrounds; there are many associated issues around cultural differences and under achieving in education.

SOLUTION:

ACC territorial operations sits on the ACPO youth issues group. The force youth strategy follows the approach set out in the ACPO national youth strategy. In addition, the force strategy has been matched against the Every Child Matters initiative to ensure a fully integrated approach. Each COG member has a specific PDR objective to engage youth and as such each leads on a specific youth initiative, eg the Chief Constable Young Bristol, the ACC (crime and criminal justice) the Duke of Edinburgh's Award and the ACC (strategic alliance) the Outward Bound.

To encourage youth engagement across the force, a school-based citizenship project has been set up called 'Get Savvy' (previously called Youthwatch), which has been complimented by HMIC. The project brings public services together with young people to work on projects of the young people's choice which effect positive change in their community. The project can be used in various forums – eg schools, youth clubs – and is designed to be used by multiple agencies/staff, such as teachers and the Environment Agency.

A new school academy is due to be opened in Witherwood. The force has been involved with the various agencies from an early stage to ensure that it is able to influence the development and that barriers are identified and effective engagement can take place with students from the outset.

As part of the Duke of Edinburgh's Award, the ACC (crime and criminal justice) has led an initiative to build relationships within the St. Pauls community, with various BME youth groups who have previously been under-represented within the Award. The Award scheme itself is well established in the country as well as internationally. It helps focus young people between the ages of 14 – 25 to achieve self-respect, discipline, civic duty and working with others as well as learning about themselves, and presents a fantastic opportunity for the force to achieve youth engagement in a positive way.

Local PCSOs have been used in St Pauls to support this scheme and develop these relationships through mentoring those engaged on the scheme. Part of this work is centred on local youngsters refitting a run-down café. This is a community project which, when finished, will be used to house the Award scheme to support future young achievers. Local PCSOs have also been used in providing transport for the youngsters so that they can complete their award by attending locations around the city. There are currently 23 young people involved in this activity.

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OUTCOME(S):

Get Savvy – children of Crispin School, Street undertook a mobile phone marking project. Having marked all the phones in the school, they took the property marking equipment home and there was an upward dissemination of property marking crime reduction techniques to their families and consequently a drop in the reported theft of mobile phones in Street of 50% over the next nine months.

Withywood Academy – at this stage it is hoped that Bristol University will be undertaking a long-term comprehensive assessment of the effectiveness of the academy.

Duke of Edinburgh – a royal visit to the café took place recently, which provided a real sense of value to the hard work being put in. Additionally, a great deal of community contact has been made and a various offers of help have come from within the community, including time and equipment for the re-fit.

This platform provides a solid base for youngsters to take control and be involved in something that provides a wider base for youth contact. Meetings are planned together with staff and young people being involved not just for Duke of Edinburgh's Award but also for youth and the community in that area. As this model has achieved so much and has the potential to engage with so many youth, there are plans to develop it across the whole of Bristol BCU and within the force to support the wider programme of youth engagement.

FORCE CONTACT: Head of Community Safety – 01275 814536

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INSPECTION AREA: Neighbourhood Policing

TITLE: Every Contact Leaves a Trace

PROBLEM:

The national quality of service commitment (QoS) sets out a requirement for forces to be compliant (by November 2006) with a number of public-facing commitments.

Within Avon and Somerset, the development and implementation of the QoS sat within the broad programme of work to deliver citizen-focused policing. The citizen-focused policing programme also includes work on Neighbourhood Policing, community engagement, accountability and organisational/cultural change.

In order to meet these requirements the force developed 'every contact leaves a trace'.

SOLUTION:

Communication – the communication plan had several guiding principles:

- 1) to develop two-way dialogue, giving employees a genuine chance to ask questions, express ideas and influence the decision-making process;
- 2) to have senior management commitment, from the Chief Constable down;
- 3) to be relevant to local needs – the communication needed to reflect cultural and business needs at the local level to help employees understand what it means to them and their team; and
- 4) to be distinctive, instantly recognisable, memorable and creative.

Creative input

Due to email overload within the force, the plan aimed to 'drip-feed' messages through a variety of multi-media channels. A distinctive logo was devised and used extensively. All district commanders and heads of departments received a letter from the Chief Constable outlining the context, why this activity was important and requesting their full commitment.

DVD

The main focus of the communication plan was a DVD delivered via the training programme and individually tailored according to departmental and district need.

The DVD includes clips taken from real customers on their views (both positive and negative) on the service they have received from the police. The Chief Constable communicated the culture change required through effective and consistent leadership and bringing to life the mission, vision and values. Actors voiced real customer concerns, and staff were then asked to consider how they would address the issues differently.

Police authority

Formal papers and updates regarding compliance with the QoS requirements were given at police authority committee meetings and the joint citizen-focused policing programme board.

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A range of tactical tools were also developed such as:

- **Wage slip leaflets**
- **Posters**
- **Newsbeat articles** – a number of features in the internal publication for a year prior to the implementation of the quality charter. Also replicated on the intranet.
- **Quality charter booklet**
- **Internet** – the quality charter booklet and other relevant information were posted on the force website.
- **Action cards** – pocket-sized action cards were given out at the end of the dedicated training sessions; all attendees were required to commit to three personal actions that would make a difference to their customers.

OUTCOME(S):

Evaluation

- Feedback received from staff has been very encouraging.
- During 2005/06 the force's performance in respect of quality of service not only showed a significant improvement in absolute terms, but also in relative terms. As a result, the force was in line with the respective most similar force (MSF) average for seven of the eight Home Office citizen-focused policing performance indicators.
- Personal letters/feedback to the Chief Constable.
- Improved learning from organisational/direction and control complaints.

External recognition – 'the Communicators in Business Awards'

Avon and Somerset won 'best communication programme' under the strategy section as well as the overall 'gold award', despite being up against some stiff competition from Lloyds TSB, Vodafone, Axa and other big budget companies.

FORCE CONTACT: Jennifer Norman and Hannah Waring, Citizen-Focused Policing Unit, Performance Improvement Department

Performance Management

GRADE	GOOD
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National grade distribution

Excellent	Good	Fair	Poor
6	29	8	0

National contextual factors

There is no single accepted model of performance management across the police service but any such model or framework must be fit for purpose. Ideally, forces should demonstrate that individuals at every level of the organisation understand their contribution to converting resources into agreed delivery, and know how they will be held to account. On a daily basis, first-line supervisors monitor, support and quality assure the performance of their teams. At the other end of the spectrum, chief officer-led performance meetings – often based loosely on the American Compstat model – are a vehicle for accountability and improvement. Robust leadership, a commitment to improvement and reliable, real-time information systems are all critical factors in effective performance management.

There is no mechanistic link between overall force performance and the grade awarded in this framework. The grade is based on the quality of the force’s processes that enable it to identify and react to changes in performance.

Contextual factors

All members of the COG are charged with delivering performance improvement. The recently appointed DCC has specific responsibility for the development and co-ordination of the corporate performance improvement framework. He has initiated a review of performance processes and systems in order to maximise efficiency, improve performance and make the NIM and business processes more aligned. His intention is to delegate and empower responsibility for all performance issues to the lowest possible levels within any function.

The performance vision of the force is to align operational efficiency to the overall force vision of ‘feel safe and be safe’. The DCC has given strong leadership to staff, so that they are able to understand how their behaviours and activities impact on this aim. This will form the basis of an ongoing major communication theme to all staff using internal force communication media. Since his arrival, the DCC has developed a 100-day improvement plan. An example of targeted activity, within this plan, has been the development and implementation of the PIM risk management matrix in order to improve crime reduction and detection performance.

In order to identify current service delivery strengths and weaknesses, the DCC has commissioned a series of inspections across the force. The results of these will improve corporate knowledge and give the new DCC a snapshot in time. Issues identified will form the basis of action planning and personal feedback will be provided to functions, teams and individuals as appropriate. An example of this intrusive style is the examination of officers’ recording of harassment cases where the harassment was undertaken by text messages. This brief review was based on risk and action is being taken to establish whether there are opportunities to reduce recorded crime ethically while maintaining service to victims.

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Governance arrangements with the police authority work well and the authority reports an effective working relationship. It scrutinises and advises key products and workstreams. These include the PDRs and workplans for chief officers, the strategic risk register and force strategic assessment. Key projects such as Neighbourhood Policing have police authority link members. A police authority member and the DCC jointly chair the citizen-focused policing programme board. There is also a police authority performance and audit committee.

Strengths

There are processes and mechanisms in place to recognise and reward good work. Staff are aware of these processes but do not always know that these awards are being made. Financial payments such as SPPs and bonus payments are made where officers' contributions are above the norm. The force has awards for the NBM and Neighbourhood Policing team of the year. In BANES, recognition with a certificate and financial award occurs on a monthly basis. Award ceremonies are high-profile events where individual work is recognised in detail. NBMs all receive SPPs, in recognition of the management responsibilities for PCSOs. The force understands that there is a potential for discrimination within its internal recognition and rewards systems. As a result, it is evaluating its rewards, especially SPPs, to make sure that any bias is minimised. This is accommodated within the strategic risk register, which acknowledges the need to treat all sections of the organisation fairly.

A reward and recognition scheme has been in place for 18 months for call-handling staff, whereby quality work and high standards are recommended to the SMT every month. Underneath this formal acknowledgement, thank-you letters, pens and mugs are given to individual staff in appreciation of good work.

Award schemes for SSN officers include PCSO of the year, Neighbourhood Watch award, and the Ferriers Award for specials.

Departmental strategies and plans are well integrated with other functions – for example, the IT strategy includes consideration of mobile data provision, which is directly linked to operational strategies to enhance officer visibility.

The force inspection unit is proactively tasked to areas of risk and concern. It also looks at themed areas. This unit is staffed by three police officers and one member of police staff (who has technical knowledge of process improvement). They concentrate on police processes and report to the head of the performance improvement department. They are also tasked by the PIM and TCG processes.

The performance planning and information unit focuses on performance issues (improvement management) and policy development; it also undertakes environmental scanning. It identifies new legislation through external scanning and engagement with the principal analyst (who is completing similar scanning work for NIM purposes). This unit takes a holistic view of all police associated performance, including crime statistics and customer satisfaction data. The latter is informed by customer satisfaction and public feedback surveys, which have developed over the last 12 months and inform the force's progress within the citizen focus arena. For example, data regarding Neighbourhood Policing is provided through a group of 900 respondents who are surveyed on a quarterly basis. The data/results are fed into, and are considered by, the citizen-focused policing programme board in order to drive service delivery improvements. The DCC and police authority chair this board jointly. The performance planning and information unit also has

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responsibility for business planning, which drives the creation of the annual policing plan, sets targets and identifies enablers. Strategic environmental scanning feeds information directly via the strategic risk register into strategic planning.

The force's crime and incident registrar function now consists of four staff who are members of the performance improvement department but are based in the force service centre, responsible for monitoring crime and incident recording standards. They have direct access to force 'crime screeners' through co-location and are therefore able to implement best practice and influence screening decisions quickly and directly.

A corporate change management executive group (force level) has responsibility for managing corporate change, including programmes, projects and new training. The DCC chairs it and there are representatives from BCUs, heads of department, police authority etc. The change management executive drives the strategic implementation of force change/projects linked to budgets and is an integral part of the medium-term financial forecasting process.

An internal staff survey is held every 12 months. The last one was in February 2007. The results of these surveys are fed into appropriate workstreams and are the subject of action plans.

The force has performance improvement officers located in BCUs and the main operational departments, such as CID, communications etc. They are BCU/departmental resources but are professionally managed by HQ, which corporately supplies their training and monitors their performance. Their role is to support local performance improvement through the level 1 NIM processes and assist in BCU planning and development. They work closely to superintendent operations on each BCU/department who has responsibility for directing performance.

The police authority has employed a policy officer who supports the performance and audit committee and liaises closely with the force in determining and co-ordinating force policing plan priorities. These are agreed each year at the joint force/police authority planning seminar in September. This then forms the start of the formal annual planning and budget-setting process.

The threat assessment unit (part of the HQ force intelligence bureau) has charted and mapped all serious and organised crime networks that affect the Avon and Somerset area. These are constantly updated with monitoring of activity and risk. These are put through an evaluation process and targets are developed for proactive targeting at all levels. The detective chief inspector (DCI) in charge of the intelligence function reports progress against serious and organised criminals (individuals and networks) personally to the Chief Constable each month.

Work in progress

Performance data is improving as the Guardian crime system is coming fully onstream. Guardian has tracking and monitoring capabilities as well as the ability to measure individual performance using 'business objects' searching. The transition from the old crime reporting system is causing some data and statistical abstraction problems. Bristol has yet to achieve full Guardian functionality. The National Management Information System database and the gradual increase in community intelligence, as Neighbourhood Policing teams become more effective, are increasing the amount of data which can be used to inform performance. Daily crime figures are available across the force.

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The force rightly aims to closely manage the composition and development of its BCU senior management teams (SMT), with the Chief Officer Group carefully considering each appointment. It is further recognised that each BCU SMT possesses a range of skills and experience, which is a positive attribute if properly supported and developed. This is achieved in a number of ways including work initiated by the DCC to raise performance management skills across the force and mentoring provided by the ACC Territorial Operations. BCU SMT members also undertake the senior leadership development programme, which is further enhanced at a more practical level by individual peer review.

The current strategic risk register is being reviewed, as it needs to be further developed. The review aims to improve the resilience of the register in order to manage risk using a 'bottom up, top down' approach between HQ and BCUs. Each project has its own risk register, which links to the strategic risk register where necessary. This process is overseen by the force change management executive using the Red, Amber and Green scorecard.

Strategic tasking arrangements at CDRP level are inconsistent in the six CDRP areas. Local tailoring is important, especially to the local communities' needs. However, there are opportunities to achieve a better level of corporacy based on minimum standards. The force has undertaken substantial work in relation to CDRP strategic tasking and has progressed recent national guidelines which originated from the Crime and Disorder Act review.

In partnership with Thames Valley, the force has commissioned a former senior officer from another force to mentor district/department SMT members in performance management. The intention is to scrutinise performance management structures and practice at all levels, particularly around crime management issues.

The force has recently moved to telephone surveys with the public and will be analysing the data obtained. It previously conducted postal surveys to test service delivery and public satisfaction. The Home Office and Audit Commission have recognised that the findings have been turned into effective action.

Since April 2007, 4,000 telephone surveys will be conducted per year. They will be more in depth than previously and, where appropriate, personal feedback will be given to officers. There is to be particular emphasis on the survey data from different ethnic groups. While much has been done internally in this regard, differences in expectations and needs should be better understood. The results of citizen focus reports are specifically analysed and are linked to steps in order to deliver the national community safety plan. Identified issues are discussed at both the PIM and COG and inform policy and strategic planning.

The DCC uses the PIM process to improve performance and in addition as a review and auditing tool to identify examples of best practice, gaps in corporate knowledge and training needs. These are disseminated through this meeting and forwarded to the training department. The sharing of best practice is often reliant on BCUs identifying this as opposed to the HQ inspection teams finding it out. The deputy wants to change this process and is introducing champions for 8 – 10 specialist areas. A recent conference attended by senior managers used the 'real tool' system to identify creative, radical and aggressive solutions to improve performance. This process also identified areas and actions to improve efficiency, effectiveness and consistency. It is understood that there are challenging demands for improved performance, and that public demand is increasing, but that police resources are limited. Efficiencies are seen as the most appropriate tool to bridge this gap. Processes were looked at in detail and it is clear that some cultural change will be needed and that plans should fit with current projects aimed to improve workforce modernisation and service delivery. It was highlighted that more Neighbourhood Policing involvement is needed within planning to improve service delivery. This conference had senior managers' commitment to the suggested improvements and the actions which have been identified will

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be monitored by a gold detections group.

The force has merged its PIMs and the level 2 TTCG meetings into a single meeting held two-weekly, chaired by the DCC or other ACPO member in his absence. This structure is currently under review with the objective of developing a more inclusive and accountable process (a revised guidance document is being developed.) A new level 2 advisory panel has just started which meets a few days prior to the PIM/level 2 TTCG. This panel gives advice on approaches to potential level 2 issues and therefore prevents unnecessary bids for level 2 resources going to the full PIM/level 2 TTCG. The operational departments and the main support departments have been core attendees at the PIM since its inception in early 2005. BCU commanders, superintendents operations and DCIs as well as department heads currently attend and are held accountable for divisional/departmental performance.

It is intended to impose minimum standards of governance for these processes and senior managers are being encouraged to be much more rigorous and challenging in their approach to both performance and tasking arrangements. Morning briefings at force and BCU level are inconsistent and would benefit from the imposition of a system of minimum standards.

The ISiS project initially commenced in October 2005. Due to the potential amalgamation of police forces, the force removed itself from the process shortly after this time. In October 2006, when a decision had been taken not to progress force amalgamations, the force re-entered the ISiS programme.

It proposes to share certain corporate services between the force, Somerset county council and Taunton Deane borough council. The sharing of such services, which include HR, finance, procurement and estates, is to exploit efficiency savings, technology and economies of scale. This will release cashable and non-cashable savings, which in turn will fund pre-agreed transformation projects.

The high-level objectives for ISiS are:

- to continue to provide quality support services to front-line policing while meeting the challenges of future funding arrangements;
- to improve the operational efficiency and transform the delivery of corporate, transactional and support services;
- to improve access to and delivery of front-line services;
- to invest in world-class technologies that improve productivity throughout the organisation; and
- to provide an excellent working environment where staff can do their best for the customers of Avon and Somerset and enjoy good employment prospects where they can develop to their full potential.

The councils and force have prioritised five key areas for consideration as immediate projects:

- Customer access.
- People excellence model. This seeks to match work design, career development, professional support and work deployment to management requirements in a consistent, coherent and transparent way. It also ensures that each of these areas is given appropriate managerial scrutiny and effort.
- Systems applications and products, which are an enabler for increased returns on investment. The product includes the back office project and ICT solutions
- Property.
- Procurement.

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Consideration of this programme was ongoing at the time of the inspection. The force is reviewing investigative approaches and has established a gold detections group to 'shift gear' in this regard. There is a re-emphasis of the role of crime managers in managing processes and functions.

A scoping exercise is currently underway to establish how the force could better train its superintendents in performance management, focusing on their ability to recognise and diagnose performance problems.

Areas for improvement

Risks posed by counter-terrorism and organised crime have been identified. The former, but not the latter is included in the strategic risk register. HMIC recommends that serious and organised crime risks should be given high-level consideration, as they can have a significant impact on the structure and resourcing of a force.

Serious and organised crime risks are in part catered for through the NIM process. More action and emphasis is needed to address these key areas at BCU level. BCU commanders have been made aware of the importance of activity in this area and now need to gather intelligence.

Force champions for key crime themes have been appointed – eg the detective superintendent at Bristol is now the force robbery champion. The intention is for these champions to drive cross-force activity and develop tactical options menus. Analysis within problem profiles will follow. HMIC recognises this as good practice and would advocate the extension of this approach to additional themes beyond volume crime measures, such as repeat victims, violence against the elderly, alcohol-related crime etc.

ABC data is available to the force but this is not fully exploited. The force needs to develop ABC models in order to assess and improve the productivity, efficiency and effectiveness of activities. This should be linked to steps to improve results analysis of operations and tasking. Currently, requests for results analysis are asked for at the end of an operation or tasking. This evaluation process needs to be identified and if necessary started earlier. Creative ways to measure the effectiveness of safer neighbourhoods activity and the effects of this significant resource on community safety in its widest sense should also be explored.

The force has recognised that the electronic PDR process needs review. A new PDR system has been developed (KIM) which will adhere to the individual competency framework and will be rolled out to the force. The force must ensure that this review delivers a system to which all officers and staff can subscribe and which can be used as an effective tool to drive individual personal development and activity supporting corporate objectives.

In order to build on the good work that has already been done to identify and improve service efficiency, the force should fully review all opportunities to reduce demand by effective problem solving with partners.

A major strand of crime reduction and prevention ought to run through the business processes of the force, supported by a crime reduction strategy and champion (it is recognised that prevention and reduction activity is addressed within tactical plans, but these major themes need to be recognised at a strategic level).

The force is proactively monitoring areas for improvement from external reports, using a project management process whereby the inspections co-ordinator links all learning from

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these reports. Resulting areas for improvement and actions are then tracked. This is a long-established process that is now reporting to the police authority by exception. These actions need closer proactive management from the centre in order to improve the timeliness of delivery.

While professional standards department (PSD) attends both the organisational development group and the force PIM, it has no direct input into the change management executive meeting. While the force is trying to reduce numbers of meetings and the numbers of attendees, consideration should be given to developing a conduit for information. This should recognise and facilitate opportunities for fast-time organisational learning and the implementation of best practice from lessons learnt and associated risk management.

RECOMMENDATION 2

The force needs to develop activity-based costing models in order to assess and improve the productivity, efficiency and effectiveness of activities. This should be linked to steps to improve results analysis of operations and tasking.

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Developing Practice

INSPECTION AREA: Performance management

TITLE: BCU awards for improved performance

PROBLEM:

How to reward good work and celebrate success by individual BCUs in delivering excellent performance against policing plan/Police Performance Assessment Framework (PPAF) priorities.

SOLUTION:

Establish the annual PIM quality awards presented to BCU district commanders at the force's PIM.

Each BCU is awarded a framed certificate for end-of-year performance within the top quartile of their BCU MSF. Five recorded crime level indicators (eg robbery, domestic burglary, BCS crime basket) are considered, and five sanction detection rate indicators (eg domestic burglary, theft of motor vehicles, overall detection rate). The use of the BCU MSF families as the key reference point is designed to reinforce the importance of benchmarking and of being a top performing BCU against similar BCUs across the country.

In addition, an award is given to the most improved BCU. This uses the crime and detection indicators described above, together with five PPAF customer satisfaction measures. This award is designed to reward the BCU that has shown the most improved performance within the force and so encourage those BCUs that may not yet be top-quartile performers but are making significant progress towards being so.

The awards are presented in mid-April by the Chief Constable at the fortnightly PIM, which is attended by senior BCU and department representatives and is the primary forum within the force for reviewing and improving performance. Extensive publicity is given via the force's staff magazine, district newsletters, etc.

This directly supports the force's strategic aim to be a top-quartile performer in all main service areas.

OUTCOME(S):

This has focused the attention of BCU commanders not only on the force being a top-quartile performer and their BCU showing year-on-year improvement, but also on their own individual BCU delivering a performance across a range of priority measures that represents sustained top-quartile performance. The first awards were presented in April 2006, with 14 top-quartile performances being recognised. The next awards were in April 2007, with 12 top-quartile performances being recognised.

FORCE CONTACT: Rob Culligan, Head of Performance, Planning and Information Unit – 01275 816323.

Protecting Vulnerable People – Overview

National contextual factors

The assessment framework for Protecting Vulnerable People was first developed in 2006 as part of HMIC's baseline assessment programme. It replaced two existing frameworks – Reducing/Investigating Hate Crime and Crimes against Vulnerable Victims – which focussed on hate crimes (predominantly racially motivated), domestic violence and child protection. Following consultation with practitioners and ACPO leads, a single framework was introduced with four components – domestic violence, the investigation and prevention of child abuse, the management of sex and dangerous offenders, and vulnerable missing persons. Although the four areas are discrete, they are also linked and 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.

This year's inspection has been carried out using similar assessment standards as those in 2006. These highlight the importance of leadership and accountability; policy implementation; information management; staffing, workload and supervision; performance monitoring and management; training; the management of risk; and partnership working.

The work carried out by forces to protect the public, particularly those most vulnerable to risk of serious harm, is complex and challenging. No single agency, including the police, has the capacity to deliver the required response on its own. Success is therefore, dependent on effective multi-agency working and there are a number of established partnerships, involving a wide range of services and professionals, aimed at ensuring that an integrated approach is adopted to protecting those most vulnerable to risk of serious harm.

Contextual factors overview

In the baseline assessment for 2005/06 Avon and Somerset Constabulary received a Fair grading for protecting vulnerable people (PVP).

Since April 2006, the force, together with the police authority, has focused on re-structuring its response to public protection by establishing multi-functional public protection units (PPUs) in each of the six BCUs (known locally as districts). As a result, each district now has operational responsibility for service delivery, including the functions of DV, child protection, multi-agency public protection arrangements (MAPPAs) and missing persons.

A post-devolvement review has identified the following areas for attention:

- benefits of devolvement;
- impact on performance;
- consistency of service delivery; and
- areas for development and suggestions for improvements.

Findings include:

- Recorded crime levels have decreased since devolvement – this could be viewed as a positive indicator.
- Detection rates have increased post-devolvement.
- The percentage of public protection crimes finalised as no further action has decreased since devolvement.

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- The level of repeat offences has decreased for child abuse but increased for hate crime and domestic incidents since devolvement.

All the BCU PPUs have grasped the challenge that devolvement has presented, with some good successes. Most are now looking to develop work around vulnerable adults (especially elder abuse), and all work hard to forge effective working relationships with partner agencies, with increasingly positive engagement with mental health. Somerset East has taken the lead for vulnerable adults (elder abuse), with examples of serious crimes being uncovered. It has engaged on a multi-agency basis and invested in resources in order to investigate the reported crimes. It has also identified funding from its CDRP for additional administrative support to assist within the vulnerable victim unit.

Incremental migration to the Guardian crime recording system across districts has brought with it a number of challenges. For example, until each district came online, officers and staff have been required to manage two separate IT crime recording processes and systems. At the time of the inspection Bristol was the only remaining district waiting to change over to Guardian. In March 2007, the HMIC DV crime recording audit highlighted the impact that the transfer to the new system was having on the PPUs. The recording of DV crime, risk assessments and intelligence were particularly affected. However, despite these issues the force was graded Good overall in both management arrangements and data testing.

The force recognises that much work remains to be done to ensure that the appropriate response for both victims and witnesses in this crucial area of policing is corporately integrated and co-ordinated.

Dedicated analytical resources are committed to support for the PVP function. Problem profiles are being prepared as a result, as is the identification of threats for inclusion in the force strategic assessment.

Strengths

There is clear strategic direction given by the ACC (crime and criminal justice), who holds the portfolio lead for PVP. The ACC is an active member of the MAPPA strategic management board (SMB), which she co-chairs with members of the probation and prison services.

The PPU and force intelligence group (FIG) oversee strategic governance, compliance auditing and policy development. The PPU and the FIG are an element of the HQ CID function and are led by a detective superintendent.

Clear levels of accountability are in place for all areas of public protection, both at force and district level. For example, each district PPU is managed by a dedicated detective inspector (DI) or in the case of Bristol a DCI. The audit process includes monthly dip sampling within PPU processes (completed by a senior CID manager). The HQ PPU produces a monthly force scorecard, which reports on key management information for all PPU business areas. The results of both of these audit processes are actioned, where necessary, with outcomes monitored by HQ CID. PVP is also a standing item in the daily tasking and co-ordination process undertaken by each district. Performance issues are also discussed within two-weekly force/BCU PIM and NIM TTCG processes.

The introduction of 'Every Child Matters' (ECM) officers within each district PPU (since April 2006) has greatly improved the proactive capacity and capability of the force. These officers

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engage with all relevant agencies and partners at an early stage, divert children from criminality and afford them protection. HMIC recognises this initiative as good practice.

The devolvement and co-location of PPU resources and specialist officers to each district have improved communication at practitioner level. The initiative has also increased opportunities for information sharing, intelligence and joint problem-solving activity. For example, when first response officers attend incidents involving vulnerable children, automatic IT-based referrals are simultaneously made to specialist domestic and child abuse staff via the force crime management system.

Each district has a duty desk system in place to monitor, screen and prioritise incidents relating to child protection, with Bristol possessing an additional desk which takes a similar approach to doestic violence. To enhance service delivery across the county and achieve a corporate approach, the force considered the need to create a central PVP referral unit. It was decided to follow a devolvement model.

PVP issues, in particular, DV and child abuse, appear as high priorities in the force annual policing plan and control strategy. All force PVP policies and guidance documents are up to date and easily accessible to staff via the force intranet. The force PPU team is responsible for monitoring, testing and resetting strategic direction, where necessary. The force strategic assessment includes specific direction to all district commanders in respect of dealing with DV; this is supported by a written accountability framework for all of PVP and a section within the force intranet site.

The force is represented on both regional and national ACPO PVP working groups; this demonstrates a considerable commitment towards shaping and improving service delivery and best practice.

Work in progress

The incremental migration to the Guardian crime recording system across districts is currently in progress. When migration is completed, all PVP systems will be fully integrated and operating on common IT architecture.

Currently, district and force PPU managers meet on a quarterly basis to consider areas of identified risk and policy development. The force intends to establish a PVP panel chaired by the ACC (crime and criminal justice). This will replace the current process and is designed to increase the effectiveness of communication at a strategic and operational level. The panel will include representation from BCU and HQ PPU SMTs.

To provide clarity of responsibilities and enhanced accountability, the force has undertaken a review of public protection portfolios in order to develop a clear set of operational standards. The force is represented at the regional senior detective officers conference, where collaborative opportunities and developing best practice in PVP are routinely discussed.

Areas for improvement

The provision of PVP training to front-line officers is the responsibility of district professional development units. Officers, PCSOs, police staff and specials report inconsistencies in the quantity and quality of training delivery – for example, knowledge and understanding of generic risk assessment processes as they relate to PVP.

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It is acknowledged that resource allocation to PPUs, based on previous historical data (pre-devolvement), may not match current demand profiles and is therefore under review. Currently, abstractions of PPU staff – for example, to supplement district volume crime initiatives and major crime investigation teams – are in some instances adversely affecting PPU capacity and capability. The abstraction of staff differs between districts and the force should have a minimum abstraction rate linked to a corporate protocol.

The devolvement of PPUs has provided flexibility within districts to meet their responsibilities and the local needs of vulnerable people. Though it is recognised that ‘one size does not fit all’, evidence was clearly visible that differing methodologies and approaches are being used across all districts. Regular dip sampling of standards across all PPU elements is carried out by district CID managers on a monthly basis. However, the absence of a structured and independent auditing capability (with the capacity and remit to monitor compliance against force standards, policy and guidance) is hampering corporate development and ultimately service delivery.

In line with other forces, Avon and Somerset Constabulary is challenged by a shortage of experienced front-line supervisors. Supervisors are expected to scrutinise decisions relating to potential critical incidents. The force is working to close this gap, by restructuring supervisory cover. However, in the interim it must continue to match the need for suitably skilled supervisors to ensure all risk assessments, relating to reports of DV, are assessed.

The force principal analyst is line managed by the chief inspector FIG, who also has responsibility for the PPU. As a result, they have joint meetings where intelligence is shared, in particular intelligence regarding missing persons and the multi-agency risk assessment conference (MARAC). To ensure further compliance with the NIM principles and further integrate PPU activity into the BCU, PPU DIs should attend their districts’ TTCG to present information regarding any dangerous offenders and other PPU business.

Post-devolvement, a review of the functions within the PPU, together with policies and role profiles, has been undertaken, which further ensures that they remain fit for purpose.

It is recommended that probationers and trainee detectives be attached to BCU PPUs for an appropriate period in order to gain an understanding of PPU activity, risk assessment, multi-agency working and the role s.11 of the Children Act 2004 has on their statutory responsibilities.

RECOMMENDATION 3

The terms of reference for the functions of the public protection unit, together with policies and role profiles, should now be reviewed to ensure they are fit for purpose, a year on from devolvement.

RECOMMENDATION 4

A formal structure for sharing of information, both internally and externally, across all protecting vulnerable people areas should be developed and implemented.

Protecting Vulnerable People – Child Abuse

GRADE	FAIR
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National grade distribution

Excellent	Good	Fair	Poor
3	17	21	2

National contextual factors

The Children Act 2004 places a duty on the police to ‘safeguard and promote the welfare of children’; safeguarding children, therefore, is a fundamental part of the duties of all police officers. All police forces, however, also have specialist units which, although they vary in structure, size and remit, normally take primary responsibility for investigating child abuse cases. Officers in these units work closely with other agencies, particularly Social Services, to ensure that co-ordinated action is taken to protect specific children who are suffering, or who are at risk of suffering, significant harm. The Children Act 2004 also requires each local authority to establish a Local Safeguarding Children Board (LSCB). This is the key statutory mechanism for agreeing how the relevant organisations in each local area will co-operate to safeguard and promote the welfare of children in that locality, and for ensuring the effectiveness of what they do.

Membership of LSCBs includes representatives of the relevant local authority and its Board partners, notably the police, probation, youth offending teams, strategic health authorities and primary care trusts, NHS Trusts and NHS Foundation Trusts, the Connexions service, Children and Family Courts Advisory and Support Service, Secure Training Centres and prisons.

Contextual factors

Since April 2006, the force, together with the police authority, has focused on re-structuring its response to public protection issues with the establishment of multi-functional PPU in each of the six BCUs (known locally as districts). Each district has operational responsibility for service delivery to vulnerable members of the community and covers the areas of DV, child protection, public protection (MAPP) and missing persons. Prior to the devolvement of PPUs to districts, the force had a centrally managed child abuse investigation team (CAIT) model with offices located on each district. At the time of this inspection, there was no evidence found that the transfer of resources and responsibility to districts had compromised the level of service delivered to victims of child abuse.

A review has been completed to establish the impact of devolvement on the workstrands of the PPUs; it explored whether the perceived benefits of devolvement had been realised and assessed whether any abstractions from the PPUs were reasonable and appropriate. This was one of the main risk factors identified at the time when devolvement was undertaken. The review confirmed the necessity and success of devolvement and identified recommendations to develop a consistent force-wide approach to service delivery.

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Strengths

Force policy and procedures are consistent with the ACPO *Guidance on Investigating Child Abuse and Safeguarding Children* and are published on the force intranet. Child protection procedural guidance documents have been in place since 2002. The force last reviewed these in January 2007. A PPU plan is included within the policing plan 2007/08 and most aspects regarding PVP are included. BCUs should examine whether PPU activity is explicit in their policing plans and ensure that it is.

At all levels, officers managing and dealing with reports of child abuse are dedicated, accredited (Initial Crime Investigators Development Programme (ICIDP)) and experienced detectives. They are trained in child abuse investigation and have completed the national Centrex (now National Policing Improvement Agency (NPIA)) specialist child abuse investigation development programme. The force is one of a minority of forces which provides and delivers this training to child protection specialists. CAIT officers and staff have also engaged in multi-agency joint training events, eg, Achieving Best Evidence (ABE) training with social services.

Dedicated officers in the HQ PPU structure (dangerous offenders unit) specifically deal with crimes related to internet-based child abuse.

The force has been at the forefront of developing joint protocols relating to the creation of multi-agency child protection procedures across the South West region. The protocols and associated procedures are published on the internet.

The force fully contributes at strategic and tactical level to five separate local safeguarding children boards (LSCBs) serving communities across the counties. The appropriate senior PPU manager attends each board. The head of the PPU, an HQ CID-based detective superintendent, maintains contact with all five boards through an annual consortium meeting. Child protection matters which require a corporate, force-level approach are discussed and actioned. District senior management representatives across the force also work with partners in the CDRP children and young persons strategic partnership groups to achieve local targets outlined in ECM and the Children Act. To comply with legislation and to raise the status of public protection work, it is strongly recommended that all district commanders attend their local LSCB.

Staff involved in child protection have up-to-date job descriptions and generic role profiles. These were reviewed and updated at the time of PPU devolvement.

All child abuse investigations are fully recorded and managed on an IT-based case management system.

Case conferences relating to child abuse investigations are attended by PPU practitioners of various ranks, dependent on the assessment of intelligence and risk. Resulting intelligence and strategy decisions are recorded on the force intelligence system. Strategy meetings are exclusively attended by CAIT supervisors.

Each PPU has a nominated officer whose role is to publicise and educate all district officers with regard to child abuse issues. Every BCU but Bristol has a PC concerned with ECM. Bristol has a sergeant. These officers meet centrally every quarter to share best practice and exchange ideas. The PPU detective sergeants' meeting is to be established to share ideas and best practice.

These ECMs assess cases under the threshold for referrals, making sure that low-level cases and repeat-victims are identified. Where necessary, they stop these from turning into a referral through their personal intervention and assistance. ECM officers look at issues not

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ordinarily looked at by the PPU – eg child neglect – and have given inputs regarding their roles and responsibilities at district training days. They also have an overview of missing children and are involved in problematic cases. The ECM officers also oversee missing children cases to ensure suitable risk assessment and follow-up action.

A dedicated HQ-based CAIT training officer delivers training to new recruits as part of the Initial Police Learning and Development Programme. Additionally, detective constables (DCs) receive PIP (professionalising the investigative process – PIP level 2) training. All officers engaged in the investigation of child abuse receive psychological support by attending mandatory sessions with in-force occupational health staff on a regular basis.

Multi-agency training for child protection is being carried out. There are two courses, level 1 and level 2, both of which are attended by both DCs and detective sergeants (DSs). The trainer is the 'PPU trainer', who has a CAIT background. This training, which is separate from ABE training, is case scenario based and divisional DCs are able to attend these courses if they wish.

New staff can come straight into the CAIT, as they are tutored by existing team members (within the ICIDP programme); they can also have attachments to the general CID office in order to gain broader experience. Avon and Somerset is one of a few forces which gives staff a specialist child protection course. This is a national course from Centrex and is 'bolted on' to the ICIDP as part of new staff induction. The final part of this Centrex training module involves joint training activities with the Crown Prosecution Service (CPS). There has also been awareness training for communications room staff.

CAIT teams generally cover the hours between 8am – 6pm and there is always some cover at the weekend, although this varies from area to area. Out of hours, North and East Somerset have an on-call DS. In the South the on-call DI is used. The Bristol DCI has carried out a survey revealing that child protection on-call facilities need to be staffed by DIs trained in child protection and sudden unexpected death in infancy procedures. Further work will be completed to establish if training can close this gap or experienced child protection officers are needed for this role. Child abuse cases in the early stages of investigation by response team members are closely supervised by inspectors, are considered high priority and where necessary are passed between team inspectors. Inspectors have knowledge of child protection procedures but claim no specific training. All new inspectors receive relevant training as part of their compulsory modules. There is, however, training in statutory responsibilities, which includes all aspects of child protection and which is supported by workbooks. (The Children Act 2004 brought about a statutory responsibility on the police to safeguard and promote the well-being of children and young people when exercising their normal function)

The PPU training officer also reviews one taped interview per month. This is random and feedback is given to interviewers. The criminal justice board (through HQ PPU) also invites the trainer and CPS to jointly review one case per three-month period. In North Somerset and Bath, this review is completed by DSs.

There are five LSCBs at the districts (one district is amalgamated together). The BCU DCIs sit on these boards and the PPU DIs sit on the 'quality and audit' boards. The district commanders sit on the management boards. DIs within the PPUs have not received formal training regarding their roles and state that it has taken time to gain an understanding and become fully effective. However, new policy developed in July 2007 dictates that all inspectors new to the PPU role will attend the NPIA Specialist Child Abuse Investigators Development Programme course. The DI in the HQ PPU attends the national ACPO child protection conference and stated that this has greatly helped his understanding in lieu of formal training.

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Joint working is improving; however, inspectors report difficulty in getting help from emergency duty teams (social services) in cases where children are taken into police protection. The chief inspector on the responsible authorities group is working to resolve this.

CAIT officers attend the local safeguarding children case conferences. Sergeants are expected to monitor or sit in on tier 3 (vulnerable) interviews with their staff but not all are ABE trained. ABE training is now mandatory and all are being trained but some still have a lack of confidence in their abilities. Inspectors have had training as part of the inspector promotion course in police protection orders and emergency protection orders (EPOs).

There is some variation in police staffing arrangements between districts. Workloads vary depending on the size of district and demand profile. Bristol has a dedicated duty desk DS who oversees all child protection referrals, ensuring standards of work, initiating investigations where necessary, facilitating appropriate partner referral and managing multi-agency strategy discussions. The DS is supported by trained administrative staff. Yeovil has a DS who oversees the duty desk and registered sex offenders (RSOs) and within other district PPUs the desks are overseen by sergeants who have varied duties. These local arrangements do not have to be corporate, as local needs are different; however, there is a lack of corporate approach to staff abstractions which may be less beneficial – for example, at Bristol the PS is sometimes abstracted to cover divisional night duty and at Bath the CAIT DC is currently abstracted to the volume crime unit. This situation is being monitored at HQ. In other cases/examples, HQ has intervened in order to maintain child protection capability.

All crimes are measured against the force crime review template and for the more serious crimes the rank of the supervisor is increased and time of review is reduced. For missing person enquiries, DV cases and public protection orders, DCIs do dip checks in order to monitor standards (ten per month) and utilise a 'quality matrix', which outlines grading criteria for investigations. Child abuse cases are reviewed under the crime standards review framework, firstly by the DS CAIT, then the PPU DI, then the DCI and finally the BCU superintendent. This follows HMIC best practice advice. This process is well resourced at HQ, with audit, review and feedback mechanisms.

Work in progress

Various IT systems, including crime tracker and Guardian, together with audits by DIs, provide opportunities to assess quality, case workload and progress. Supervisors use these IT systems to monitor the work of their staff. The force will be one of six forces piloting nationally devised child protection key performance indicators (KPIs). This will be a Home Office managed pilot assessing the use of three KPIs: ratio of officers to workloads, number of repeat offences and risk assessment of child protection cases. In line with national ACPO guidance, supervisors are expected to dip sample at least three interviews of child abuse victims, witnesses and suspects per officer per year. In some districts, the force is aware that PPU supervisor capacity to comply with this requirement has reduced due to increased workloads. HQ PPU independently audits ABE interviews to assess quality and standards. Where poor practice is revealed, feedback is given to the individual and their BCU to ensure further work-based development and monitoring. The individual is also required to attend the next available ABE refresher training course. Further development of assessment and audit of ABE interviews is being discussed with the CPS and local criminal justice board with the intention of implementing a multi-skilled review panel.

At strategic level, the HQ CID PPU policy unit uses a scorecard approach to gather basic performance management information, eg, the number of child abuse referrals received,

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child abuse detection rates and numbers of initial case conferences attended. The force is developing its response to performance measurement in this area. It has been chosen by the ACPO child protection working group, as one of six forces nationally to pilot the new system of child protection KPIs.

At the time of devolvement to district PPUs, the force used a resource allocation model to determine the appropriate staffing levels necessary, dependent on local needs and demand profiles. These staffing levels are now subject to central review. Abstractions have been subject to recent close inspection by the HQ PPU/superintendent. Abstractions from the units are rare and well managed, but some areas did cause comment; feedback has been given to BCUs about the use of PPU DIs, and abstractions of CAIT DCs to other crime areas. The COG will be reinforcing this message to BCU commanders in the near future.

At the time of this inspection, the force was in the process of implementing a fully integrated crime recording and intelligence-linked IT system (Guardian), which will assist in providing more effective management of all child abuse referrals. This is clearly a positive development, enabling managers to monitor and direct investigation with greater ease and efficiency. The Guardian implementation group is responsible for overseeing delivery of this important initiative.

The new sexual assault referral centre is due to become operational in April 2008 and will be a shared resource with the primary care trust, Safer Bristol and other partners.

Areas for improvement

There is no set formula in place for carrying out child protection risk assessments. However, in line with force policy, a dedicated and experienced supervisor oversees all cases of child abuse referred to PPUs. This supervisor makes the necessary decisions in terms of response, the level of risk to the victim, case management and strategy requirements with partners. A supervisor reviews all cases before they can be closed. A corporate approach with guidance would be beneficial.

While there are in-force audit processes in place, it is recognised that learning arising from those cases which result in no further action is being missed. The force is considering using the force inspection team to draw out this learning in order to enhance efficiencies, support victims and witnesses and improve detections.

See also generic areas for improvement listed above.

Protecting Vulnerable People – Domestic Violence

GRADE	FAIR
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National grade distribution

Excellent	Good	Fair	Poor
1	13	27	2

National contextual factors

There is no statutory or common law offence as such of ‘domestic violence’; the term is generally used to cover a range of abusive behaviour, not all of which is criminal. The definition of domestic violence adopted by ACPO does, however, take account of the full range of abusive behaviour as well as the different circumstances in which it can occur:

‘any incident of threatening behaviour, violence or abuse (psychological, physical, sexual, financial or emotional) between adults, aged 18 and over, who are or have been intimate partners or family members, regardless of gender or sexuality’.

As with the investigation of child abuse, responding to and investigating domestic violence is the responsibility of all police officers. Again, however, forces have dedicated staff within this area of work, although their roles vary. In some forces staff undertake a support/liaison role, generally acting as a single point of contact for victims and signposting and liaising with other agencies and support services; in others, staff have responsibility for carrying out investigations.

Irrespective of who carries out the investigation in domestic violence cases, an integral part of every stage is the identification of risk factors, followed by more detailed risk assessment and management. In 2004, HMIC, together with HMCPSI, published a joint thematic inspection report on the investigation and prosecution of domestic violence. At that time, risk identification, assessment and management were in the early stages of development throughout the service. Since then, there has been considerable progress in developing formal risk identification and assessment processes and - in a number of forces - the implementation of multi-agency risk assessment conferences (MARACs). Other improvements include the introduction of specialist domestic violence courts and the strengthening of joint working arrangements.

Contextual factors

The force is committed to tackling the issue of domestic violence/abuse and ensuring that an appropriate police response is delivered to victims which is both consistent and effective. In doing so, it works closely with partners across Avon and Somerset in a variety of DV-related multi-agency forums, eg, the LSCB DV steering group, chaired by the ACC (crime and criminal justice), the strategic lead for DV.

The well-established DV positive arrest policy is clearly understood and closely monitored within the force and district performance management framework. High profile is given to domestic abuse and the clear understanding among staff of the need for positive action at DV incidents. Officers understand the positive arrest policy and it is closely supervised.

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Strong adherence to the force DV positive arrest policy has resulted in increased levels of customer satisfaction.

The force is in the process of training DV co-ordinators (police officers) to become investigators. Officers will be completing the ICIDP PIP training programme, resulting in them becoming accredited detectives. This is viewed as a positive development, which should broaden the capacity of the force to improve the investigation of this key crime area.

Strengths

Force DV policy complies with both ACPO and National Centre for Policing Excellence (NCPE) guidance documents and is published on the force intranet. There is no multi-agency DV strategy as yet. CDRPs across the force have DV strategies supported by the BCUs. Both DV and child protection are specific priorities for the force, as outlined in the annual policing plans for 2006/07 and 2007/08 and the force three-year strategy document 2005–08.

Accountability and compliance with DV standards and performance indicators are monitored both daily and monthly by local PPU supervisors and the HQ CID PPU policy unit. The recently developed PPU 'scorecard' is used as a diagnostic management tool. The PPU portfolio lead meets at regular intervals with district PPU managers in order to discuss best practice and arising issues. DV-related performance is a standing agenda item at the two-weekly force PIM, chaired by the DCC. To ensure a continuous improvement in standards, the force completed an NCPE health check of DV processes and systems.

Specialist DV officers are co-located within multi-disciplinary district PPUs, ensuring an efficient intelligence flow between each PPU function. Role profiles and job descriptions are in place and up to date. A significant proportion of DV case officers are ICIDP trained and therefore accredited detectives. The force has undertaken either to train DV investigators within the ICIDP detective training programme or replace them with accredited detectives. Funding bids are being developed to secure additional administrative support for DV investigators, ie to undertake the co-ordination work and facilitate investigations.

Reports of DV incidents are recorded and flagged on the force command and control system (STORM). Call handlers using a drop-down menu system of prompts deploy appropriate resources. All DV recorded crime, intelligence and risk assessments will eventually be recorded and flagged on the Guardian crime recording system throughout the force. This information is automatically sent to PPU DV staff for the necessary follow-up action to be completed. In March 2007, the HMIC DV crime recording audit highlighted the impact that the transfer to the Guardian system was having on PPUs. The force was graded Good overall in both management arrangements and data testing.

DV risk assessment is completed using the SPECCSSS PLUS system, devised in 2005 by the Metropolitan Police Service. The force has recently reviewed and updated the system to enhance the risk assessment module across the force. Cases assessed as being high/very high risk are automatically considered for inclusion within the MARAC process. Some risk assessment information is given to officers who are attending calls to DV cases, as the command and control system has details of previous calls to addresses. Arresting officers do not have access to the detailed history of domestic abuse unless they call the domestic abuse investigation team. This facility is not available out of hours, although searches of the Guardian and crime tracker systems will reveal case history (from September 2007 communications dispatchers will have full access to live-time intelligence searches).

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During 2006/07, the force, working closely with its partners, undertook to establish DV MARACs and specialist DV courts (SDVCs). At the time of inspection, three districts had both MARACs and an SDVC in place. A further two had MARACs, with a bidding process to secure SDVCs underway and one was awaiting final sign-off for the implementation of both. Each district has a jointly funded (with CDRP) DV co-ordinator in place whose role is to co-ordinate the strategic response taken by all stakeholders to prevent DV.

There has been some more widespread training in risk assessment using specs forms and DOM II. Newly recruited officers have not seen the specs forms, as the crime inputters enter the data as a result of a phone call from the officer. Consequently, they do not always know what questions to ask. The DV inputters have a drop-down menu on the IT system, which prompts their entries. As the officers phone in the crimes direct, supervisors no longer check risk assessment levels and therefore an opportunity to assess their officer's performance is missed. Supervisors have access to their staff's live-time Guardian crime reports and are required to assess and check the recording and assessment of relevant risk factors. It is force policy that duty inspectors monitor attendance, and action taken, at domestic incidents. The crime screeners carry out additional quarterly supervision. When a crime is telephoned in, there are specific soft pages which are attached for additional information and a mandatory risk assessment. The crime will then go back to the district allocation unit. Decisions are made, the crime allocated and DV officers will be informed. The DV officers quality assure the action and risk assessment. The sergeant at district supervises and confirms this risk assessment.

Work in progress

Dedicated DV teams reported that most of their time was spent managing the risk assessment process and other related administrative functions to the detriment of core business. The force is seeking funding from the police authority for the provision of administrative support to relieve this burden. Development of an IT-based DV risk assessment system is ongoing, with a go-live date of September 2007.

Preventing incidents of DV is a key component of the force homicide prevention strategy, which at the time of the inspection was being developed.

The force is working closely with the CPS to improve file quality and the effectiveness of DV investigations. It has agreed to an annual dip sample at least 100 DV case files, starting in July 2007. This is a good practice.

Staffing levels, roles and responsibilities were set at the time of devolvement and are subject to current review as part of the ongoing PPU devolvement evaluation report. They are also being measured for compliance against guidance published by ACPO.

Areas for improvement

See generic areas for improvement.

In June 2006 the central CID PPU team applied through the strategic training user group for delivery of the NPIA national DV training package (eight modules for delivery at all levels, eg, call receivers, first responders, investigators and prosecutors). This application was unsuccessful, but revealed that training in this important domain has historically been inconsistent. The force must commit to ensuring that the national package is delivered, with particular regard to the immediate needs of PPU teams and specialist DV officers.

RECOMMENDATION 5

There is a need to evaluate the current system of domestic violence training to ensure that all operational officers and staff within the call management department are fully aware of the risks and their responsibility in the investigation of domestic violence.

Protecting Vulnerable People – Public Protection

GRADE	FAIR
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National grade distribution

Excellent	Good	Fair	Poor
2	16	23	2

National contextual factors

The Criminal Justice and Courts Services Act 2000 led to the formation of the Multi-Agency Public Protection Arrangements, commonly known as MAPPA, requiring the police and probation services to work together as the Responsible Authority in each area of England and Wales to establish and review the arrangements for the assessment and management of sexual and violent offenders. Subsequent legislation brought the Prison Service into the Responsible Authority arrangements and also requires a range of social care agencies to co-operate with the Responsible Authority in the delivery of the assessment and management of risk in this area. These agencies include health, housing, education, social services, youth offending teams, Jobcentre Plus, and electronic monitoring services.

Under MAPPA, there are three categories of offender who are considered to pose a risk of serious harm:

Category 1 – Registered Sex Offenders (RSOs)

Category 2 – violent and other sex offenders

Category 3 – other offenders (with convictions that indicate they are capable of causing, and pose a risk of, serious harm).

To be managed under MAPPA, offenders must have received a conviction or caution. However, there are some people who have not been convicted or cautioned for any offence, and thus fall outside these categories, but whose behaviour nonetheless gives reasonable ground for believing a present likelihood of them committing an offence that will cause serious harm. These people are termed Potentially Dangerous Persons (PDPs).

Following risk assessment, risk management involves the use of strategies by various agencies to reduce the risk, at three levels:

- Level 1 offenders can be managed by one agency;
- Level 2 offenders require the active involvement of more than one agency;
- Level 3 offenders – the ‘critical few’ – are generally deemed to pose a high or very high risk and are managed by a multi-agency public protection panel (MAPPP).

In 2003, the Home Secretary issued MAPPA guidance to consolidate what has already been achieved since the introduction of the MAPPA in 2001 and to address a need for greater consistency in MAPPA practice. The guidance outlines four considerations that are key to the delivery of effective public protection.

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- defensible decisions;
- rigorous risk assessment;
- the delivery of risk management plans which match the identified public protection need; and,
- the evaluation of performance to improve delivery.

Contextual factors

Avon and Somerset has a well-resourced and robust PPU structure at both force and district level that manages the MAPPAs process. There is clear accountability throughout the PPU structure.

Since April 2006, the force, together with the police authority, has focused on re-structuring its response to public protection with the establishment of multi-functional PPUs in each of its six BCUs (known locally as districts). Each district has operational responsibility for service delivery to vulnerable members of the community including DV, child protection, MAPPAs and missing persons.

The force works closely with, and provides support to, its partner agencies in this sensitive area of policing, with numerous examples provided to the inspection team. There is a joint commitment between the force and probation service, including the joint location of PPU resources at Bristol and Bridgewater. This has enhanced information sharing, joint problem solving and the timely assessment of risk, including joint services visits to RSOs. In addition, the force has provided support to the probation service in implementing the ViSOR system.

The partner agencies have developed the MAPPAs meeting process in a way that is consistent with recognised good practice. MAPPAs level 3 strategic meetings are held after the SMB. On each district, level 2 meetings are chaired by the dedicated DI, DCI or senior probation manager. The force undertakes twice yearly audits of level 2 processes and activity, with the most recent being concerned with DV, level 2 meeting processes and quality and case standards.

Strengths

There is clear strategic direction through the ACC (crime and criminal justice), who holds the portfolio lead responsibility for PVP. The ACC is an active member of the MAPPAs SMB, supported by the force PPU detective superintendent. The ACC also co-chairs the SMB with members of the probation service and prison service on a quarterly rotational basis. This tripartite arrangement provides resilience and consistency in resourcing and shared activity. Chief officers are made aware of MAPPAs issues' inclusion in the FIG daily précis and NIM level 2 strategic assessment.

The force is represented on the national public protection working group, which clearly assists with maintaining good links with national developments.

Overall strategic management of MAPPAs is co-ordinated centrally within the HQ CID PPU and FIG. This group has responsibility for the management and administration of the ViSOR system and supervision of MAPPAs level 3 offenders. To achieve this, the case officers involved with level 3 supervision work alongside their district peers.

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Level 3 MAPPA meetings are co-ordinated by the central unit and are overseen by the SMB. These meetings are held every three months, or more frequently where urgent demand dictates.

MAPPA levels 1 and 2 and where appropriate unconvicted potentially dangerous offenders are managed at district level by local PPU staff. The management of sex and violent offenders remains an intelligence-driven process and police activity will be decided on a risk and need basis. Level 2 MAPPA chairs will consist of police or probation officers. Both attend the level 1 district TTCGs and this ensures consistency in decision making and links MAPPA processes in the NIM.

Risk assessment processes and the prompt identification of offenders meeting the criteria for inclusion in MAPPA are robustly managed. This is achieved on a daily basis by dedicated public protection officers and supervisors using the force intelligence (Guardian) and ViSOR systems. Registered offenders included on the ViSOR system are cross-referred and are flagged on Guardian, ensuring that PPU officers are automatically notified of incidents involving core nominals.

Established information-sharing protocols with key partner agencies exist, with risk assessment reviews routinely carried out.

Out-of-hours access to ViSOR is provided by the crime recording bureau and communications centre staff.

In order to ensure that accountability, continued improvement and a consistent approach in standards are maintained, the SMB commissions bi-annual audits of district PPU arrangements. This process involves the force MAPPA manager and chairs and co-chairs from all districts.

Locally agreed PPU KPIs are in place and are monitored by district CID managers – eg, the ratio of PPU officers to RSOs and the number of home visits completed – but this is only at a rudimentary level.

Accountability at BCU level is reinforced by bi-annual audits undertaken by the force MAPPA manager, who is a probation officer based in Bristol.

Job descriptions and role profiles for all PPU staff are up to date and clearly reflect role requirements. These have recently been adjusted and in the view of the inspection team were fit for purpose.

All staff involved in the management of RSOs are vetted to the appropriate security level. They are also required to attend regular and mandatory psychological debriefing sessions.

The force has undertaken joint training with the probation service regarding risk assessment, which comprises two separate systems – Risk Assessment 2000 and OAsys.

In 2006 the formation of the national ViSOR database identified duplicate records, which subsequently required merging and cleansing at a local level. This process has been proactively managed by the force and is now complete. ViSOR entries are now made by a single trained inputter whose work is quality assured by a line manager on an entry-by-entry basis.

The ACC is concerned about data ownership when both the prison and probation services come on line as part of the national ViSOR programme. The probation service locally is not yet in a position to adopt ViSOR and has agreed to implementation by or before March 2008, with the force agreeing to assist in this process.

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There is a good relationship with bail hostels and good information exchange.

Work in progress

All dedicated public protection officers have had training in ViSOR, the Risk Matrix 2000 and other relevant sex offender-related courses. Joint agency risk assessment training with the probation service has also been delivered. However, most training delivery has been completed locally. Some have yet to complete the National Criminal Intelligence Service foundation course in understanding sex offenders. Officers' attendance at this course is planned but the attendance of officers at such training remains a district decision, which should be seen as a priority.

The force is seeking to consider workforce modernisation opportunities as widely as possible. This may include the appointment of police staff as RSO managers if deemed appropriate.

The ACC has clear objectives to drive PVP issues across the force and appropriate objectives are disseminated down to other ranks via the head of profession. All of the vulnerability areas are specifically included within the force strategic assessment. The ACC currently exercises accountability via the head of profession and by undertaking visits to divisional PPUs, but these are difficult to accommodate within a heavy portfolio. Accountability processes will be via a gold group, which the ACC intends to chair. The district PPU inspectors meet quarterly with HQ counterparts in a group which considers risk and enables development of areas that need it. The force intends to implement a PVP panel chaired by the ACC. The intention is to provide strong strategic direction to BCUs in relation to PPU issues.

Areas for improvement

Disparity exists across districts in relation to staff undertaking RSO home visits. Local arrangements regarding levels 1 and 2 are variable. Some officers attend with field intelligence officers in plain clothes; others attend in pairs, in uniform. On some BCUs, team officers have access to ViSOR and will undertake subsequent visits after PPU officers have made the first visit and after full risk assessment has been completed. In two out of the six districts, a strategic decision has been taken to allow NBMs to undertake home visits if the level of risk assessment carried out by the dedicated PPU staff determines it appropriate, eg, low- or medium-risk offenders. Where such visits have taken place, evidence was found of untrained officers attending in uniform, which is against national and local advice and practice. Elsewhere, beat managers can carry out the regular visits to low- and medium-risk RSOs and maintain continued contact, but this is not a formalised arrangement. In most of these cases local supervisors are not involved, as the PPU supervises the record of the visit and the intelligence logs. These arrangements need review in order to establish if there are any procedural gaps with associated risks.

There should be a training needs analysis undertaken for those officers who carry out RSO visits. Some local officers stated that they have limited skills to complete these tasks, but J district officers stated that they have had no training for their visits and do not feel that they are effective.

It is acknowledged that a new national ACPO public protection policy with regard to RSO visits and information disclosure is awaited, but there is currently inconsistency as to

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whether beat managers are given appropriate knowledge regarding identified offenders living on their beat. Action should be taken as a priority to resolve this inconsistency through the issue of guidance.

Since devolvement, officers and staff expressed concern at a lack of visibility and leadership by some district SMTs and that regular visits were not being made to PPUs. It is also recognised that support from the centre (HQ) is more to do with policy, meetings and corporacy and that this contact is not as regular as it used to be. The knowledge and understanding of risk management (by local senior managers) in this vulnerable area of public protection cannot be underestimated and should be regularly reinforced, particularly during ACPO team district inspection visits.

RECOMMENDATION 6

Only trained officers should undertake registered sex offender home visits; to achieve this the force should consider training its neighbourhood beat managers to assist specialists to carry out this role.

Protecting Vulnerable People – Missing Persons

GRADE	FAIR
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National grade distribution

Excellent	Good	Fair	Poor
1	21	21	0

National contextual factors

Each year, thousands of people are reported to police as missing. Many have done so voluntarily and are safe from harm, whether or not they return home. But a number are vulnerable, because of age or health concerns, and the police service has developed well-honed systems to respond swiftly and effectively to such cases. For obvious reasons, missing children arouse particular concern, and many forces deploy 'Child Rescue Alert' to engage the media in publicising such cases. Key good practice in this framework are early recognition of critical incident potential, effective supervision of enquiries, the use of NIM problem profiles and other intelligence techniques to analyse repeat locations (eg, children's homes), and the use of an IT-based investigation tracking system such as COMPACT.

Contextual factors

There is clear policy in relation to the management of reports of missing persons, which complies with NCPE requirements. The detective superintendent in charge of the PPU is the force champion for missing persons. Full implementation of the Guardian system, as previously described, will provide a force-wide missing persons database, which replaces the present paper-based system. Guardian will improve the functionality of the present system and accountability mechanisms and audit trail for future enquiries. This is viewed as a promising development and will eventually mirror the approach now taken by a number of forces.

Strengths

The effective and efficient management of missing persons incidents is a high priority for the force. The policy and guidance are both easily accessible and clearly defined. If a missing person is identified as either high risk or vulnerable, the enquiry is automatically classified as a potential critical incident. This requires immediate action and the appointment of a senior investigating officer to oversee the investigation process, which is a good practice.

The 20-page missing persons booklet presently completed by patrol officers incorporates a comprehensive risk assessment process, with a page dedicated to explaining how it should be applied. These booklets are supervised by sergeants in the first instance and are physically passed from team to team, ensuring continuity of activity.

From the outset of any missing persons enquiry and then within prescribed intervals, both the risk factor and the progress of the enquiry are reviewed by either the duty inspector or the PPU DI.

An assessment process with grades including low, medium, high or very high is used to determine risk. The grading provides a mechanism by which the reviews are allocated, with

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low- and medium-risk cases being referred to a DI after five days and high- and very high-risk cases being referred immediately.

All outstanding and ongoing missing persons investigations are considered within the NIM TTCG process on a daily basis. This occurs centrally and on each district, thereby ensuring that a strong focus is maintained.

Exploiting workforce modernisation opportunities, two districts (Somerset West and East) have responded to local demand by appointing missing persons co-ordinators. This specialist police staff role is designed to improve local performance and enhance service delivery by closer working with partner agencies. The resulting activity has included the development of joint protocols, improved local working arrangements and a reduction in missing persons incidents from 800 to 300 per annum.

In Taunton the dedicated missing persons officer (who is part-funded by the local authority) has written the 'absent without authority' policy. This has been mainstreamed by all local authority care homes and has contributed to improved service delivery between agencies and more effective management of the risks inherent in cases of young missing persons.

South Gloucestershire BCU has developed a policy to tackle the issues faced by absconders from its three local prisons. These are now treated in the same manner as missing persons. Dedicated prison liaison officers work within the prison service, ensuring that effective communications exist and all incidents of abscondee are notified electronically to the police. As a direct result, absconder numbers have reduced, enabling the local prisons to concentrate on prevention strategies and the BCU to re-invest officer time elsewhere.

Work in progress

As previously stated, the missing persons system adopted by the force was paper based at the time of the inspection. The force has made a considerable investment in delivering a new IT-based missing persons system that, once fully functional, will undoubtedly assist in improving service delivery. A central missing persons database will more accurately record all incidents, provide an enhanced case management capability and audit trail and enable the transfer of data and information to partner agencies. Additional development work remains, but the inspection team was assured that the migration to Guardian was being well managed by the force, including the development of software to enable the hierarchical review of missing persons; this remains an important feature.

Areas for improvement

Management information needs to be enhanced so that senior management may use it to monitor performance in this area.

RECOMMENDATION 7

A consistent multi-agency and intelligence-led approach is needed to ensure service improvements are made at a qualitative as well as a quantitative level in order to reduce the volume of incidents and improve existing risk assessment processes for missing persons.

Developing Practice

INSPECTION AREA: Protecting vulnerable people

TITLE: Every Child Matters (ECM) officers

PROBLEM:

The ECM role has been created to support and manage the five key outcomes detailed in the Children Act 2004: be healthy, stay safe, enjoy and achieve, make a positive contribution and achieve economic well-being.

SOLUTION:

ECM officers identify and manage pre-child protection referral (s.47/17) cases where children are either the victims or perpetrators of crime. They respond by jointly managing cases preventing future formal intervention. The role is loosely based on established practice in Essex, but the Avon and Somerset model is more risk assessment/ investigative based.

In brief, the role includes:

- Develop and publicise local activity to promote the safeguarding and welfare of children, in line with the ECM agenda.
- Develop district awareness of child welfare issues and the need to report child contact, establishing both internal and external links to ensure that information is shared and acted upon.
- Engage with operational officers and market ECM and s.11 of the Children Act 2004.
- Liaise with district training officers to ensure all district-based training is delivered in the context of s.11.
- Attend and contribute to the training sub-group and working groups of LSCBs.
- Deliver a police input into multi-agency training in line with *Working Together*.
- Advise, encourage and support districts in the implementation of child safe crime reduction products.
- Be an ambassador for the force, delivering high-quality educational presentations to a variety of audiences, externally and internally.

OUTCOME(S):

A review is currently being conducted to assess the impact and success of the devolvement of the PPU, of which the development of the ECM role was a part.

Early results are:

- Recorded crime levels have increased since devolvement – this is viewed as a positive indicator.
- Initially, detection rates largely decreased post-devolvement; this is being closely monitored to ensure performance is improved for the future and a plan is in place to secure improvements.
- The percentage of public protection crimes finalised as no further action has decreased by 7.9% since devolvement, which underlines the emphasis placed on quality investigations.
- The level of repeat offences has decreased for child abuse cases, which is a positive step in PVP.

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Recommendations

Neighbourhood Policing

Recommendation 1

SARA (scanning, analysis, response, assessment) problem-solving plans need to be developed across the force.

Performance management

Recommendation 2

The force needs to develop activity-based costing models in order to assess and improve the productivity, efficiency and effectiveness of activities. This should be linked to steps to improve results analysis of operations and tasking.

Protecting vulnerable people

Recommendation 3

The terms of reference for the functions of the public protection unit, together with policies and role profiles, should now be reviewed to ensure they are fit for purpose, a year on from devolvement.

Recommendation 4

A formal structure for sharing of information across all protecting vulnerable people areas should be developed and implemented.

Recommendation 5

There is a need to evaluate the current system of domestic violence training to ensure that all operational officers and staff within the call management department are fully aware of the risks and their responsibility in the investigation of domestic violence.

Recommendation 6

Only trained officers should undertake registered sex offender home visits; to achieve this the force should consider training its neighbourhood beat managers to carry out this role.

Recommendation 7

A consistent multi-agency and intelligence-led approach is needed to ensure service improvements are made at a qualitative as well as a quantitative level, reduce the volume of incidents and improve existing risk assessment processes for missing persons.

Appendix 1: Glossary of Terms and Abbreviations

A

ABC	Activity-based Costing
ABE	Achieving Best Evidence
ACC	Assistant Chief Constable
ACPO	Association of Chief Police Officers
APA	Association of Police Authorities
ASB	Anti-social Behaviour

B

BANES	Bath and North East Somerset
BCS	British Crime Survey
BCU	Basic Command Unit
BME	Black and Minority Ethnic

C

CAIT	Child Abuse Investigation Team
CDRP	Crime and Disorder Reduction Partnership
CID	Criminal Investigation Department
COG	Chief Officer Group
CPS	Crown Prosecution Service

D

DC	Detective Constable
DCC	Deputy Chief Constable
DCI	Detective Chief Inspector
DI	Detective Inspector
DS	Detective Sergeant
DDA	Disability Discrimination Act

DV Domestic Violence

DV Domestic Violence

E

ECM Every Child Matters

F

FIG Force Intelligence Group

FTE Full-time Equivalent

G

HMI Her Majesty's Inspector

HMIC Her Majesty's Inspectorate of Constabulary

HQ Headquarters

HR Human Resources

I

ICIDP Initial Crime Investigators Development Programme

ICT Information and Communications Technology

K

KPI Key Performance Indicator

L

LSCB Local Safeguarding Children Board

M

MAPPA Multi-agency Public Protection Arrangements

MARAC Multi-agency Risk Assessment Conference

MSF Most Similar Force(s)

N

NBM	Neighbourhood Beat Manager
NCPE	National Centre for Policing Excellence
NIM	National Intelligence Model
NPIA	National Policing Improvement Agency

P

PACT	Police and Communities Together
PCSO	Police Community Support Officer
PIM	Performance Improvement Meeting
PIP	Professionalising the Investigative Process
PPAF	Police Performance Assessment Framework
PPU	Public Protection Unit

Q

QoSC	Quality of Service Commitment
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R

RSO	Registered Sex Offender
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S

SARA	Scanning, Analysis, Response, Assessment
SDVC	Specialist Domestic Violence Court
SGC	Specific Grading Criteria
SMB	Strategic Management Board
SMT	Senior Management Team
SPI	Statutory Performance Indicator
SPP	Special Priority Payment
SSN	Safer Stronger Neighbourhood

T

TTCG Tactical Tasking and Co-ordination Group

V

ViSOR Violent and Sex Offenders' Register