

Her Majesty's Inspectorate of Constabulary



## HMIC Inspection Report

### Avon and Somerset Constabulary Neighbourhood Policing Developing Citizen Focus Policing

September 2008



*Avon & Somerset Constabulary – HMIC Inspection*

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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 of both the Home Office and 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://inspectors.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 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 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 more probing inspections of fewer topics. 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 is gathered, verified and then assessed against specific grading criteria (SGC) drawn from an agreed set of national (ACPO-developed) standards. 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.

## HMIC Business Plan for 2008/09

HMIC's business plan (available at <http://inspectors.homeoffice.gov.uk/hmic/our-work/business-plan/>) reflects our continued focus on:

- protective services – including the management of public order, civil contingencies and critical incidents as phase 3 of the programme in autumn 2008/spring 2009;
- counter-terrorism – including all elements of the national CONTEST strategy;

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- strategic services – such as information management and professional standards; and
- the embedding of Neighbourhood Policing.

HMIC's priorities for the coming year are set in the context of the wide range of strategic challenges that face both the police service and HMIC, including the need to increase service delivery against a backdrop of reduced resources. With this in mind, the business plan for 2008/09 includes for the first time a 'value for money' plan that relates to the current Comprehensive Spending Review period (2008–11).

Our intention is to move to a default position where we do not routinely carry out all-force inspections, except in exceptional circumstances; we expect to use a greater degree of risk assessment to target activity on those issues and areas where the most severe vulnerabilities exist, where most improvement is required or where the greatest benefit to the service can be gained through the identification of best practice.

The recent Green Paper on policing – *From the Neighbourhood to the National: Policing our Communities Together* – proposes major changes to the role of HMIC. We are currently working through the implications to chart a way forward, and it will not be until the late Autumn when we are able to communicate how this will impact on the future approach and inspection plans. In the meantime, we have now commenced work covering the areas of critical incident management, public order and civil contingencies/emergency planning – which will conclude in early 2009. In consultation with ACPO portfolio holders and a range of relevant bodies (such as the Cabinet Office in respect of civil contingency work) we have conducted an assessment of risk, threat and demand and, based on this, we will focus on those forces where we can add most value. We will also commence a series of police authority inspections in April 2009, which will follow a pilot process from November 2008 through to January 2009.

## **Programmed Frameworks**

During phase 2 of HMIC's inspection programme, we examined force responses to major crime, serious and organised crime, Neighbourhood Policing and Developing Citizen Focus Policing in each of the 43 forces of England and Wales.

This document includes the full graded report for the Neighbourhood Policing inspection and Developing Citizen Focus Policing inspection.

## **Neighbourhood Policing**

The public expect and require a safe and secure society, and it is the role of the police, in partnership, to ensure provision of such a society. The HMIC inspection of Neighbourhood Policing implementation assesses the impact on neighbourhoods together with identified developments for the future.

The piloting of the National Reassurance Policing Programme (NRPP) between April 2003 and 2005 led to the Neighbourhood Policing programme launch by ACPO in April 2005.

There has been considerable commitment and dedication from key partners, from those in neighbourhood teams and across communities to deliver Neighbourhood Policing in every area. This includes over £1,000 million of government investment (2003–09), although funding provision beyond 2009 is unclear.

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The NRPP evaluation highlighted three key activities for successful Neighbourhood Policing, namely:

- the consistent presence of dedicated neighbourhood teams capable of working in the community to establish and maintain control;
- intelligence-led identification of community concerns with prompt, effective, targeted action against those concerns; and
- joint action and problem solving with the community and other local partners, improving the local environment and quality of life.

To date, the Neighbourhood Policing programme has recruited over 16,000 police community support officers (PCSOs), who, together with 13,000 constables and sergeants, are dedicated by forces to 3,600 neighbourhood teams across England and Wales.

This report further supports Sir Ronnie Flanagan's *Review of Policing* (2008), which considers that community safety must be at the heart of local partnership working, bringing together different agencies in a wider neighbourhood management approach.

### **Developing Citizen Focus Policing**

Citizen Focus policing is about developing a culture where the needs and priorities of the citizen are understood by staff and are always taken into account when designing and delivering policing services.

Sir Ronnie Flanagan's *Review of Policing* emphasised the importance of focusing on the treatment of individuals during existing processes: this is one of the key determinants of satisfaction.

A sustained commitment to quality and customer need is essential to enhance satisfaction and confidence in policing, and to build trust and further opportunities for active engagement with individuals, thereby building safer and more secure communities.

This HMIC inspection of Developing Citizen Focus Policing is the first overall inspection of this agenda and provides a baseline for future progress. One of the key aims of the inspection was to identify those forces that are showing innovation in their approach, to share effective practice and emerging learning. A key challenge for the service is to drive effective practice more widely and consistently, thereby improving the experience for people in different areas.

Latest data reveals that, nationally, there have been improvements in satisfaction with the overall service provided. However, the potential exists to further enhance customer experience and the prospect of victims and other users of the policing service reporting consistently higher satisfaction levels. All the indications show that sustained effort is required over a period of years to deliver the highest levels of satisfaction; this inspection provides an insight into the key aspects to be addressed. It is published in the context of the recent Green Paper *From the Neighbourhood to the National – Policing our Communities Together* and other reports, which all highlight the priorities of being accountable and responsive to local people. The longer-term investment in Neighbourhood Policing and the benefits of Neighbourhood Management have provided an evidence base for the broad Citizen Focus agenda.

## Statutory Performance Indicators and Key Diagnostic Indicators

In addition to the inspection of forces, HMIC has drawn on published data in the Policing Performance Assessment Frameworks (PPAFs) published between March 2005 and March 2008 as an indicator of outcomes for both Neighbourhood Policing and Developing Citizen Focus Policing.

The statutory performance indicators (SPIs) and key diagnostic indicator (KDI) that are most appropriate to indicate outcomes for the public and are used to inform this inspection are set out below:

### Neighbourhood Policing

- SPI 2a – the percentage of people who think that their local police do a good or excellent job.
- KDI – the percentage of people who ‘agree local police are dealing with anti-social behaviour and crime that matter in this area’.
- SPI 10b – the percentage of people who think there is a high level of anti-social behaviour in their area.

### Developing Citizen Focus Policing

- SPI 1e – satisfaction of victims of domestic burglary, violent crime, vehicle crime and road traffic collisions with the overall service provided by the police.
- SPI 3b – a comparison of satisfaction rates for white users with those for users from minority ethnic groups with the overall service provided.

Forces are assessed in terms of their performance compared with the average for their most similar forces (MSF) and whether any difference is statistically significant. Statistical significance can be explained in lay terms as follows: ‘The difference in performance between the force and the average for its MSF is unlikely to have occurred by chance.’ A more detailed description of how statistical significance has been used is included in Appendix 3 at the end of this report.

## 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 (described as a ‘strength’) in the body of the report. In addition, each force is given the opportunity to submit more detailed examples of its good practice. HMIC has therefore, in some reports, selected suitable examples and included them in the 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.



## The Grading Process

HMIC has moved to a new grading system based on the national standards; forces will be deemed to be meeting the standard, exceeding the standard or failing to meet the standard.

### Meeting the standard

HMIC uses the standards agreed with key stakeholders including ACPO, the National Policing Improvement Agency (NPIA) and the Home Office as the basis for SGC. The standards for Neighbourhood Policing and Developing Citizen Focus Policing are set out in those sections of this report, together with definitions for exceeding the standard and failing to meet the standard.

## Force Overview and Context

Avon & Somerset Constabulary has:

- 6 Basic command units (BCUs) locally known as districts;
- 43 Neighbourhood Policing teams (NPTs);
- 290 Officers dedicated to Neighbourhood Policing; and
- 410 PCSOs dedicated to Neighbourhood Policing.

The force is a member of 5 crime and disorder reduction partnerships (CDRPs) that cover the force area.

### 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 and there are sparsely populated areas on the 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 description 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, large concentrations of Polish people live in both the north and south of the force area. Large communities of Kurdish, Iranian and Somalian people live in Bristol and a large concentration of Portuguese people live 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 force area for work or to enjoy the leisure and entertainment



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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.

The force hosts significant annual events, centred on both the metropolis of Bristol and the more rural environs of Somerset with the Glastonbury Music festival. Such events are often targeted by organised crime groups from other areas of the country and their intentions countered by the Force's relentless commitment to disrupt and destroy offending of this nature.

In more general terms, the force area is often considered as having a 'hub' status for some aspects of organised criminality, which features highly within the associated tactical and strategic assessments, as well as operational activity.

### **Strategic priorities**

The strategic direction of the force was reviewed at the start of 2008 and the 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.

The force has a number of key corporate improvement objectives with initiatives that aim to reduce bureaucracy/streamline processes and improve performance including:

- 'Southwest One' a public-private partnership to transform service delivery. In March 2008, the police authority and force became members of a joint venture company with IBM, Somerset County Council and Taunton Deane District Council to provide a range of business services including 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;
- Enhancing the protective services capability within the force through both internal service improvements and collaborations with other forces in the region and key partner agencies;
- Continuing to deliver citizen focus policing to gain an in-depth understanding of the needs and expectations of individuals and communities and routinely reflect them in decision-making, service delivery and practices;
- Progressing workforce modernisation within the criminal investigation department (CID) as part of the national pilot area;

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- A 'root and branch' review of the infrastructure, systems, processes and resources to ensure custody provision meets the operational needs of the force and delivers improvements in performance;
- Delivery of a new crime and intelligence system (Guardian), which is now fully embedded across the force;
- Improvement to incident management process through Operation Quest, which aims to build capacity; improve customer satisfaction; reduce bureaucracy; and create efficiency savings;
- A change management executive (CME), which ensures informed decision making and was recently commended by the Audit Commission as a notable practice;
- A mobile data pilot, which is now live on two districts and aims to increase remote accessibility to information/intelligence and other force systems thereby improving the time that officers are on visible patrol;
- Enhancement of the force firearms capability through a regional programme of collaboration including regional tactics and training and embedding firearms officers within other specialist units;
- A sexual assault referral centre (SARC) opened in July 2008 providing a victim focused one stop location for victims of rape and sexual assault;
- A review of the force performance regime and other strategic forums in order to best drive and support performance improvement and quality of service delivery, including the creation of a silver detection group, focused on improving detections through process improvement;
- Delivery of a system to better capture organisational learning through the collation of 'direction and control' complaints;
- A reducing bureaucracy programme with for example continued review of force forms and an e-form pilot project;
- Delivery of the workforce modernisation programme, in particular within HQ CID, including the full implementation of a mixed economy workforce, with a phased approach starting during the latter part of 2008. The force 'change management executive' oversees this programme ensuring compatibility between the initiatives;
- Delivery of a number of initiatives to enhance the representative workforce including identifying candidates from under represented groups for the Police Leadership Development Scheme;
- In conjunction with the local branch of the Black Police Association, the force is also introducing the work of the National Senior Careers Advisory Service (NSCAS) among under represented groups, starting with BME staff.

## Force Performance Overview

### Force developments since 2007 inspections

#### Performance

A challenging agenda of performance improvement was set in the 2007/08 Policing Plan, at a time when resources available were reducing in real terms. However a number of performance improvements were achieved:

- The force customer satisfaction survey results indicate a steady long-term improvement, in line with the high priority attached to improving the quality of service to our service users;
- Major reductions have occurred in recorded crime, with 15,800 fewer victims in total;
- Some detection rates have increased, with the annual detection rate having passed the 25% mark for the first time, as well as significant increases in the proportions of rapes and hate crimes that are detected;
- There has been an 8% increase in the number of offences brought to justice, an extra 2,600 a year;
- Communities feel safe compared with other parts of the country and are also feeling better informed about a more responsive local policing service, reflecting the rollout of new safer stronger communities model of neighbourhood policing across the force area;
- The force undertook a review of force forms, which resulted in 363 of the 877 forms in existence at the start of the review, being deleted (41% reduction). Applications for the development of new forms must pass through the 'bureaucracy gateway' in order to ensure that no unnecessary bureaucratic burdens are placed on police officers;
- The annual 3% efficiency savings target has been achieved, releasing resources to deliver operational policing.

The force continues to identify further ways of improving and working in a more efficient manner. Exploring the potential offered by improved processes, collaborative working and strategic partnerships is central to its approach.

## Neighbourhood Policing

<b>2007/08 Neighbourhood Policing Summary of judgement</b>	<b>Meeting the standard</b>
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### Meeting the standard

Following the moderation process, Avon and Somerset Constabulary was assessed as meeting the standard. Neighbourhood policing has been implemented to a consistent standard across the force.

### Neighbourhoods are appropriately staffed (coverage).

#### Summary statement

**The force is deploying across all its BCUs the right people in the right place at the right time to ensure that its neighbourhoods are appropriately staffed.**

#### Strengths

- The force comprises six basic command units (BCUs) known locally as districts; this includes the conurbation of Bristol, formerly three districts that were merged in 2002. Each district has a number of neighbourhood policing areas policed by safer stronger neighbourhood (SSN) teams, which may span more than one of the defined areas. The neighbourhood policing areas are further subdivided into neighbourhoods and, finally, into beat areas. In total the Force has 42 Neighbourhood Policing areas, with dedicated SSN teams policing each. To ensure their currency, the areas are subjected to an annual review organised with partners and to which SSN teams contribute. Neighbourhood Policing areas are clearly defined and are published internally and via the force website.
- All beats within the 42 identified neighbourhoods possess named contacts at all levels. There are neighbourhood beat managers (NBMs) and police community support officers (PCSOs) assigned to each of the SSN teams. A relatively new development is the PCSO support role (not a PCSO); this adds considerable value to SSN teams as well as enabling them to increase visible patrol time. The PCSO support role also contributes to improved demand management, administration and compliance with national standards.
- The force website provides comprehensive access to the SSN team pages including photographs and the names of all members of the SSN teams, with a shared email box facility that is monitored throughout the day. The dedicated web pages available for each SSN team contain appeals, news and campaigns, police and communities together (PACT) meeting priorities (including outcomes from previous activities), SSN priorities, crime levels, profiles of staff and dates of local beat surgeries.
- Routine deployment of SSN team officers is in accordance with force policy and monitored closely, taking account of the nature of the incident/crime and the most effective means of resolution.

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- Succession planning by SSN teams is evident, with posts at all levels advertised and, where possible, filled prior to the post-holder moving on. There has been a low turnover of NBM staff reported since the launch of neighbourhood policing. Software such as the duty management system (DMS) is used to track and monitor abstraction and vacancies, with little scope within the force budget to allow for handover periods between recruitment.
- An abstraction policy for districts defines abstraction and states that all staff up to and including sergeant rank should remain within neighbourhood policing for a minimum of two years. The policy also requires police officers to have completed their probationary period before becoming eligible to join a SSN team. For NBM and PCSO staff the policy only allows for 5% abstraction from a SSN area, which is a high standard that is monitored through a revised performance management framework. Any planned abstraction requires approval by the SSN inspector or another senior officer. As a better understanding of what constitutes abstraction emerges, performance is becoming more consistent across the force, with the subject taken very seriously by those interviewed (see areas for improvement). Partner-funded roles only cater for abstraction in exceptional circumstances, which is a good practice. To date the force abstraction target has been met, with an improved reporting mechanism being developed at the time of the inspection fieldwork stage.
- Staff profiles and experience are beginning to match the local neighbourhood area profiles more effectively, activity supported by local recruitment drives and campaigns. Prior to the launch of neighbourhood policing, the force possessed an established community policing model, with many of the facets of the national neighbourhood policing model apparent. The shift to SSN teams required the former community beat managers to re-apply for their positions. This has allowed for some adjustment of roles with some officers choosing to apply for other challenges. The make-up of a SSN team was determined by the force using a resource allocation formula, taking account of demand, sparsity, demographic and geographical data, and the level of external funding for certain posts. Some flexibility of resource allocation is now given to district commanders with a review of the initial resource allocation model being undertaken by Bristol district at the time of inspection.
- As the evidence base improves, neighbourhood profiles are also being used to determine future resource allocation decisions. The entire process of review of neighbourhood areas is overseen by the newly formed citizen focus programme board (CFPB), supported by the citizen focus policing delivery group (CFPDG), which has assumed responsibility for maintenance of the force neighbourhood policing model. This arrangement replaces the neighbourhood police board and implementation group that oversaw delivery of the force neighbourhood policing project.
- Recruitment of all SSN team members' takes account of individual skills and experience for example language and specialist skills. The force will accommodate, wherever, possible, requests by staff to work within a particular community. In addition community outreach workers and community leaders have previously supported the force with recruitment campaigns in specific areas.
- PCSOs are seen to be adding real value to the quality of local minor crime investigations. This includes house-to-house enquiries, linked minor crime

investigations, preventing anti-social behaviour, gathering community intelligence, conducting reassurance visits and witness canvassing.

- The SSN teams interviewed during the fieldwork stage of the inspection possessed the skills and abilities to engage effectively with their respective communities and undertake joint problem solving. A revised eight-week induction course, which commenced in July 2008, has been developed for PCSO recruits. This took account of a training needs analysis exercise undertaken across the force area. NBM, whose role includes the line supervision of PCSOs, receive additional training through an 'induction to management course'. In addition, a suite of courses and partner placements are marketed by the force learning and development team. More recently, a small deputation of officers were selected to visit Poland for an intense language familiarisation course.
- Local learning needs are identified by a number of formal and informal means, with numerous single and joint approaches evident to meet these needs. NBM and PCSOs undertaking work in schools attend a training course provided by Devon & Cornwall Constabulary. SSN team sergeants and potential sergeants (those who have passed part one of the promotion procedure) receive a SSN module within the generic initial sergeants' course. Examples of revised or new SSN training being developed include a restorative justice course and station enquiry officer's course. The force revealed numerous examples of joint and single agency problem-solving activities.
- Problem-solving training features in the sergeant, constable and PCSO induction training programmes, with SARA (scanning, analysis, response, and assessment) being the established force problem solving model.
- The force has a ratio of one sergeant to four NBMs, each of whom manage up to five PCSOs as well as a variable number of the special constables assigned to SSN teams. This appears to provide effective supervision and support for community engagement and joint problem solving. Neighbourhood beat managers are required to undertake some administrative functions, with support provided by the PCSO support and enquiry office roles.
- There are clear examples of SSN teams receiving formal reward and recognition including receipt by the NBMs of the annual special priority payment. A 'rewards and recognition panel' convenes on each of the districts in order to consider police or public nominations and a range of rewards are used locally, including letters, bonus payments and honoraria. More recently the police authority hosted an awards event at a local hotel in order to honour 'Excellence in Community Policing'. Sponsored by a number of companies, including a local newspaper, and with categories for individuals and teams, the event proved a big success and enabled local people to vote, for example, for their PCSO of the year. The event received considerable media support and is likely to become an annual feature.

### **Work in progress**

- To improve the efficiency of planned and often short-term arrests made by SSN teams, a number of SSN sergeants have recently been trained in custody procedures. All staff interviewed viewed this as a positive development. The force should ensure that increased abstraction of SSN sergeants to dedicated custody suites, in times of need, does not necessarily follow on from this development.

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- The force is a pilot site for Operation Quest, a nationally led and Home Office supported business process improvement initiative. Changes to processes instigated as a result of Quest are making positive improvements with early indications of service delivery being enhanced. An example of this is the extension of the PCSO support role to accommodate management of the so-called G99 logs. These are non-urgent 'requests for service' that, where appropriate, are routinely passed to SSN teams to manage. This development should free up time for PCSOs to be more visible within their communities and improve customer service.

### **Areas for improvement**

- The initial abstraction target of 95% for SSN teams is laudable, however, its interpretation by the teams met during this inspection is inconsistent. This is not considered significant, but the precise definition of an abstraction and capture of performance in respect of abstraction remains an area for the force to develop and monitor further.
- The newly appointed special constable chief officer aims to improve the profile of this important volunteer body. Special constables were previously given the choice of either joining a SSN team or remaining within the response function. Supported by a revised policy special constable recruits are now assigned to a SSN team. With the majority of SSN special constables now deployed and a significant base available (approximately 450), the force should work closely with the new chief officer to ensure that the role of special constables becomes even more clearly defined and celebrated.
- The recruitment of a volunteer reserve has been the subject of considerable negotiation with staff associations and the trade union, with a new position recently agreed. Some 13 roles are now being considered for potential volunteer recruitment, the majority of which are within the SSN environment. Given the positive experiences of other forces, the force should continue to explore how it can extend its volunteer base.
- The duality of the inspector role in Avon and Somerset means that SSN inspectors are unable to dedicate all their time to their SSN teams. This is not a significant issue, however, the force should guard against diluting the role any further.
- Whilst Operation Quest has seen positive improvements in service delivery, there is a need to review the crimes being allocated to SSN teams to ensure that they are not being overburdened with investigative work and are still able to deliver neighbourhood policing to their local communities.

### **RECOMMENDATION 1**

**Her Majesty's Inspector recommends that the force should clearly define which crimes will be allocated to SSN teams and ensure that the policy is adhered to.**

### **RECOMMENDATION 2**

**Her Majesty's Inspector recommends that whilst recognising the position that the force has negotiated in respect of volunteer recruitment, it should however continue**



**to benchmark its position with other forces and strive to exploit the potential of this sector by extending the volunteer base.**

**Effective community engagement is taking place. Representative communities are being routinely consulted and are identifying local priorities and receiving feedback.**

### **Summary statement**

**All neighbourhoods in the force area are actively engaging with their local police force and its partners.**

### **Strengths**

- Avon & Somerset Constabulary and its police authority have developed a joint community consultation and engagement strategy. Under the banner of PACT, the force has a plethora of community engagement guidance documents, which are available to all staff via the intranet. This approach commences with a how-to guide on community engagement, with the documents examined found to be of a high quality.
- The force routinely engages with its various communities and partners. Key stakeholders include the police authority, crime and disorder partnerships, independent advisory groups (IAGs) and key individual networks (KINs).
- Community engagement occurs according to local need and, where relevant, dovetails into existing mechanisms, such as parish council meetings, neighbourhood watch and resident associations. Examples of engagement examined included neighbourhood forums, panels, kiosks, beat surgeries, street briefings, leaflet drops, resident surveys, confidential community intelligence portals in partner locations and door knocking. Some very inventive engagement methods were evident with many led by PCSOs. There is flexibility in the approach to engagement with unsuccessful methods reviewed and, where appropriate, dispensed with.
- Community engagement is clearly a routine activity, and not simply employed when problems arise. The inspection team attended a PACT and youth engagement event, both of which were well organised and supported by local residents, partners and young people.
- The force has undertaken a series of SSN road shows, which are to be repeated during 2008. Overseen by the citizen focus policing programme board and its delivery group, districts are afforded considerable flexibility in how these road shows are delivered. Police authority support for the road shows was particularly evident.
- There are numerous examples of engagement, with 'watch' communities across the force area including horsetwatch, neighbourhood watch, business watch and pubwatch. These are effectively used as a conduit for information sharing around issues including crime and anti-social behaviour prevention, protecting vulnerable persons/groups, and generally raising awareness of neighbourhood and citizen focused policing.

- Each neighbourhood area has identified priorities to be resolved. Not all of these are police-related issues and many are tackled jointly with partner agencies and community representatives. The priorities are well publicised on the force website and through the local media (see areas for improvement).
- Considerable focus is being placed on addressing local community issues. Contributions to meetings are being made by inspectors, sergeants, constables and PCSOs. A strong focus on consistent attendance at pre-arranged meetings was evident, with very low abstraction rates within SSN teams supporting this approach. The force website provides details of some of the formal meetings held, most notably PACT; these were found to be regularly updated by the SSN teams. PACT meetings are raised at SSN team briefings, with team leaders making sure that all such obligations are honoured, this is a good practice. Police representatives at PACT meetings are suitably empowered and supported to engage in proactive problem solving.
- Information sharing between communities, SSN teams and partners is evident and includes e-mails, patrol activity, face-to-face briefings and telephone contact. To encourage community dialogue, the force has developed a number of additional electronic facilities, including police blogs, YouTube, Facebook, Virgin Media, mobile phone updates, Kiosks and Sky/Digital television. These approaches clearly cater for different audiences and indicate a strong desire to communicate with all communities. The children and young people's and diversity strategies specifically aim to improve engagement.
- The force has a text message facility for people who are hard of hearing or speech impaired, and certain officers receive additional training to act as a further point of contact. This facility is easy to access with details of the services available located on the force website.
- The force has worked closely with partners to ensure that neighbourhood policing is fully integrated with National Intelligence Model (NIM) processes. Community based 'tasking and co-ordination groups' (TCGs) are established at both district and neighbourhood policing area level. These have become the forum for the exchange of community intelligence. The groups consider neighbourhood tasking and departmental tasking as well as PACT priorities, which are firstly grouped across each SSN area and considered by a PACT panel.
- The purpose of the PACT panel is to ensure that strategic support is provided to those issues that cannot be easily resolved by each PACT. Such issues may be referred to existing district tasking processes, if a police matter, or to the joint police/partner CDRP process. This approach ensures that individual PACTs, found across district/CDRP areas, are encouraged to self organise and problem solve under an umbrella of support provided by the PACT panels.
- The Police Authority takes a highly active and visible role in supporting community engagement across the force area. Authority members are found supporting officers and staff at district and neighbourhood level, with many members possessing a long and close relationship with the force. The Police Authority organises theme-based events and other types of engagement, some of which target specific groups. Such activities are often jointly sponsored by the force and supported with SSN team attendance.

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- Reality checks completed by the inspection team provided evidence of a growing confidence and enthusiasm for engagement with young people. A 'Pizza and Cola' event was attended by the inspection team. At the event the SSN team used a local church as an informal and open venue to encourage young people to drop in and participate in activities aimed at eliciting their concerns and aspirations for the area. This was a highly effective event and generated a significant amount of feedback and ideas. The young people in attendance were from a range of ages and backgrounds and were very enthusiastic and supportive of the interest shown in their views. The SSN team were found to be equally committed and appeared to be held in high regard by those attending and supporting the event. The SSN team were clearly well versed in applying a number of different but complementary community engagement processes. The support of the church volunteers and partner agencies involved was particularly noteworthy.

### **Work in progress**

- Each of the SSN teams has developed a bespoke neighbourhood profile and kin network profile. During operation Vulcanise, the local KIN and neighbourhood profile was tested and while currently robust both are likely to be revisited in the future. The force should consider a review of all neighbourhood profiles against the learning from operation Vulcanise.
- The PACT process is becoming embedded across the force. A great deal of work has been undertaken by districts in order to engage partners in the alignment of resources and infrastructure required to maintain the PACT process. It will, however, be necessary to review how PACT is being applied with partners, especially in terms of the quality of joint problem solving, meeting agreed expectations and reporting back on progress.
- Unsurprisingly, and often for good reason, not all PACT meetings are chaired or indeed supported by local councillors and partners. This is clearly work in progress and an issue that the force is aware of.
- The inspection team found clear evidence that staff in other police and support roles had a good understanding of the importance and value of SSN teams. The force should continue to ensure that, in particular, detectives and intelligence operatives exploit the potential presented by Neighbourhood Policing.
- During 2008/09 an internet blog site is being trialled. This enables the community to provide feedback about the effectiveness of SSN teams, problem solving and joint working with partners.
- Reality checks completed by the inspection team demonstrated that significant steps were being taken by SSN teams to engage with communities in high crime and rural neighbourhoods. The relationships with these communities, brought about by the hard work and flexibility of the teams, was clearly leading to increased confidence and reassurance (this has yet to be fully reflected in the force SPI data detailed on page 19, but is showing improvement in local surveys). This in turn this is leading to more effective identification of community priorities, joint problem resolution and community intelligence.

### **Areas for improvement**

- The Keynsham South PACT meeting attended by the inspection team was well managed and represented an emerging process on that particular SSN area. On some of the PACT priorities agreed at the previous meeting, the audience were clearly frustrated by the obvious lack of progress made, often without good reason given by the priority owner. This is not a reflection of the SSN team, as the priority owners were exclusively other partner agencies. The particular agencies concerned and the force as a whole should review how PACT priorities are managed between meetings, perhaps by forming working groups with audience participation. A more successful approach was evident from a neighbouring PACT group, members of whom were also present in the audience.
- At the same PACT meeting the priorities reached were not voted upon despite an undertaking to do so at the start of the meeting. Whilst a relatively minor issue, voting on priorities is fundamental to achieving continued support from the community. Voting also demonstrates that no assumption is made on the part of the panel as to the relative importance ascribed to each of the issues discussed.
- Best practice guidance suggests that attendees of engagement meetings should be routinely surveyed to determine whether or not they are satisfied with the process and problem resolutions achieved. In addition, those individuals who have previously attended meetings and have now stopped should ideally be contacted to ascertain why. Accepting that this is not always practicable, the force should consider how such an approach might be applied more consistently.
- At the events described a considerable amount of community intelligence was revealed. Although the capture of priorities was achieved it was less clear how community intelligence was being recorded. This is perhaps understandable with the events being relatively new, however, at an appropriate juncture the force should consider how community intelligence at PACT meetings, in particular, might be more effectively captured.

### **RECOMMENDATION 3**

**Her Majesty's Inspector recommends that the force should review the PACT methodology at the earliest opportunity in order to capture best practice and enhance the considerable support shown so far by the communities involved.**

**Joint problem solving is established and included within performance regimes.**

#### **Summary statement**

**Joint problem solving involves the police with partners and communities across all neighbourhoods. Joint problem-solving activity is partly evaluated and demonstrates moderate problem resolution at neighbourhood level.**

#### **Strengths**

- The problem-solving approach adopted by the force is the recognised SARA model. The force has previously received national and international recognition for problem

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solving, including the Tilley, POP and Waley Cohen Awards, and continues to submit projects each year for consideration by such organisations.

- An IT-based problem-solving database has been developed, which allows the learning from each new SARA plan to be disseminated across the force. Problem-solving guides and a force template are available electronically to assist SSN teams with the SARA process. Feedback on joint problem solving is provided to the community by a variety of means. The frequency of this is determined by local need.
- There are joint key performance indicators for local area agreements (LAAs), CDRPs and multi-agency public protection arrangements.
- Since the launch of neighbourhood policing, the assistant chief constable (ACC) SSN, supported by the deputy chief constable (DCC), has provided clarity of purpose and effective leadership. The ACC SSN has been supported by a small delivery team, led by a very capable police staff manager. In turn, the manager is supported by chief inspector leads on each of the districts. An implementation group comprising key stakeholders has overseen delivery of the SSN approach. Furthermore, there is ample evidence of active chief officer engagement with partners at a strategic level.
- There is evidence of how co-location, shared information and analytical support between police and partners had improved problem-solving outcomes. In particular that witnessed by the inspection team at the district sites of Trinity Road (Bristol), Portishead and Weston-Super-Mare (North Somerset) and Taunton (Somerset West). Additional examples include a Joint Police Crown Prosecution Service (CPS) witness care unit, and the South West One (SW1) programme – a joint venture company that the force has joined. Working with IBM, Taunton Deane District Council and Somerset County Council, the company will be focusing on joint service delivery from shared facilities and how this approach might be extended across the force area and beyond. This is very much work in progress, with contracts only recently signed. Whilst yet to be inspected, SW1 represents a potential future strength for the force and is a development that will be monitored with interest by Her Majesty's Inspector.
- Crime and Disorder Information Exchange (CADDIE) is available to the police, partners and the public, and provides sanitised crime and incident data down to ward level. The data is provided by various partners including the police, local authorities, and the fire and health services.
- Project Plinth is scoping how de-personalised data can be shared between CDRPs, with protocols for information exchange being developed. The head of CID chairs the project board, with attendance presently being reviewed to ensure effective engagement of partners at all stages. The project will take a number of years to complete in full.
- The principles of the national intelligence model (NIM) are embedded into a joint problem-solving strategy and process, which is owned by the HQ community safety group. Each district possesses a local area team or local action group to enable joint partner tasking to be undertaken. At the time of the inspection filedwork stage the precise structure across the force area was not available, with district management teams encouraged to either follow existing arrangements or develop new systems. The force does, however, pay particular attention to the priorities and joint problem-

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solving plans set by such groups, which are all held on an internal system and made available via the force website.

- Each neighbourhood area possesses at least one PACT panel, with PACT priorities monitored and published in an identical manner. Daily management meetings are held on each district and include neighbourhood issues and tensions. Reality checks completed by the inspection team at both daily management and district TCG meetings demonstrated that local priorities are routinely considered within NIM level 1 processes.
- Joint force and district strategic assessments remain work in progress. Where joint strategic assessment processes are agreed including Bristol and Somerset, then joint information sharing and activity is also evident and includes activity against district and Local Area Agreement (LAA) priorities. Working with partners, tasking, monitoring and evaluation of progress against these priorities is completed by the district, which in the case of Bristol is a task undertaken by the Safer Bristol Strategy Group and for Somerset the CDRP Crime and Disorder Co-ordinating Group.
- Partnership meetings are attended by sufficiently empowered delegates from both the police and partner agencies.
- The force has an established single non-emergency number 0845 (not a SNEN 101) and the continued development and application of this initiative forms part of the QUEST phase 3 programme.
- The force clearly encourages joint problem solving with partners with several of the districts having delivered joint training in support of this approach. The force is reviewing a number of locally developed approaches in order to mainstream activity against best practice. Examples of local training include:
  - **South Gloucestershire District** – joint training is undertaken with the CDRP and in April 2008 additional joint training took place with other local partners. In addition, all SSN teams have been given training on anti-social behaviour contracts (ABC's) and anti-social behaviour order protocols by the Safer, Stronger South Gloucestershire anti-social behaviour team. Each SSN team manager has provided problem solving presentations to neighbourhood watch, community safety groups and other local partners. All SSN staff have received training by Support Against Racist Incidents (SARI) to assist them in undertaking problem solving with diverse or seldom heard groups.
  - **Bath and North East Somerset District** – a problem-solving package has been delivered to all of the district SSN teams and some 15 of the local partner agencies to date. This is delivered in a scenario-based style, which can be applied to any estate in the country and aims to fully embed the problem-solving process. It is expected that across the district all PACT priorities will be jointly owned and solved, which is a good practice.
  - **Somerset West District** – in April 2008 a two-day seminar took place between all neighbourhood inspectors, community safety officers and five local authority representatives as well as representatives from the County Council and fire service. The seminar examined joint problem-solving techniques and joint approaches to anti-social behaviour and alcohol-related crime.

### Work in progress

- The SARA problem-solving model is clearly embedded across the force, with 89 plans in action at the time of the inspection. This figure represents a small measure of the total amount of problem-solving activity being undertaken, with SARA clearly inappropriate for many of the lower level or fast time scenarios. Staff interviewed commented on the continuing bureaucratic nature of SARA; however, this does not appear valid, leaving the inspection team to suggest that SARA and its value need to be continually re-enforced so that rigour, discipline and learning can be maximised from the entire problem-solving landscape.
- While there is effective engagement and joint problem solving with partners at district and neighbourhood level, some partners are more engaged than others. This is not unusual as processes such as PACT and SARA take time to embed and to gain support across the range of disparate partner agencies and non-governmental organisations (NGOs). It remains, however, work in progress for all partnerships to consider and will need to be reviewed periodically.

### Area for improvement

- In consultation with its numerous partners the force intends to develop a more systematic training model for joint problem solving. This appears to have a particular resonance with the development of the PACT meeting process, which is likely to benefit from such an approach.

### RECOMMENDATION 4

**Her Majesty’s Inspector recommends that the force treat as a priority the training of practitioners in the PACT meeting process and joint problem solving.**

**The outcomes of Neighbourhood policing are being realised by the surveyed public.**

	SPI 2a Percentage of people who think that their local police do a good or excellent job		KDI Percentage of people who ‘agree local police are dealing with anti-social behaviour and crime that matter in this area’		SPI 10b Percentage of people who think there is a high level of anti-social behaviour	
	Difference from MSF (percentage point pp)	2005/06 to 2007/08 change	Difference from MSF	2005/06 to 2007/08 change	Difference from MSF	2005/06 to 2007/08 change
Avon & Somerset Constabulary	- 5% pp	- 4.8% pp	- 5.2% pp	- 2.3% pp	- 0.2% pp	0.3% pp

### Summary statement

**The SPI/KDI data shows that force performance is worse than the average for the Most Similar Force (MSF) in two of the national measures applied.**



**The SPI/KDI data also shows that force performance is declining in two of the national measures applied compared with two years ago.**

**Context**

The SPI and KDI statistics are obtained from the Police Performance Assessment Framework (PPAF) to March 2008. These figures are survey based and have been analysed for statistical significance, which can be explained in lay terms as follows: 'The difference in performance between the force and the average for its most similar force group (MSF) is unlikely to have occurred by chance.'

Note: When comparing the force's performance with previous years, year-on-year statistical significance is explained as follows: 'The difference in force performance between the years compared is unlikely to have occurred by chance.'

There is a summary of how statistical significance is used at Appendix 3 at the end of this report.

As part of the British Crime Survey (BCS), approximately 1,000 interviews are undertaken in each force area in England and Wales. Included in the survey is the individual's assessment of whether the local police are doing a good job, whether the police are dealing with anti-social behaviour and crime that matter in their area, and whether anti-social behaviour in their area is a problem.

**Strengths**

- BCS data is used to monitor performance. This is supplemented by an enhanced local survey, commissioned by the force. The 'user satisfaction survey' asks a range of questions in the areas of contact, actions, follow-up and treatment. Since the survey was launched over 1,000 pieces of feedback (both positive and negative) have been circulated to 577 officers and staff. Supported by identified single points of contact (SPOCs) on each district the user satisfaction survey has a well known strap line 'feedback fuels better service', which clearly resonates with those officers and staff interviewed during the inspection fieldwork phase.
- For the last two years an external organisation has been employed to undertake quarterly satisfaction surveys, which routinely report back levels of satisfaction to the CFPB. Managed by the CFPDG this information is used to inform service delivery and make improvements and adjustment where necessary. For 2008/09 additional questions in respect of patrol frequency, neighbourhood watch schemes, anti-social behaviour and public confidence have been included and followed from a consultation exercise. The local question concerning public confidence used in the survey now mirrors that found in the BCS.
- Surveys are a central part of the performance improvement framework employed at both a force and district level. There are four groups of surveys conducted, which are described below. In the latest data quality audit of surveys conducted by the Audit Commission the Force was graded 'Excellent'.
- The force conducts the prescribed set of policing performance assessment framework (PPAF) surveys including victims of burglary, vehicle crime, violent crime, road traffic collisions (RTCs) and racist incidents. These provide results that can be broken down to district level.

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- The force conducts a 'key diagnostic indicator (KDI) survey' of victims of anti-social behaviour. This goes beyond the standard Home Office requirement by having sample sizes that produce statistically valid results at district level, rather than simply at force level.
- The force public feedback survey is a local initiative designed to provide feedback from communities as a whole and compliments the feedback from specific users of services. It is an integral part of monitoring the public's awareness of and responses to changes in local policing services. A core feature of the survey is that it provides district level results.
- The first baseline survey was conducted in November 2006, with an achieved sample of 3,600 responses. The survey interviews 600 respondents per district, thereby providing statistically valid results. The survey provided a baseline position prior to the delivery of Neighbourhood Policing. A quarterly 'tracker' survey has complemented activity throughout 2007/08 and will continue throughout 2008/09. Each quarter, 900 survey responses are obtained from 150 respondents per district. This provides statistically valid quarterly results at a force level and on a rolling 12-month basis at district level.
- Each district has a trained performance improvement officer who is able to undertake and support surveys at a local level and in respect of specific policing issues.
- Launched in April 2007, respondents to the externally managed PPAF and anti-social behaviour customer feedback surveys are asked if their detailed answers can be shared with the force, which in the main occurs. These are now provided on a monthly basis and are linked to the specific crime, RTC or incident to which they relate, providing detailed perceptual information for local managers to consider.
- Under the lead of a district superintendent (operations), the way in which these comments are fed back to individual officers/staff has been developed and refined. On a monthly basis the district SPOC, previously mentioned, receives a consolidated set of comments relating to crime investigation, incident handling or RTC management. The SPOC then determines which of these should be used for detailed individual feedback purposes – normally where the customers of an employee were consistently very or completely satisfied or where significant dissatisfaction had been expressed over one or more aspect of service. For those selected, the individual report would be sent to the relevant employee's immediate supervisor, who is then responsible for conducting a face-to-face discussion about the feedback.
- Staff interviewed during the fieldwork phase of the inspection valued the approach taken by the force and clearly responded to feedback in a positive manner.
- Conducted by MORI on behalf of the Office for Criminal Justice Reform (OCJR), witness and Victim Experience Survey (WAVES) is a national telephone survey of victims and witnesses. This quarterly survey interviews victims and witnesses in cases which resulted in a charge. WAVES staff interview approximately 100 victims and 100 witnesses from each criminal justice area including Avon and Somerset. The witness management system used by the witness care unit is the database from which the contact details are extracted. This survey has been conducted since 2005 and seeks to establish the individual experience of victims' and witnesses' at each

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stage of the criminal justice process, enabling all aspects of the system to be monitored.

- Each fortnight the force publishes three district and sector A4 colour charts, which highlight crime reduction, detection and more recently customer satisfaction performance. These are displayed on notice boards across the force area and make use of the latest survey and iQuanta data. The customer satisfaction data provides a qualitative dimension to complement the more quantitative nature of the crime performance charts. The charts were viewed by the inspection team and found to provide useful and timely data for staff to consider.
- ‘Satisfaction and Focus’ performance information is now available on the force website. This is updated each month and draws together the latest results from surveys and benchmarking data from iQuanta. District level results are shown in every case, allowing both cross-section benchmarking and analyses of change, over time.
- The latest force-level customer satisfaction results are considered every four weeks at the PIM and level 2 tactical tasking and coordination meeting, and the CFPB and CFPDG meetings. This approach is supplemented by specific agenda items where customer satisfaction at force/district level is discussed in its own right or as part of a wider topic. A recent example was the discussion of racially/religiously aggravated offences and satisfaction rates for racist incidents.
- Following each quarterly survey a report is presented to the CFPB. With the recent completion of the third quarter tracker survey, statistically valid district-level results are now usable (due to the planned cumulative build-up of sample sizes), allowing for the tracking of changes at district level. These have been incorporated into the standard quarterly survey report to the CFPB. In addition a separate report is being developed for each district, providing detailed time-series analyses for each.
- The results of local surveys are processed through district senior management teams and local PIMs.
- Reports on force performance against the full range of policing plan targets are made to each meeting of the full police authority and its performance and audit committee.
- WAVES data is received by the local criminal justice board (LCJB) performance report. In addition to this, a small number of staff go through the collated survey responses (question by question) and feed any good news or areas for improvement into the LCJB victim and witness group, where they are turned into actions for the group members.

### **SPI 10b – percentage of people who think there is a high level of anti-social behaviour.**

- 14.0% of people surveyed in the year ending March 2008 think there is a high level of anti-social behaviour, which is not significantly different to the average of 14.2% for the MSF.

- Force performance slightly improved in the year ending March 2008; 14.0% of people surveyed think there is a high level of anti-social behaviour, compared with 13.7% in the year ending March 2006.

### **Work in progress**

- The focus on 'outcome' measures is reflected in the 2007/08 policing plan, which sets specific performance improvement targets for customer satisfaction and public confidence and based upon the PPAF specific performance indicators (SPIs). The targets are established by reference to the force's MSF and are designed to move to top-quartile positions within the MSF for each of the indicators. This approach is being carried forward into the new three-year policing plan.

### **Area(s) for improvement**

#### **SPI 2a – percentage of people who think that their local police do a good or excellent job.**

- 48.3% of people surveyed in the year ending March 2008 think that their local police do a good or excellent job, which is 5% below the 53.3% average for the MSF.
- Force performance declined in the year ending March 2008; 48.3% of people surveyed think that their local police do a good or excellent job, compared with 53.0% in the year ending March 2006.

#### **KDI – percentage of people who 'agree local police are dealing with anti-social behaviour and crime that matter in this area'.**

- 45.3% of people surveyed in the year ending March 2008 'agree local police are dealing with anti-social behaviour and crime that matter in this area', which is 5.2% below the average of 50.5% for the MSF.
- Force performance declined in the year ending March 2008; 45.3% of people surveyed 'agree local police are dealing with anti-social behaviour and crime that matter in this area', compared with 47.6% in the year ending March 2006.
- Without doubt the force has established a significant set of processes for capturing feedback from the communities that it serves, however the SPI data does not show an upturn in SPI performance. The force must continue to explore all means by which customer feedback can be used to shape the delivery of services.

### **Force-level and local satisfaction/confidence measures are used to inform service delivery.**

#### **Summary statement**

**The force understands the needs of its communities. Identified service improvements are frequently made to improve local service delivery.**

## Strengths

The key priority of the force for 2008/09 is:  
Confidence and satisfaction:

- to improve the quality of service to customers; and
- to increase trust and confidence in policing, especially among minority communities.

The force clearly intends to build and maintain SSN neighbourhoods where people are safe and feel safe by:

- increasing visibility and contact with communities;
  - reducing local disorder and anti-social behaviour, in particular alcohol-related violence;
  - responding to emergency calls for service within agreed standards;
  - improving road safety;
  - playing a full part locally and nationally in counter-terrorism strategies;
  - ensuring effective plans are in place with our partners to deal with serious incidents;
  - using resources more efficiently, to increase police officer time spent on local policing delivery; and
  - delivering a more representative workforce to reflect the communities served.
- The force has clearly made considerable investment in delivering SSN with a complementary investment in contact management and the SW1 programme. With partners the force is confident that these parallel investment streams, coupled with developing Citizen focus policing, will ultimately improve satisfaction and confidence measures, through more effective public reassurance and community cohesion.
  - The assertion made above is supported by numerous examples of innovative problem-solving projects, a much improved contact management capability and force problem-solving initiatives. More detail is provided in the 2008/09 community safety policing plan, with eight key objectives for the coming year that are almost exclusively aimed at promoting and supporting SSNs.
  - The PIM monthly force performance profile includes a significant amount of public confidence and customer satisfaction data. This is discussed at district and force level, and is supplemented with local performance measures. The headline measures include: user satisfaction (SPI 1); confidence measures (SPI 2); citizen focus comparative data; fairness, equality and diversity measures (SPI 3) and neighbourhood policing KDIs.
  - Survey data is considered at both force and district performance meetings. Key areas for improvement include call handling, resolution and follow up and people being kept informed of progress.
  - The professional standards department (PSD) is actively involved in delivering a positive customer experience. The department is represented on a series of citizen focus related project boards. This enables hotspots and trends to be identified and action to be taken to rectify any service failure. A detailed flowchart for addressing direction and control complaints is published with guidance on the force intranet PSD pages. The process for recording and tracking such complaints is intranet-

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based and leads to a trends analysis/report being generated for each citizen focus programme board and a quarterly report to the police authority complaints sub committee.

- Contact management by Avon and Somerset Constabulary was graded fair during the previous baseline assessments (Her Majesty's Inspectorate of Constabulary [HMIC] baseline assessment October 06). Significant evidence has been supplied by the force in support of how contact management with the public is being improved. Examples of improvements include:
  - the QUEST programme and development of public service desks at Bristol during 2007;
  - SW1 as a future development;
  - bespoke training for call handlers;
  - telephone audits of how call handlers manage calls and
  - PDR processes including mentoring and one-to-one interviews providing personal feedback.
- The contact management strategy (CMS) has been supported by the police authority with significant investment in staffing and facilities improvement.
- Strategically the communications of the force are delivered by three functions located at two sites. Emergency calls, calls requiring dispatch and command and control are provided across two sites, one at the force HQ site and one at Taunton. Calls via the single 0845 no emergency number and those taken by the force crime recording function are performed at a recently constructed service centre at the force HQ site.

### **Work in progress**

- Supported by the Operation Quest team and following a consultation and benchmarking exercise, the force is developing a revised and detailed performance management framework for SSN teams. The new approach was piloted at Bristol and takes account of previous HMIC recommendations, with its launch coinciding with the fieldwork phase of the inspection. In future a considerable amount of learning and good practice will be more readily available thereby providing a better platform from which to judge the performance of SSN teams.
- There is a detailed and robust internal inspection regime, which measures the relative mainstreaming of Neighbourhood Policing in each of the districts.
- In recent years Avon and Somerset Constabulary has applied considerable resource and effort to tackling SOC and major crime, and improving overall crime performance. This has resulted in performance improvements and much improved level 2 investigation capabilities. The HMIC neighbourhood policing inspection conducted in 2007 was completed at a time when a similar focus was being applied to confidence and satisfaction as drivers for policing activity. This is an ongoing process with numerous workstreams beginning to deliver improved performance and capabilities.
- The force continues to undertake significant internal communication around the benefits of SW1, split over the three district phases. These include road shows, presentations, one-to-one meetings and focus groups. A hotline has been established, as have updates on the force intranet and website and a frequently

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asked questions section. Numerous presentations have been given to internal and external stakeholders, with each district and department possessing a SW1 champion.

### **Area(s) for improvement**

- The marketing of SW1 was noticeable throughout the inspection period. Notwithstanding the comments above, there remains a certain anticipation among staff not directly seconded (out of scope) to the venture, as to its potential benefits and how it will affect them. Much of the activities of SW1 remain work in progress and the force should continue to develop the internal element of its comprehensive communications plan.
- Through more effective consultation and survey activity the force is clearly developing a deeper understanding of the differing needs of its Neighbourhood Policing areas and their variations in performance. This in turn is leading to measured investment in and improvements to some key business areas, for example contact management (QUEST) and PCSO coverage, training and support. The linking of feedback to service development at all levels, however, remains a continued area for development and improvement.

### **The force demonstrates sustainable plans for Neighbourhood Policing.**

#### **Summary statement**

**The force and the police authority have convincingly shown how Neighbourhood Policing will be sustained beyond April 2008.**

#### **Strengths**

- The force and police authority have demonstrated that safer stronger neighbourhoods are the platform from which all future policing services will be delivered. Testament to this is a body of work including:
  - 100% funding model for 375 PCSOs;
  - additional partner funding;
  - special priority payments for NBMs;
  - the SW1 strategic partnership;
  - the Community Policing Awards;
  - 88 co-located partner sites across the force area;
  - detailed training plans;
  - the SSN audit programme;
  - the force website;
  - the restructuring of support services around the SSN model/manual and
  - the mainstreaming of SSN activity.
- The policing plan lists safer neighbourhoods as the number one strategic priority, with this position echoed in the force control strategy.
- The force currently has 375 PCSOs, an increase on its Home Office supported national share of 346. In addition local authorities provide funding of up to £2 million per annum for a further 63 PCSOs, which are currently being trained. This makes a total of 428 with plans to recruit more PCSOs during 2008/09.



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- The corporate learning and development department plan for 2008/09 contains a number of key citizen focus and SSN elements. It details the training to be delivered and complementary training activity including national intelligence model, foundation training for new recruits and special constable training elements.
- The corporate learning and development department offers a range of developmental courses for personnel, including job shadowing within criminal justice agency partner organisations, a positive action leadership programme for ethnic minority, female, gay or disabled officers and police staff and those from specific faith groups and Springboard (female staff) and Navigator (male staff) to enable participants to promote their personal and professional development. Staff in SSN teams valued this approach, with many seeking opportunities to personally improve via the courses mentioned.
- The citizen focus policing manager, working to the ACC SSN, has specific responsibility for continuing to embed SSN while mainstreaming citizen focus activity. An inspection and peer review process and regular and formal programme board and delivery group meetings are undertaken to ensure actions are delivered against plans. There is consistency of application across the six districts and deadlines and budget considerations are met.
- Areas for improvement from the previous HMIC inspection of Neighbourhood Policing (2007) have been managed through the neighbourhood policing project plan and reality checks mechanism, complemented by district implementation plans and implementation groups. A shared drive for all SSN information enables newly produced corporate products to be made available. The former SSN implementation group updated key departmental and district leads. This group has been replaced by the CFPDG, chaired by the ACC SSN. The HQ and district sites visited made effective use of media to promote SSN and citizen focus policing.
- There is clear evidence that Avon and Somerset Constabulary is engaged with the National Policing Improvement Agency, neighbourhood policing programme team. Leadership at all levels and with partners was found to be mature, supportive and intrusive, with a strong focus on improving organisational learning around neighbourhood and citizen focus policing.
- The police authority is actively involved in the governance and scrutiny of SSN. The Authority has a lead member for SSN who is a capable advocate of the force model and is supportive and challenging of the chief officer group. The chair of the police authority is also a strong advocate for the SSN model specifically and force more generally. There are additional police authority 'link members' who are notionally attached to districts and neighbourhood teams. There is evidence of regular support and meetings between these members and district commanders, where the implementation and performance of SSN teams is considered. The police authority has previously provided strong support for the SSN road shows described earlier in this report, with more planned for this year. In addition, a process of monitoring and attending PACT meetings has been agreed with the force.
- A member of the police authority is the joint chair of the citizen focus programme board and clearly plays a key role in the delivery of SSN.
- The joint citizen focus policing programme identifies the responsibilities of the DCC and the ACC SSN as portfolio holders. Citizen focus and neighbourhood policing is

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also feature in the portfolios of the remainder of the chief officer group. The responsibilities of the CFPDG are broken down into workstreams, including the victim's code, witness care and investigative standards and the RESPECT agenda. These are subdivided into complementary workstreams including direction and control complaints, neighbourhood engagement, the police authority engagement strategy, performance measurement (APACS) and links to the workforce modernisation programme. The police authority is routinely invited to the force performance improvement meeting (PIM).

### **Work in progress**

- Following a detailed consultation and training needs analysis, the PCSO learning and development programme has been reviewed. The course, which is currently five weeks long, is to be extended by three weeks and will cover additional areas requested by a range of sources. The additional training will incorporate national best practice and guidance and complemented by a revised appraisal system.
- Between 7-11 April 2008, the force initiated and ran an 'Understanding Islam' awareness week in partnership with the Bristol Muslim Cultural Society. Based at Bristol International Airport, the week was understood to be a success and initiatives included the placement of a robot, designed by the children of a local Muslim school, within the airport lounge area. The robot allowed passengers to place questions about Islam on cards with the answers later posted by the children on a special web page.
- Consistent with the ethos of 'Making Diversity Happen', the force has established a disability IAG, which advises and promotes understanding of the needs of disabled communities. This group serves to re-enforce the existing disability equality scheme. In addition, the force supports a self-organised staff-based disability action team, which assists with progressing disability issues.
- SSN teams are promoted in a number of joint agency community handbooks with samples collated throughout the inspection fieldwork phase. These reach a wider audience and can be found in numerous community venues, shops and statutory and NGO locations. This approach is worthwhile and should be encouraged across the force area.
- The police authority has committed in excess of £10 million per annum in PCSO direct labour costs, demonstrating the value placed on the role. While capping the PCSO budget may become a possibility, the force has made PCSO staff costs a base budget item; this further reinforces the view that Neighbourhood Policing is now a mainstream activity. Partnership funding for additional PCSOs was negotiated with chief executives representing all the constituent local authorities in the Avon and Somerset area. Following the negotiations 100% funding has been agreed for an additional 42 PCSOs in Bristol and 16 PCSOs in Somerset.

### **Area(s) for improvement**

- None identified.

## Developing Citizen Focus Policing

<b>2007/08 Developing Citizen Focus Policing summary of judgement</b>	<b>Meeting the standard</b>
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**A citizen focus ethos is embedded across the force, establishing an initial baseline.**

### **Summary statement**

**The force understands the needs of its communities. Identified service improvements are frequently made to improve local service delivery.**

**Service users' views are routinely sought and used to improve service delivery.**

### **Strengths**

- The force strategic plan 2005–08 adequately describes the activity aimed at developing citizen focus policing, which is the first priority described. There are five key objectives placed under the umbrella of citizen focus policing: reducing crime, investigating crime, promoting public safety, providing assistance and resource use. In 2005 citizen focus policing was identified as a key corporate project, its position has been enhanced considerably since then.
- Closely supported by the police authority, the DCC has been instrumental in driving the citizen focus policing agenda. In April 2008 the citizen focus policing and neighbourhood policing portfolios were effectively merged with the development of the citizen focus policing programme plan and contact management strategy (CMS). This has been complimented by more effective stakeholder management and considerable benchmarking and organisational learning exercises with forces in and outside of the South West region.
- Updated in January 2008, the citizen focus policing action plan identifies activity in the areas of leadership, professional image and behaviour, improving confidence and satisfaction, improving the quality of investigations, equality in the provision of services, setting realistic expectations and consistency in communications.
- Each activity within the action plan is SMART (specific, measurable, achievable, relevant and timely) with a nominated lead, predicted timescales for delivery and associated progress reports. Management of the action plan is provided by the newly formed citizen focus policing delivery group (CFPDG) chaired by the ACC SSN, which reports to the citizen focus programme board (CFPPB), co-chaired by the DCC and a police authority member.
- The joint citizen focus policing programme identifies the responsibilities of the DCC and the ACC SSN as portfolio holders. Citizen focus and neighbourhood policing rightly feature in the portfolios of the entire chief officer group. The responsibilities of the group are broken down into workstreams including the victim's code, witness care and investigative standards and the RESPECT agenda. These are subdivided

into complementary workstreams including direction and control complaints, neighbourhood engagement, the police authority engagement strategy, performance measurement (assessment of police and community safety (APACS)) and links to the workforce modernisation programme. The police authority is routinely invited to the force performance improvement meeting (PIM).

- The citizen focus policing programme has defined objectives, which serve to provide a clear strategic direction. The force is aiming to deliver improved performance within the citizen focus domain of PPAF and SPI through compliance with the:
  - Victims' Code of Practice;
  - National Quality of Service Commitment;
  - NPIA strategy and worked linked to deliver a citizen focus policing service;
  - a contact management strategy (CMS) that meets the requirements of 'Beyond the Call'; and
  - delivery of neighbourhood policing.
- There is a citizen focus policing unit that aims to 'Make the Communities of Avon & Somerset Feel Safe and be Safe'. The force vision and definition of citizen focus policing is 'Our way of working in which we gain an in-depth understanding of the needs and expectations of individuals and communities and routinely reflect them in our decision making, service delivery and practices'.
- Included within this vision are the overarching philosophies of maintaining an outward focus, developing a professional, friendly and interested workforce and the delivery of a joint police authority and force communication, consultation and engagement strategy. It is clear that these are the shared values of both the chief officer group and police authority.
- Each district and department has a nominated champion for citizen focus, which ensures maintenance of the corporate approach at a district level.
- The force proactively consults to meet the expectations of communities and stakeholders alike. The force is working to deliver a positive experience consistent with the espoused values and effectively marketed strap lines, including '*professional, friendly and interested*', '*every contact leaves a trace*' and '*getting it right first time*' and their associated work programmes. This activity has been supported by a series of training events and is engrained into the approach taken by all members of staff interviewed.
- During the inspection fieldwork stage it was evident that user's views are actively sought and used to improve service delivery.
- British Crime Survey (BCS) data is used to monitor performance with the force taking the decision to develop an enhanced survey that provides more detailed, locally focused and current satisfaction data. The user satisfaction survey is undertaken every quarter and asks customers a range of questions in the areas of contact, actions, follow-up and treatment.
- Since the survey was launched over 1,000 pieces of feedback have been circulated to 577 officers and staff (both positive and negative). This initiative is supported by identified SPOCs on each district who manage the process. The user satisfaction

survey has a strap line '*feedback fuels better service*'; this was found to be in the mindset of the officers and staff interviewed by the inspection team.

- Over the past two years an external organisation has been employed to undertake the quarterly user satisfaction surveys, which report on levels of satisfaction to the CFPPB and delivery group, this information is also used to inform service delivery.
- Following consultation conducted in January 2008 amendments were made to the 2008/09 public feedback survey. These comprised additional questions in respect of patrol frequency, neighbourhood watch schemes, anti-social behaviour and public confidence. In particular, the public confidence question now mirrors that used in the BCS.
- At the neighbourhood level the force PACT initiative was developed to assist officers and staff with community engagement. The PACT literature supports training and provides a corporate framework for SSN teams to deploy tactics appropriate to their communities.
- Operational consultation and engagement methods include street briefings, adopt a block, face-to-face surveys, meetings and partnership panels, environmental visual audits and consultation postcards. These provide flexibility for the SSN teams to employ the most effective means of engagement. Specific engagement examples observed by the inspection team included a PACT meeting and a 'Pizza and Cola' evening attended by approximately 50 young people of various ages and backgrounds.
- Consultation postcards are distributed to households and individuals at street events, with leaflet drops to houses used to seek the views of residents. The postcards can be posted via freepost, collected from fixed locations such as community centres or handed to police officers and staff. During the inspection a live example of the valid use of the postcards was witnessed when a PCSO was able to update the district local intelligence unit with information concerning an emerging domestic abuse issue, which proved to be of significant investigative value.
- At Portishead police station local consultation was seen to be influencing patrol plans, in particular reassurance patrols in one of the more rural locations and anti-social behaviour patrols in the town area.
- A 'Pizza and Cola' evening was attended by the inspection team. Here the SSN team used a local church as an informal and open venue to encourage young people to drop in and participate in activities aimed at identifying their concerns and aspirations for the area. This was a highly effective event and generated a significant amount of feedback and ideas. The young people met were from a range of ages and backgrounds and were highly enthusiastic and supportive of the interest shown in their views.
- The creation of an 'in the court' section on the force website enables the promotion of positive results and outcomes from recent court hearings, assisting in the reassurance of victims and the wider community.
- The creation of a news alert system has enabled the instant tracking of police-related media stories via internet media groups.

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- New media methods are being explored including a force blog written by a chief inspector, a page on YouTube and a recently introduced Facebook page, which within one month gained more than 150 'fans' (people who specifically signed up as being interested in the page), with force information and updates sent to these 'fans'. The force has also developed a digital television channel; this is interactive and provides traffic information, information about services provided, news and other general features.
- A very active media approach to citizen focus policing is evident, with effective scanning of positive/negative local media. This has resulted in positive media coverage of events including the joint police authority and Constabulary neighbourhood policing awards.
- Effective engagement with the media is apparent at all levels with staff trained and supported to use the services available. A live example of this was Operation Vulcanise (a terrorist investigation) during which the media coverage was complimentary of the police response to community reassurance and cohesion.
- The SW regional observatory is an internet based portal designed to enable the sharing of partnership data. Here the force can access a network of analysts and information across a broad range of demographic, environmental and economic services.
- Environmental scanning is routinely carried out through a variety of means, including media scanning, survey work and individual interviews and is co-ordinated by the citizen focus policing lead.
- Avon and Somerset Constabulary has an 'open access' ethos to build relationships with its communities. This includes a 'ride along scheme' for anyone who lives or works in the force area, communication centre visits and police station/HQ open days.
- During the fieldwork stage of the inspection nine officers were due to visit Poland on an intense two-week language course and to gain a wider understanding of Polish culture. The force is also developing a DVD aimed at improving the cultural awareness of its staff.
- The professional standards department (PSD) produces a quarterly newsletter that contributes to corporate learning and development. There is a tracker system for complaints, with direction and control matters owned by the PSD. Officers dealing with such complaints are supported by guidance and associated flowcharts that can be found within the dedicated PSD pages on the force intranet site.
- The criminal justice unit has a dedicated joint police and CPS witness care unit that offers services to witnesses required to give evidence at court. The unit has improved services through a variety of means, including a dedicated video link for use in a witness's home, assisting witnesses in police discipline cases and identifying specific witness needs, particularly vulnerable victims such as those involved in homophobic cases or hate-related matters. Approximately 90% of prosecution witnesses remain willing to attend court to give evidence, a figure above the national average.

- The camera safety partnership receives approximately 24,000 calls annually. The partnership has a dedicated call-handling service and is working with offenders to improve driving standards – almost 6,500 courses have been attended.
- The recruitment of volunteers has been the subject of considerable negotiation with staff associations and trade unions, with a new position only being agreed very recently. Some 13 posts are now being considered for potential volunteer recruitment, the majority of which are within the SSN environment.
- A team of police-trained and unpaid volunteers operate a speedwatch initiative in South Somerset. Roadside community speedwatch teams carry out speed checks in identified areas. The registered keepers of vehicles found to be speeding are sent police-generated warning letters for two infringements and persistent speeders receive a visit from a police officer. On rare occasions persistent speeders are invited before a local community justice panel. This initiative reports a reduction in speeding of approximately 92% in the relevant locations, calculated over four years.
- A relatively new development is the PCSO support role (not a PCSO); which adds considerable value to SSN teams whilst enabling them to increase visible patrol time. The PCSO support role also contributes to improved demand management, compliance with national standards (National Quality of Service Commitment and the Victims' Code of Practice) and administrative support.
- The police authority has a nominated member as the citizen focus lead. Both the nominated lead and the police authority chair are actively involved in the governance and scrutiny of citizen focus policing in Avon and Somerset. The Police Authority community engagement committee has been merged with the police citizen focus programme board. This development has produced a clearer focus and understanding of the subject and reduced duplication and provides a new opportunity for open and honest discussion. The police authority and force have a joint communication, consultation and engagement strategy, which rightly encourages improving dialogue with, for example, seldom heard groups including the Women's Institute and the rural business community.
- In 2004 and 2007 the police authority commissioned a private company to conduct budget and policing priority surveys and focus groups, the results of which influenced the policing plan. This also provided justification for greater investment in local policing with overwhelming support for the decision apparent. The consultation findings also assisted the police authority in investing £2 million in a new force service centre.
- Nominated police authority members attend monthly meetings with district commanders and section inspectors. Here performance issues and customer satisfaction levels are discussed.
- The '*getting it right first time*' project is the strategic framework by which improvements to national crime recording standards, national standards for incident recording, Victims' Codes of Practice and detections/Home Office counting rules are driven. This project is now governed by the PIM.
- Citizen focus standards are clearly communicated to the public by a variety of means, including representatives from the police authority, neighbourhood watch and IAG members who attend the CFPB. This is supported by articles in local



newspapers and a focus group held with key partners including the CPS, Victim Support and the witness care unit.

### **Work in progress**

- In order to better understand the stakeholder environment for citizen focus policing, the force programme board is overseeing the development of a new stakeholder management plan.
- The force has introduced a text message facility for people who are hard of hearing or speech impaired. In addition trained officers provide a service entitled 'police link officers for deaf people' (PLOD), acting as single points of contact on each of the district areas. The force is aiming to develop a joint fire, ambulance and police combined text service.
- The force, supported by the police authority, is embarking on an innovative but challenging joint enterprise to build and operate a shared service centre. This ten-year programme is being delivered by a joint venture company – SW1 – and has been formed between IBM, Avon and Somerset Police, Taunton Deane Borough Council and Somerset County Council. There will be two sites – Portishead and Taunton – with seconded staff from the participating organisations operating on behalf of all partners. The intention is for this strategic partnership to deliver leading edge functions that will transform, for example, contact management services provided to the public, while also delivering cashable and non-cashable efficiency savings. This venture is presently unique in the police service and has drawn significant interest from the Home Office, the treasury and other public and private sector bodies.
- The force is part of an 11 force consortium that has introduced the Home Office sponsored Quest project, which focuses on operational process improvement. KPMG provide consultants to work alongside officers and staff in examining operational processes with a view to delivering sustained benefits. This is being achieved by re-engineering many of the processes examined and providing a more intelligent application of force resources. The improvement opportunities from Operation Quest have been grouped into three distinct areas of work: contact and incident management; investigation and offender management; and capability and performance management. Improvements are predicted to offer significant savings in the next five years.
- The force has a history of effective business process improvement using the PRISM model, examined during previous inspections. This has led to the continuous improvement of many processes and has provided a firm foundation for the Southwest One and Operation Quest projects.
- The police authority is exploring the joint commissioning of public perception surveys with the force and local authority partners.
- A new communication, consultation and engagement strategy has been accepted for implementation by the CFPDG and police authority, and it will be delivered within the 2008/09 financial year.
- A citizen focus audit is being developed for delivery in September 2008. This will identify the key enablers to improving service delivery and the type of organisational culture required to achieve the same.

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- The corporate communications department is developing a quarterly bulletin, which will allow key messages to be circulated to all staff and members of the public, particularly those identified within the KIN database.

### **Area for improvement**

- The force should continue to benchmark its citizen focus policing model against those found in other forces and consider how the headquarters resources applied to community engagement including neighbourhood policing, diversity and citizen focus might be more effective grouped.

## **Quality of service complaints are dealt with effectively**

### **Strengths**

- The PSD is actively involved in delivering a positive customer experience and is represented on a series of citizen focus related project boards. This provides for hotspots and trends in professional standards to be quickly identified and for action to be taken to rectify any service failure.
- A detailed flowchart for addressing direction and control complaints is published with guidance on the force intranet PSD pages. The process for recording and tracking such complaints is intranet-based and leads to a trends analysis/report being generated for each citizen focus programme board and a quarterly report to the police authority complaints sub committee.
- The PSD publish a quarterly news sheet entitled '*Right First Time*', which provides advice and guidance to all staff on recent complaint issues and themes– with the publication examined by the inspection team featuring an issue that was topical at the time of the fieldwork stage of the inspection.
- Quality of service complaints are dealt with at district or neighbourhood policing area level. The district operations superintendents are the single point of contact (SPOC) for such matters and ensure that complaints are dealt with effectively. In many cases complaints are locally resolved with suggestions for improvement in service delivery being fed back through the SPOC. Examples of direction and control complaints were provided to the inspection team with one in particular resulting in the restructuring of training in respect of disability awareness.

### **Work in progress**

- None identified.

### **Area(s) for improvement**

- In 2007/08 the force set a local target to increase the percentage of complaints resolved locally from a baseline of 44% in 2005/06. This was not met with the year end performance in 2007/08 reaching 40%. The force should continue to explore ways by which the proportion of complaints locally resolved can be improved.

## **The force is monitoring its compliance with the National Quality of Service Commitment.**

### **Strengths**

- The force quality of service commitment and Victims' Code of Practice are communicated to the public by a number of means including letters provided to victims of crime, the force website, posters and leaflets at police stations and direct contact with police officers and staff.
- The Victim Support Service and Crime Concern also reinforce the level of service that victims of crime can expect to receive.
- Monitoring of compliance with the National Quality of Service Commitment is achieved via local and central audit processes. The Guardian crime recording system also provides a clear review process for the supervisors and managers of investigators.
- Key operational policies include victim management provisions. A subsequent victim management plan, outlined within the force investigative standards review documentation and monitored through the '*getting it right first time*' meeting process, is required for each case to ensure appropriate updates are provided to victims and witnesses of crime.
- The PIM group identifies where the force is failing to meet the National Quality of Service Commitment standards, with remedial actions monitored by the group.

### **Work in progress**

- Following the launch of the Guardian crime and intelligence management system, letters to victims of crime have been redesigned to be more customer focused. This approach will be subject to review.

### **Area(s) for improvement**

- None identified.

**The force has integrated citizen focus and operational activity, such as contact management, response, neighbourhood policing, investigation and through the criminal justice process.**

### **Summary statement**

**The force has fully embedded corporate service standards expected of all staff when dealing with the public. Satisfaction and confidence performance is integrated into BCU and force performance management processes.**

### **Strengths**

The 2007–10 strategic plan set five strategic aims for the force, including:

- to deliver a high quality of service according to need;
- to achieve high levels of customer satisfaction;
- to be a top-performing force in all main service areas;
- to promote safety in our communities through enhanced local policing provision and
- to increase trust and confidence in the Force.

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- These aims reflect the priority given to improving the delivery of local policing services through the roll-out of the local Quality Charter and enhanced neighbourhood policing model.
- Standards exist which describe the manner in which all members of staff are required to deal with customers. The standards were produced following consultation, as well as visits to other forces in order to identify good practice. The corporate standards were clearly understood by all officers and staff interviewed during the fieldwork stage of this inspection.
- Commissioned by the CFPDG, a DVD setting out the corporate standards described above has been delivered to all districts and departments. The Chief Constable has '*Let's Talk*' pages on the force intranet site, allowing officers to view key messages. The Chief Constable also addresses all new student officers which offers an early opportunity to clearly state the corporate standards for service delivery. The theme is reiterated to all officers being promoted when they are personally spoken to by a member of the chief officer group.
- During the inspection fieldwork stage the force intranet pages were reviewed with messages such as '*every contact leaves a trace*' and '*professional, friendly and interested*' being clearly re-enforced. The same messages were evident across the force through internal publications, posters and tri-cards on restaurant/restroom tables.
- A detailed action plan (version April 2008) for the delivery and implementation of the corporate standards is in place. This is owned by the citizen focus policing programme board and implemented through the CFPDG. It ensures activity is monitored and reviewed under the headings of leadership, dress and demeanour, confidence, requests for service, developments in investigation, quality focused investigations and setting realistic expectations, the Victims' Code of Practice, performance management, measurements, fairness and equality measurements, communication, working with the media, reputation management and websites as the key headings for activity. Each activity has a lead and is prioritised with timescales. Progress is monitored and updated on within a dated action plan. Active management of the action plan is monitored through the CFPDG.
- The force corporate standards are championed by the DCC, who is the ACPO citizen focus lead and joint chair of the CFPPB. The ACC SSN is a member of the CFPPB and is chair of the CFPDG.
- There are clear examples of SSN teams receiving formal reward and recognition for their role in delivering a positive experience to the public. NBMs are in receipt of the special priority payment in recognition of their supervisory function. A rewards and recognition panel convenes on each of the districts to consider police or public nominations and a range of rewards are used locally, including letters, bonus payments and honoraria.
- More recently the police authority hosted an awards event at a local hotel in order to honour excellence in community policing. Sponsored by a local newspaper and with categories for individuals and teams the event proved a big success and enabled local people to vote, for example, for their PCSO of the year, with over 400 nominations – 300 external, 100 internal. The event received considerable local media support and is likely to become an annual feature (see work in progress). The

force further recognises neighbourhood watch schemes at an annual awards ceremony.

- In addition to the annual awards, there are force and district awards and commendations for delivering positive experiences to the public. Feedback is provided to staff through PDRs, customer survey feedback from line managers. Letters are published which are included on personal files. An example of good practice is a good work recognition panel where individuals are nominated by their supervisors. The Bristol district operates an employee of the month scheme.
- The force claims that the implementation of neighbourhood policing along with improved methods of call handling and other force customer-focused systems and processes have all contributed to increasing customer satisfaction. This is gradually being noticed in local survey results.
- Survey data is considered at both force and district performance meetings. It was evident during the fieldwork stage of the inspection that the area perhaps rightly receiving the most attention was that of keeping victims of crime informed of progress. This target is addressed in detail at all performance meetings.
- Surveys are a central part of the performance improvement framework both at a force and district level. There are four groups of surveys conducted.
- *PPAF customer satisfaction surveys:* The prescribed set of PPAF SPI surveys of victims of burglary, vehicle crime, violent crime, road traffic collisions (RTCs) and racist incidents are conducted in line with Home Office methodology and provide district level results. In the latest data quality audit of surveys by the Audit Commission the Force was graded 'Excellent'.
- *Survey of victims of anti-social behaviour:* The force conducts the KDI survey of victims of anti-social behaviour and goes beyond the Home Office requirement by having sample sizes that produce statistically valid results at district level rather than simply at force level.
- *Public feedback survey:* This is a local initiative designed to provide feedback from communities as a whole, to complement the feedback from specific users of services. It is an integral part of monitoring the public's awareness of, and responses to, changes in local policing services. A core feature of the surveys is that it provides district level results.
- The first *baseline survey* was conducted in November 2006 with an achieved sample of 3,600 responses; structured on the basis of 600 respondents per district, providing statistically valid results at district level. This was to establish the baseline position before the rollout of Neighbourhood Policing. A quarterly 'tracker' survey has complemented activity throughout 2007/08 and will continue to do so throughout 2008/09. Each quarter, 900 survey responses are obtained, structured as 150 per district. This provides statistically significant results each quarter at force level and on a rolling 12-month basis at district level.
- In addition to the above, which is managed by the force's performance improvement department, each district has a performance improvement officer who has been trained in survey techniques and is able to undertake/facilitate surveys at a local level in respect of specific issues.

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- WAVES is a national telephone survey of victims and witnesses, conducted on behalf of the office for criminal justice reform (OCJR), by a private company. This quarterly survey interviews victims and witnesses in cases which resulted in a charge. Waves interview approximately 100 victims and 100 witnesses from each criminal justice area each quarter. This survey has been in operation since 2005 and asks victims and witnesses to describe their experiences at each stage of the criminal justice process, enabling all aspects of the system to be monitored.
- Following a switch to using telephone surveys for the PPAF and anti-social behaviour customer feedback surveys, respondents have been asked by the external market research company if they would agree for their detailed responses and comments, to be shared with the Force. These are provided monthly and are then linked back to the original crime, RTC or incident.
- Under the lead of a district superintendent (operations), improvements have been made in how these comments are relayed to individual officers and staff. On a monthly basis, a SPOC on each district receives a consolidated set of comments for their district and also individual reports per crime/incident/RTC, setting out the summary details of the crime, the officers/staff involved and the detailed feedback from the survey respondent. The SPOC then determines the specific crimes, incidents or RTC events that should be used for detailed feedback purposes – these would usually be where the feedback is consistently very/completely satisfied or where significant dissatisfaction has been expressed over one or more aspects of service. For those selected, the individual report is sent to the relevant officer/staff's immediate supervisor, who is then responsible for conducting a face-to-face discussion on the feedback.
- This targeted approach to providing feedback (both positive and negative), is part of a consistent focus on learning and development and is seen as an important element in achieving steady and sustained improvements in service provision.
- The latest force-level customer satisfaction results are reported on at the monthly PIM and at the force level 2 tactical TCG meeting, chaired by the DCC and attended by other chief officers, district commanders and department heads. The results are also described in the strategic performance report and at the citizen focus programme board and delivery group meetings. These regular reports are supplemented by specific agenda items where customer satisfaction at force or district level is discussed in its own right or as part of a wider topic. A recent example is a discussion of racially or religiously aggravated offences and satisfaction rates for racist incidents.
- A detailed report is presented to the CFPB following each quarterly survey. With the recent completion of the third quarterly tracker survey, statistically valid district level results are now usable (due to the planned cumulative build-up of sample sizes) allowing the force to track changes at a district level. In addition a separate report is under preparation for each district, providing detailed time-series analyses for each. An example examined by the inspection team entitled 'Improving Follow Up' was discussed in great detail at the October 2007 meeting, with a series of both strategic and local remedial actions agreed.
- The results of local surveys are processed through district senior management teams and local performance improvement meetings.

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- Reports on force performance – including against the full set of policing plan targets – are made to each meeting of the full police authority and its performance and audit committee.
- WAVES data is received by the LCJB performance report. In addition to this, a small number of staff go through the collated survey responses (question by question) and feed any good news or areas for improvement into the LCJB victim and witness group, where they are turned into actions for the group members.

### **Work in progress**

- Following the success of the recently introduced annual community policing awards, the force is producing a booklet that will capture good practice for sharing with partners and other districts.
- The force performance management system for SSN teams, which uses a balanced scorecard containing a series of performance indicators, is aimed at measuring the effectiveness of SSN teams and their impact on local communities.
- The focus on ‘outcome’ measures is reflected in the annual 2007/08 policing plan, which sets specific performance improvement targets for customer satisfaction and public confidence, using the PPAF SPIs. The targets are established by reference to the most similar force group (MSF) and are designed to move to top-quartile positions within the MSF for each of the indicators. This approach is being carried forward into the new three-year policing plan.

### **Areas for improvement**

- None identified.

## **The Force is striving to ensure it provides a positive experience to every person with whom it has contact.**

### **Strengths**

- A key priority for the force has been to make a step change in the way in which call handling and service delivery is provided. This has resulted in the development of a detailed contact management strategy (CMS) that has been refined over the past year and now contains 14 key objectives, which are supported by 15 identified areas for improvement and underpinned by 16 design principles. This is a comprehensive exercise that appears to be well led and has resulted in a sea change in the culture of the contact management environment and staff.
- A qualitative system to monitor call handling by contact centre staff is in place. This appears effective and is mainstreamed into the activities of these key members of staff.
- The force has developed communication kiosks; these are located at partner locations across the force area, including supermarkets, front offices and local authority premises. At present there are 13 kiosks and another 30 shared local authority monitors being delivered. The kiosks allow the translation of articles into 16 languages. They are remotely monitored to ensure functionality and use. This was tested at the Asda Taunton kiosk, which averaged approximately 20 usages a day.

September 2008

- From within the corporate communications department the development of citizen-based services is worthy of particular note. The departmental plan is now completely linked in all ways to the citizen focus policing action plan. The department plan and dialogue with team members reveal a committed and exceptional approach to developing new and innovative services.
- The force has developed an internet-based lost property system '*Reportmyloss.com*'. This provides a useful interface with the organisation, thereby improving customer service and significant savings to the organisation in both staff time and administration. The system has links to *Immobilise.com* and *CheckMend.com*. These are complementary national property-related databases, with the local project generating considerable interest from a number of other forces.
- The force has a corporate telephony guide which advises staff on how to manage telephone calls and voicemail. There is a force standard for the use of e-mail 'out of office' and one for the standards of letter writing expected. Policy and procedures are accessible on the force intranet.
- The force has received two 'communicators in business' awards for the 'every contact leaves a trace' initiative.
- The communications department has undertaken significant work to make improvements in the call-handling facilities within the force. It has delivered specific training to all members of staff based on best practice. This follows the 'C.L.A.S.S.' method of training which addresses subject areas including: connect, listen, agree, solution, service.

### **Work in progress**

- Requests for service calls that do not require an immediate or deferred response are intended to be managed across the force by the PCSO support role, found in the majority of the SSN teams. This will provide a quicker and more customer-focused response and enable SSN teams to problem solve and engage more effectively with their respective communities.
- The contact management strategy, combined with the force Operation Quest project, is predicted to offer significant savings in the next five years.

### **Area(s) for improvement**

- None identified.

### **Performance processes include local satisfaction measures, and locally established priorities**

#### **Strengths**

- The PIM monthly force performance profile includes a significant amount of public confidence and customer satisfaction data. This is discussed at district and force level, and is supplemented with local performance measures. The headline measures include: user satisfaction (SPI 1); confidence measures (SPI 2); citizen focus comparative data; fairness, equality and diversity measures (SPI 3) and Neighbourhood Policing KDIs.



September 2008

- The force publishes a fortnightly summary of performance found on three district and sector A4 colour charts. The charts, which are widely circulated and displayed, reveal recent crime reduction and detection performance and more recently customer satisfaction. The customer satisfaction chart enables a qualitative dimension to be overlaid to the latest survey and iQuanta performance data, and complements the more quantitative nature of the crime related charts.
- A tailored section entitled 'Satisfaction and Focus' can be found on the force website. This is updated every month and draws together the latest results from survey activity mixed with benchmarking data from iQuanta, down to district level. This enables both cross-section benchmarking and analyses of change-over time and provides the public with a better understanding of the activities of the force.
- Each district and department reviews citizen focus issues at monthly performance meetings in order to improve performance and service delivery. This is also the forum for managers to acknowledge good work and to share good practice.

### **Work in progress**

- While district performance meetings consider customer satisfaction data, this remains work in progress both in terms of understanding confidence measures and how they can be used to shape local service provision and activity.
- The force performance management system for SSN teams, which uses a balanced scorecard containing a series of performance indicators, is aimed at measuring the effectiveness of SSN teams and their impact on local communities.

### **Area(s) for improvement**

- While reliable satisfaction measures have been developed to inform districts, best practice advice suggests that this should be further developed to accommodate measurement at neighbourhood level.

### **RECOMMENDATION 5**

**Her Majesty's Inspector recommends that the force develop a mechanism for districts to test satisfaction and confidence before and after specific problem-solving activity.**

**The force can demonstrate that the relevant SPIs remain stable as a minimum.**

	SPI 1e Satisfaction with the overall service provided		SPI 3b Satisfaction of users from minority ethnic groups with the overall service provided	SPI 3b Gap – comparison of satisfaction for white users and users from minority ethnic groups with the overall service provided
	Difference from MSF	2005/06 to 2007/08 change	2005/06 to 2007/08 change	+/-pp
Avon and Somerset Constabulary	- 1.9%pp	+ 0.5%pp	- 2.2%pp	4.7% pp

**Summary statement**

**The SPI data shows that force performance is not significantly different to the average for the MSF.**

**The SPI data also shows that force performance has slightly improved compared with two years ago.**

**Satisfaction of users from minority ethnic groups with the overall service provided has declined by 2.2 percentage points.**

**There is a satisfaction gap between white users and users from minority ethnic groups with the overall service provided. Users from minority ethnic groups are 4.7 percentage points more satisfied.**

**Where there is a gap in satisfaction with service delivery between white users and users from minority ethnic groups, the force has evidenced that it is taking action to understand and narrow the gap.**

**Context**

The SPI statistics are obtained from the Police Performance Assessment Framework (PPAF) to March 2008. These statistics are survey based and have been analysed for statistical significance, which can be explained in lay terms as follows: ‘The difference in performance between the force and the average for its MSF is unlikely to have occurred by chance.’

Note: When comparing the force’s performance with previous years, year-on-year statistical significance is explained as follows: ‘the difference in the force performance between the years compared is unlikely to have occurred by chance.’

There is a summary of the statistical analysis methodology at Appendix 3 at the end of this report.

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Victims of crime and users of police services are surveyed using Avon and Somerset Constabulary's own user satisfaction surveys, which comply with national standards and thus allow comparison with other forces. Surveys are based on a sample size of 600 interviews per BCU (district).

### **SPI 1e – satisfaction with the overall service provided.**

- 80.6% of people surveyed in the year ending March 2008 were satisfied with the overall service provided, which is not significantly different to the average of 82.5% for the MSF.
- Force performance was unchanged in the year ending March 2008; 80.5% of people surveyed were satisfied with the overall service, compared with 80% in the year ending March 2006.

### **SPI 3b – comparison of satisfaction for white users and users from minority ethnic groups with the overall service provided.**

- Force performance has declined in the year ending March 2008; 74.5% of users from minority ethnic groups were satisfied with the overall service provided, compared with 76.7% in the year ending March 2006.
- There is a satisfaction gap between white users and users from minority ethnic groups with the overall service provided. Users from minority ethnic groups are +4.7 %pp more satisfied.
- Where there is a gap in satisfaction with service delivery between white users and users from minority ethnic groups, the force has evidenced that it is taking action to understand and narrow the gap.

### **Strengths**

- The diversity team undertook specific research to understand why a gap between satisfaction of white users and minority ethnic users exists. Funding has been secured for an external company to research the issue. The research revealed no significant disparity in satisfaction between white and BME users in Bristol, and for the wider force area. Bristol has low detection rates particularly for violent crime, with parity of detection rates irrespective of ethnicity.

### **Work in progress**

- Satisfaction of victims of racist incidents is examined by the force performance management system. Issues including follow up, response and the interest of officers at an incident have all been reviewed. Racist incident satisfaction levels demonstrate no disparity; however, levels of satisfaction of racist crimes are lower than the force expects and remedial action plans have been put in place.

### **Areas for improvement**

- The Police Performance Assessment Framework (PPAF) reveals that Bristol district continues to face a challenging environment in respect of volume crime performance. Compared with its most similar force group Bristol has the highest overall crime rate (July 2007 to June 2008) and the second lowest overall detection rate (August 2007 to July 2008). The trend analysis for Bristol district indicates a predicted decline in overall sanction detection performance using the 12, 6 and 3 point analysis (February 2006 to July 2008), however, more reassuringly a similar

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reduction trend in overall recorded crime is being predicted. Acknowledging the investment in a new ACC for Bristol BCU and given the environment described the Force must continue to maintain a focus on volume crime performance for all districts and in particular that of Bristol.

## **Recommendations**

### **RECOMMENDATION 1**

**Her Majesty’s Inspector recommends that the force should clearly define which crimes will be allocated to SSN teams and ensure that the policy is adhered to.**

### **RECOMMENDATION 2**

**Her Majesty’s Inspector recommends that whilst recognising the position that the force has negotiated in respect of volunteer recruitment, it should however continue to benchmark its position with other forces and strive to exploit the potential of this sector by extending the volunteer base.**

### **RECOMMENDATION 3**

**Her Majesty’s Inspector recommends that the force should review the PACT methodology at the earliest opportunity in order to capture best practice and enhance the considerable support shown so far by the communities involved.**

### **RECOMMENDATION 4**

**Her Majesty’s Inspector recommends that the force treat as a priority the training of practitioners in the PACT meeting process and joint problem solving.**

### **RECOMMENDATION 5**

**Her Majesty’s Inspector recommends that the force develop a mechanism for districts to test satisfaction and confidence before and after specific problem-solving activity.**

## Appendix 1: Glossary of Terms and Abbreviations

### A

ACC	Assistant Chief Constable
ACO	Assistant Chief Officer
ACPO	Association of Chief Police Officers
APACS	Assessment of Policing and Community Safety
ASB	Anti-social Behaviour
ASBO	Anti-Social Behaviour Order

### B

BCS	British Crime Survey
BCU	Basic Command Unit
BME	Black and Minority Ethnic
BPA	Black Police Association

### C

CDRP	Crime and Disorder Reduction Partnership
CFPB	Citizen Focus Programme Board
CFPDG	Citizen Focus Policing Delivery Group
CMU	Crime Management Unit

### D

DCC	Deputy Chief Constable
DV	Domestic Violence

### G

GO	Government Office
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**H**

HICT	Head of Information and Communications Technology
HMIC	Her Majesty's Inspectorate of Constabulary
HR	Human Resources
HSE	Health and Safety Executive

**I**

IAG	Independent Advisory Group
ICT	Information and Communications Technology
IIP	Investors in People
IS&T	Information Systems and Technology

**L**

LCJB	Local Criminal Justice Board
LSCB	Local Safeguarding Children Board

**M**

MAPPA	Multi-agency Public Protection Arrangements
MPR	Monthly Performance Review
MSF	Most Similar Force(s)

**N**

NCRS	National Crime Recording Standard
NIM	National Intelligence Model
NHP	Neighbourhood Policing
NPIA	National Policing Improvement Agency
NSPIS	National Strategy for Police Information Systems

**O**

OBTJ	Offender brought to Justice
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**P**

PCSO	Police Community Support Officer
PFI	Private Finance Initiative
PI	Performance Indicator
PIP	Professionalising the Investigative Process
PPAF	Police Performance Assessment Framework
PURE	Police Use of Resources Evaluation

**Q**

QoSC	Quality of Service Commitment
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**R**

REG	Race Equality Group
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**S**

SARA	Scanning, Analysis, Response, Assessment
SOCA	Serious and Organised Crime Agency
SPG	Strategic Performance Group
SPOC	Single Point of Contact

**T**

TCG	Tasking and Co-ordinating Group
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## Appendix 2: Developing Practice

<b>INSPECTION AREA:</b> Neighbourhood Policing
<b>TITLE:</b> Anti-social behaviour call-backs in South Gloucestershire, Chipping Sodbury and Thornbury NP areas
<b>PROBLEM:</b> Callers reporting anti-social behaviour issues to the force very rarely received any further contact or feedback in terms of level of response or outcome. Sometimes this was due to response units not being immediately available to attend, or as is more often the case attendance was delayed to such a time when no offences were being disclosed. This frequently led to callers being unaware that the Police had attended or the nature of the outcome achieved, leading to negative perceptions of the service provided.
<b>SOLUTION:</b> With the recruitment of the PCSO support role, Storm calls and logs are now reviewed throughout the day and for the past 24 hours, with each caller receiving a telephone call-back to thank them for their call, reassure them of the force intention and commitment, and outline any action taken at the time or otherwise. All call-backs are recorded to register any feedback and also to enable hot-spot areas of disorder to be identified.
<b>EVALUATION:</b> Feedback to date has been overwhelmingly positive, with customers expressing a 'welcome surprise' and appreciation for the call, even when the unfortunate message was that we were too busy to attend at the time of the report.
<b>OUTCOME(S):</b> Early indications and feedback from this initiative suggest greater public satisfaction and confidence in policing.
<b>FORCE CONTACT:</b> Inspector 2033 Caroline Howard. Neighbourhood Policing Team, Chipping Sodbury and Thornbury areas, South Gloucestershire District.

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**INSPECTION AREA:** Community Engagement

**TITLE:** Police BLOG by Chief Inspector Andy Bennett

**PROBLEM:** A requirement to increase engagement with all sections of the community. Research conducted by the force indicated that the so called silent majority within the population of Avon and Somerset, who may not attend police meetings or return written satisfaction surveys, should be supported by the organisation to find new ways of having a voice in policing issues.

Nationally there is a significant increase in the use of IT, internet and computers and the engagement methods adopted by the force need to reflect these new levels of sophistication. Having enhanced the use of web chats these assumptions were borne out through commentary and popularity.

**SOLUTION:** The creation of an interactive conversational dialogue (BLOG) between a chief inspector in Bristol and those members of the public who use the internet. A BLOG is published weekly, discussing a variety of either topical issues or explaining how local policing services are delivered. There is a local feel to the BLOG as many of the entries concentrate on the policing of the South part of Bristol, whilst drawing comparisons to wider police practice.

This approach also complements other functions within the force website.

People are encouraged to make comments and where appropriate the force publishes both their question and a suitable response. Readers are asked to make suggestions on future content, as a means of enhancing its popularity.

The BLOG is accessed via the front page of the Avon and Somerset website and is also linked into Bristol District and South Bristol local pages.

<http://www.avonandsomerset.police.uk/newsroom/blog/>

**EVALUATION:** There is quantitative data attached the BLOG system which records how many hits there are on each entry. These range from 2,800 to 6,500 a week. The number and content of the feedback comments is frequently reviewed and used to tailor future delivery.

The project was formally reviewed on the 12/11/2007, with the content and style of the BLOG becoming more natural and fluent, which is serving to increase the number of hits. Its continuation will rely on continued interest from visitors to the force website.

**EXTERNAL VALIDATION:** In addition to the numerous positive comments posted against previous BLOGs, recognition was drawn in a Lord Hansard debate in the House of Lords on the subject of restorative justice on Monday, 26 November 2007.

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**OUTCOME(S):** There are now several thousand regular readers who may not have been previously engaged in the delivery of policing services. The BLOG has created an additional dimension to the Force website, which is believed by the author to add value and interest to readers. There have been 27 BLOG entries, covering a wide variety of topics. Feedback indicates that the BLOG is educating readers about how their local Police operate and gives an additional opportunity for readers to comment and ultimately influence local decision making.

**FORCE CONTACT:** Chief Inspector Andy Bennett Tel: (0117) 945 5402

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<b>INSPECTION AREA :</b> Neighbourhood Policing
<b>TITLE:</b> Sedgemoor ASB Database
<b>PROBLEM:</b> An increase in public focus on youth anti social behaviour (ASB) coincided with the development of neighbourhood policing in partnership with key local agencies. Increases in staffing led to increases in available data without the requisite analytical capacity to fully exploit the learning opportunity presented.
<p><b>SOLUTION:</b> Working through the Sedgemoor CDRP, the force:</p> <ul style="list-style-type: none"> <li>• Agreed an information sharing protocol with Sedgemoor District Council &amp; Homes in Sedgemoor;</li> <li>• Implemented data inputting practices, utilising the communications support function to provide STORM command and control data;</li> <li>• Used CDRP funding to employ a part time clerk to input ASB data;</li> <li>• Used CDRP funding to facilitate the basic analysis of the data;</li> <li>• The introduction of an ASB hotline, to further yield community intelligence directly into the database;</li> <li>• Development of feedback and information to inform patrol planning process.</li> </ul> <p>The database continues to evolve and to provide more explicit tactical information for police and partners to combat ASB.</p> <p>Further partners are sought to contribute to and to benefit from the database, with several Somerset CDRPs including West Somerset either joining or considering joining the scheme.</p>
<b>EVALUATION:</b> Local evaluation recognises the need for local data in order to support the development of SSN patrol plans, however, more work is required to produce real analysis of the hotspots for each sector and neighbourhood area. To further improve the effectiveness of analysis additional mapping capacity is being applied.
<b>OUTCOME(S):</b> Improved patrol planning, with greater communication and cooperation between partners involved and increased community confidence that disclosed information is acted upon.
<b>FORCE CONTACT:</b> Inspector 2385 Nic Crocker, Bridgwater Neighbourhood inspector x63334

## Appendix 3: Assessment of Outcomes Using Statutory Performance Indicator Data

### Context

The HMIC grading of neighbourhood policing and citizen focus for each force takes performance on the key SPIs as a starting point. These are derived from the PPAF and are survey based.

The survey results come from two different sources:

- **Neighbourhood Policing**  
Results come from the BCS, which questions the general population. The annual sample size for the BCS is usually 1,000 interviews per force.
- **Developing Citizen Focus Policing**  
Results come from forces' own user satisfaction surveys. The annual sample size for these user satisfaction surveys is 600 interviews per BCU.

### Understanding survey results

The percentage shown for each force represents an estimate of the result if the whole relevant population had been surveyed. Around the estimate there is a margin of error based on the size of the sample surveyed (not on the size of the population).

This margin is known as a **confidence interval** and it will narrow or widen depending on how confident we want to be that the estimate reflects the views of the whole population (a common standard is 95% confident) and therefore how many people have to be interviewed. For example, if we have a survey estimate of 81% from a sample of approximately 1,000 people, the confidence interval would be plus or minus 3 and the appropriate statement would be that we can be 95% confident that the real figure in the population lies between 78% and 84%.

Having more interviewees – a larger sample – means that the estimate will be more precise and the confidence interval will be correspondingly narrower. Generally, user satisfaction surveys will provide a greater degree of precision in their answers than the BCS because the sample size is greater (1,000 for the **whole force** for the BCS, as opposed to 600 **for each BCU** for user satisfaction).

### HMIC grading using survey results

In order to **meet the standard**, forces need to show no 'significant' difference between their score and the average for their MSF or against their own data from previous years. Consequently, force performance could be considered to be 'exceeding the standard' or 'failing to meet the standard' if it shows a 'significant' difference from the MSF average or from previous years' data.

HMIC would not consider force performance as 'exceeding the standard' if SPI data were travelling in the wrong direction, ie deteriorating. Likewise, credit has been given for an upward direction in SPI data even if performance falls below the MSF average.

## Understanding significant difference

The calculation that determines whether a difference is statistically significant takes into account the force's confidence interval and the confidence interval of its MSF.<sup>1</sup> The results of the calculation indicate, with a specified degree of certainty, whether the result shows a real difference or could have been achieved by chance.

This greater level of precision is the reason why a difference of approximately two percentage points is statistically significant<sup>2</sup> in the case of the user satisfaction indicator, whereas a difference of around four percentage points is required for the BCS indicators. If the sample size is small, the calculation is still able to show a statistically significant difference but the gap will have to be larger.

[Produced by HMIC based on guidance from the NPIA Research, Analysis and Information Unit, Victoria Street, London.]

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<sup>1</sup> The BCS results are also corrected to take account of intentional 'under-sampling' or 'over-sampling' of different groups in the force area.

<sup>2</sup> It is likely that there is a real, underlying difference between data taken at two different times or between two populations. If sufficient data is collected, the difference may not have to be large to be statistically significant.