



## Bedfordshire Police

### Baseline Assessment

October 2006



**ISBN-13: 978-1-84726-015-4**

**ISBN-10: 1-84726-015-2**

**CROWN COPYRIGHT**

**FIRST PUBLISHED 2006**

## Contents

Introduction to Baseline Assessment  
Force Overview and Context

## Findings

### Summary of Judgements

- 1 Citizen Focus (Domain A)**
  - Fairness and Equality in Service Delivery
  - Neighbourhood Policing and Problem Solving
  - Customer Service and Accessibility
  - Professional Standards
- 2 Reducing Crime (Domain 1)**
  - Volume Crime Reduction
- 3 Investigating Crime (Domain 2)**
  - Managing Critical Incidents and Major Crime
  - Tackling Serious and Organised Criminality
  - Volume Crime Investigation
  - Improving Forensic Performance
  - Criminal Justice Processes
- 4 Promoting Safety (Domain 3)**
  - Reducing Anti-Social Behaviour
  - Protecting Vulnerable People
- 5 Providing Assistance (Domain 4)**
  - Contact Management
  - Providing Specialist Operational Support
  - Strategic Roads Policing
- 6 Resource Use (Domain B)**
  - Human Resource Management
  - Training, Development and Organisational Learning
  - Race and Diversity
  - Managing Financial and Physical Resources
  - Information Management
  - National Intelligence Model
- 7 Leadership and Direction**
  - Leadership
  - Performance Management and Continuous Improvement

### Appendix 1 Glossary of Terms and Abbreviations

## Introduction to Baseline Assessment

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

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

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

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

### Priority Frameworks

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

- managing critical incidents and major crime;
- tackling serious and organised criminality;
- providing specialist operational support;

October 2006

- strategic roads policing;
- protecting vulnerable people;
- neighbourhood policing; and
- leadership and direction.

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

### **Force Amalgamations**

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

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

### **The Grading Process**

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

October 2006

### **Service delivery grade**

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

#### *Excellent*

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

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

#### *Good*

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

#### *Fair*

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

#### *Poor*

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

### **Direction of Travel Grade**

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

#### *Improved*

October 2006

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

*Stable*

This denotes no significant change in performance.

*Declined*

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

**Good Practice**

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

**Future HMIC Inspection Activity**

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

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

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

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

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

## **Force Overview and Context**

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

The area served by Bedfordshire Police covers the two-tier county of Bedfordshire and the Luton Unitary Authority, with a population of 573,800 comprising 236,974 households in 120 villages and towns. The county includes the urban areas of Bedford, Dunstable and Luton; smaller towns such as Ampthill, Biggleswade and Leighton Buzzard; and a large rural area. Local features and amenities include Woburn Abbey and Safari Park, Luton Town Football Club, Whipsnade Zoo and Luton International Airport. Bedfordshire has some of the busiest roads in Europe, including a stretch of the national motorway network.

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

There is a high black and minority ethnic (BME) representation, especially in Luton. Projected developments under the Milton Keynes and South Midlands Sub-Regional Strategy and the East of England Plan identify Bedfordshire as an area for significant growth by 2021 (a 23% rise in the housing stock is projected). Future developments include major expansion of Luton International Airport and new tourist facilities.

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

The force headquarters is at Kempston in the North Bedfordshire area. The chief officer team consists of the Chief Constable, deputy chief constable (DCC), assistant chief constable (ACC), director of finance and director of human resources (HR). The Chief Constable was appointed in July 2005. The ACC was appointed in January 2005 and the DCC in September 2004, having occupied the ACC post for nearly three years. The director of finance has been in post for 20 years and the director of HR was appointed in February 2005.

The force reduced the number of basic command units (BCUs) from three to two on 1 April 2006 to a fully coterminous two-BCU structure, one each for Luton and two-tier Bedfordshire. This should provide increased frontline policing performance, while at the same time strengthening commitment to local partnerships.

As at 31 March 2006 there were 1249 police officers, 877 police staff and 181 special constables. Within the police staff numbers there are 42 community support officers (CSOs), a figure that will be doubled in 2006/07. The force is also assisted by 55 volunteers with responsibilities for customer contact, including staffing police station enquiry offices.

Resources are managed under business portfolios held by each member of the chief officer team. The force operates in an environment of highly devolved financial responsibility to BCUs and other operational service areas, ensuring that there are clear lines of accountability underpinned by the 'decision conferencing' budget prioritisation process, which ensures that resources are appropriately allocated. Significant progress has been made on activity-based costing (ABC) and development of mechanisms that demonstrate the links between resource investment and performance. Resolution of the major incident at

October 2006

Yarl's Wood Detention Centre in respect of the ongoing lawsuit still presents a potentially significant resource challenge to Bedfordshire Police.

## Strategic Priorities

The law-abiding community of Bedfordshire puts trust and confidence in the police and other agencies to safeguard their interests and improve the quality of life. The Bedfordshire Police Authority (PA) and force's vision is to work with others to meet those expectations:

*'Bedfordshire will be a place where the police engage with citizens and key partners to provide high levels of reassurance and public safety'.*

Everyone who works for Bedfordshire Police has a part to play through a shared mission:

*'Delivering a quality policing service in a customer-focused way'.*

Bedfordshire Police's three-year local strategic plan shows the six principles in which it will develop new skills and new ways of working into the longer term:

- maintaining a citizen focus in all that we do
- reducing crime
- investigating crime
- promoting public safety
- providing assistance
- managing our resources.

The force's actions and activities for 2006/07 will focus on two key strategic priorities:

- *Reassurance* – increasing community confidence, safety and satisfaction by improving visibility, neighbourhood policing, and care for victims and witnesses.
- *Crime management* – helping to drive down crime by improving investigation and end-to-end crime management processes.

These priorities are supported by what the public of Bedfordshire have told the PA and force during consultation and via a MORI 'Good Job' survey. The survey helped focus the policing priorities, particularly in areas such as visibility, care for victims and witnesses and reassurance. It indicated that 78% of respondents felt that the police do 'a good job' in Bedfordshire. Delivery will also be sustained by improved management of HR, enhanced training and the effective use of finance and information technology (IT).

Bedfordshire Police will reduce crime, promote public safety and provide assistance while maintaining a citizen focus in all activities. These priorities are supported by a range of strategies that emphasise the importance of an intelligence-led, problem-oriented, community-based style of policing. Progress towards a community engagement and neighbourhood policing ethos is gathering pace and clarity. The force strives to deliver this service through locally based policing that forges links with the community and partner agencies. The commitment to policing Luton Airport adds to the demands on the force's established and experienced staff.

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

A best value review of workforce modernisation was conducted in 2005/06. Neighbourhood policing teams consisting of police officers, CSOs and other personnel are being established across the county. Dedicated to specific areas, these teams will work in partnership with local people and organisations to provide a locally tailored service. In 2006/07 the force plans to more than double the number of CSOs in neighbourhood policing teams, increasing a visible local presence.

Some experienced criminal investigators and patrol staff have been lost to other forces and agencies. This continues to impact upon overall investigative capability and opportunities to develop relevant expertise, notwithstanding the successful recruitment drive for new probationary constables.

## **Major Achievements**

The year 2005/06 has seen significant service delivery improvements. Key improvements have been made in several areas and these will continue to develop in the coming year.

### **Caring for Victims and Witnesses**

Initiatives over the last year at both local and national level have impacted on care for victims and witnesses. Since introduction of the new crime recording system in April 2005, details of crimes are recorded more speedily, often while the reporting officer is still with the victim.

In accordance with the 'No Witness, No Justice' report, witness care units have been set up at Bedford and Luton to provide support to witnesses of crime, keeping them informed of case developments. Victims' information packs have been introduced for all victims of crime, providing, among other things, details of what happens once they have reported a crime and the minimum service levels they can expect. As a result of these initiatives, satisfaction levels have risen for all aspects of victim care. Among other improvements in 2005/06, there has been an 8.4% rise in satisfaction with how well victims are kept informed and a 4.2% increase in the level of overall satisfaction.

### **Engaging the Public**

In addition to the forcewide MORI 'Good Job' survey, the continuing 'Stakeholder Policing' project is giving residents in Dunstable's Downside Estate and Luton's Farley Hill an influence in how the police work in their area. A local agreement sets out the key issues identified by residents and the type of service police will provide to tackle them. Initiatives agreed under the scheme include cracking down on drug and alcohol misuse, action on anti-social behaviour (ASB), increased high-visibility policing, more patrols near schools, clamping down on speeding and weekly police surgeries. The neighbourhood policing project was initiated in the last year. Teams were initially set up in Luton and have since been introduced across the county. Countywide deployment of CSOs across all divisions was also seen in 2005/06. Each division has appointed a customer care manager to respond to complaints and issues relating to quality of service.

October 2006

To increase trust and confidence in the police service, Bedfordshire Police needs to be representative of the diverse community it seeks to serve. In 2005 the force continued its successful campaigns for targeted recruitment from minority ethnic communities.

### **Major Challenges for the Future**

The number of BCUs has been reduced from three to two to produce a force that is 'fit for purpose' to deliver performance improvement, and also assist to bridge the gap in protective services. This change is being undertaken to ensure that Bedfordshire Police is in the best shape that it can be to meet the realities and challenges of policing now and in the future.

The force's restructuring programme will work to deliver the following benefits:

- Improved partnership working;
- Enhanced community engagement;
- Benefits gained from economies of scale;
- Removal of duplication of effort between divisional and headquarters functions;
- Delivery of appropriate consistency on the two territorial divisions; and
- Achievement of 'fitness for purpose' to prepare for future demands, collaboration and shared services.

The funding settlement for the year ahead highlighted the need to work smarter and effect greater efficiencies. Combined with prudent financial management, this led to eight additional mobile police units and a further 19 police support staff posts, releasing more police officers for frontline policing. Bedfordshire still has one of the lowest rates of policing precept in the country.

The last year has proved challenging in respect of crime reduction and crime detection capability. Contributing factors have included the high abstraction rates to resource major crime investigations, the force's response to the bombings of 7 July, support for the G8 summit, the introduction of shadow (now statutory charging) and the major change in the crime recording function. The force believes that the initial impact of the last two issues has now stabilised and that it can move positively on the whole area of crime management as it enters 2006/07.

October 2006

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

# 1 Citizen Focus (Domain A)

## 1A Fairness and Equality in Service Delivery

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

### National Grade Distribution

Poor	Fair	Good	Excellent
0	15	28	0

### Contextual Factors

Bedfordshire Police has continued to improve fairness and equality in service delivery over the last year. The equality and diversity programme board (EDPB) is well established and has representation from throughout the force, as well as members of the PA and independent advisory group (IAG). The process is mirrored at BCU level with commanders chairing their own forums.

The EDPB is responsible for monitoring performance against hate crime and a range of confidence and satisfaction indicators. The force is improving in these areas: overall satisfaction with service among minority ethnic victims and witnesses increased from 65% in the year ending November 2004 to 72% in the year 2005/06. The gap between the satisfaction rates of white and minority ethnic respondents, however, was the widest in the most similar forces (MSF) group.

### Strengths

- The EDPB is chaired by the Chief Constable; membership of the board includes the director of human resources, BCU commanders, staff associations and the IAG. PA members sit on the board to scrutinise progress on internal and external issues with regard to all areas of diversity.
- The EDPB is held quarterly and has standing items on the agenda to deal with the six key elements of diversity: race, age, gender, disability, sexual orientation, and religion and belief.
- Race and diversity are standing items on key strategic meetings, including those of the human resources monitoring group and professional standards steering group and NIM tasking and co-ordination meetings.
- BCU commanders and heads of departments are held to account at EDPB and by the DCC during the quarterly review process, where hate crime is a specific item examined.

October 2006

- The hate crime reduction strategy has been developed in consultation with other agencies such as Luton Multi-Agency Racist Incident Group (LAMRIG) and the Bedford Hate Crime Partnership. The community issues group, attended by the community safety officer, oversees the hate crime agenda.
- The force uses online reporting of hate crime through the 'True Vision' initiative and third party reporting schemes through schools and local authorities, as well as other partners. Use of both these schemes has seen an increase in the reporting of hate crime.
- A diversity manager has recently been appointed. Other resources include an equality and diversity project officer and a community, race relations and youth issues adviser in the headquarters diversity unit. Each BCU has a unit dedicated to hate crime.
- The force's race equality scheme (RES) for the period 2005–08 is reviewed annually, with the results of reviews published on the force website and community safety department web page, as well as wide public circulation through local media. The scheme was developed in consultation with 18 community bodies, including the force-level IAG.
- Performance against the RES action plan is published and disproportionality is reported to the EDPB, a recent example being the recent action to address disproportionality in stop and search of Asian men. Stop and search data is reported through the EDPB to both the PA and the IAG.
- Research has been undertaken in partnership with Luton University to identify patterns of offending against community groups, for example 'black men as victims of crime', and this information is shared with appropriate partners and used to generate joint initiatives.
- Training on the Disability Discrimination Act has been delivered to staff and includes details of the Act, impairments covered by the Act, explanation of discrimination, examples given of how reasonable adjustments can be made, the process if staff are not satisfied with reasonable adjustments and points of contact and reference.
- Bedfordshire was awarded the 'double tick' symbol in 2005 for its commitment to good practice in employing disabled people.
- The force has received an award by the Luton Committee for Racial Harmony for work towards 'reducing racial disharmony in Luton and developing the independent advisory group as an inclusive and diverse group allowing communities to have their say as critical friends of Bedfordshire Police'.
- Impact assessments on policies and strategies are monitored by the diversity manager and reported to the EDPB. Staff from the professional standards department and Special Branch have been trained in writing impact assessments.
- Access for individuals whose first language is not English is enabled through Language Line, and all major documents contain a list of languages available. All officers carry language cards to enable people to indicate their language of choice for interpreter services.

*October 2006*

- The force has 'browsealoud' facilities on the external and internal websites and hearing loop induction systems in the call-handling centre (CHC).
- A working environment survey carried out in 2004 led to a detailed action plan. One area identified for improvement was diversity training for officers and staff within the operational support department. Courses have been running for these staff and are opened in person by the departmental commander or a member of his senior management team.

### **Work in Progress**

- The force is implementing the police race and diversity learning development programme, which will assess the competencies of all staff to national occupational standards by 2009.
- A strategy to deal with Anti-Social Behaviour Order (ASBO) issues is currently being developed in partnership with LAMRIG and will be published in 2006.

### **Areas for Improvement**

- The EDPB does not have a specific delivery group to drive forward actions arising from meetings; such a group would accelerate the pace of change.
- The force is working to develop diversity schemes covering sexual orientation, gender, disability, religion and faith, and age to be implemented alongside the RES.
- The diversity manager is developing the use of the diversity excellence model as an evaluation tool.

October 2006

**1B Neighbourhood Policing and Problem Solving**

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

**National Grade Distribution**

<b>Poor</b>	<b>Fair</b>	<b>Good</b>	<b>Excellent</b>
<b>4</b>	<b>18</b>	<b>20</b>	<b>1</b>

**National Position**

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

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

**Contextual Factors**

Bedfordshire commenced work on the neighbourhood policing (NP) project in April 2005, introducing a pathfinder site at Luton. The pathfinder site comprises five safer neighbourhood teams (SNTs) covering 19 wards. The force is making progress to fully implement the model by the completion date set by the Home Office of April 2008. Although resources have been allocated for NP and more will be assigned to SNTs there is still further work to be done regards introducing supporting systems, policies and procedures.

It is planned to use NP as the vehicle to deliver the strategic aim on reassurance.

At the pathfinder site the BCU has reformed resources into three functions: response, investigation, and neighbourhood policing delivered through SNTs. This model will be replicated throughout the force.

The force and pathfinder received a readiness assessment carried out by the NP national project team in July 2005 and a subsequent re-visit in November. Feedback described the force as moving towards the level of implementation required in all areas with the exception of NIM integration. As a result, the director of intelligence now sits on the programme board.

October 2006

The British Crime Survey (BCS) suggests that confidence in local policing in Bedfordshire rose significantly in 2005/06 to be just above the MSF average. On the other hand, public concern about high levels of crime also rose and, in the three main categories of burglary, car crime and violent crime, was greater than the MSF averages.

## Strengths

- The ACC is chief officer lead for NP and chairs the force's programme board, established to manage the direction and governance of NP. The board includes BCU commanders, senior suppliers, the director of intelligence and representatives of the PA. A corporate-level business change project manager has been appointed to oversee the programme.
- A local project board has been established at the pathfinder site, chaired by the BCU commander, to attend to local issues in the development of NP. Membership of the project board includes a PA representative, the local authority, the IAG, the Police Federation and Unison.
- CHC staff have been made aware of the new NP structure and been provided with lists and contact numbers of SNT officers and staff. Members of some communities now ask for SNT officers by name.
- The force has piloted an engagement process – the stakeholder policing pilot – at two sites at Luton and Dunstable. The project uses the 'step model' to engage with local communities, who have formed local neighbourhood action groups with members of the SNT and other local service providers.
- The groups have a service level agreement with the respective BCU commanders and have measured public reassurance using the York index. Early results indicate a drop in ASB and criminality.
- At the pathfinder site a communication sub-group with partners has been formed. The group is piloting a newsletter in one area of the town containing crime prevention advice, details of local initiatives including HomeWatch, dates and times of CSO/neighbourhood managers' surgeries and positive news stories about successes in tackling crime and ASB. The BCU also has a quarterly insert in a free newspaper. This is distributed to every household in the town and contains details of all SNTs and information on crime performance.
- There are many examples of collaborative working with partners. At Luton a multi-agency ASB unit has been established. It is jointly managed as well as being co-located. At Dunstable a similar multi-agency ASB team has been established and is co-located in South Bedfordshire District Council premises. The force also funds a number of partnership posts, including a multi-agency police protection arrangements (MAPPA) co-ordinator, a domestic violence co-ordinator and an ASB co-ordinator.

October 2006

- Officers from SNTs attend all ward or area committees to identify community concerns and provide feedback to communities.
- The PA and force's best value review on workforce modernisation (to be ratified by the PA in May 2006) recommends the development of a volunteer programme. Volunteers are now working on BCUs, mostly in back office and support functions. At the pathfinder site a volunteer co-ordinator has been appointed, and plans are under way to re-open a local sub-station enquiry office in June 2006 using volunteers.
- The Special Constabulary has undergone a reorganisation and is beginning to integrate with SNTs, working directly alongside beat managers and CSOs.
- SNTs are already working with partners on joint tasks such as environmental action days, involving the fire service, local authority, community safety co-ordinators and the Driver and Vehicle Licensing Agency.

### **Work in Progress**

- An engagement strategy for NP was in draft form with plans to formally adopt it in May 2006. The strategy involves the following processes: neighbourhood profiling, community consultation, action, feedback, communication and evaluation.
- A comprehensive communications strategy is being written to support NP delivery. A communications steering group has recently been established as part of the NP programme board.
- The force website is being developed to ensure that NP features prominently and that communities can quickly and easily identify officers and staff within SNTs.

### **Areas for Improvement**

- Neighbourhoods are not currently defined; SNTs are currently aligned to geographical boundaries based on wards.
- NIM principles and processes are not yet fully applied to NP. The force is engaged with the National Centre for Policing Excellence (NCPE) to identify how this can be best achieved. SNTs do not have dedicated research or analytical capability and are not tasked through NIM processes as a matter of course. The inclusion of the director of intelligence on the programme board has resulted in a detailed review of the strategic assessment process to incorporate the inclusion and processing of community intelligence.
- The force plans to write community profiles for NP areas; they will include information drawn from the stakeholder policing pilots.
- The training and development department is currently developing a training programme for SNT resources that will include opportunities for joint training with

*October 2006*

partner agencies. At the pathfinder site limited training with partner agencies has taken place.

- An abstraction policy is required to ensure that dedicated SNT officers are not inappropriately deployed away from their core role; this will be especially relevant at Luton, given the demands placed on finite resources.
- A comprehensive performance management framework is planned as part of the NP programme. The framework will be incorporated into the force's performance management regime and also provide evidence for ongoing evaluation of the NP model. It is anticipated a draft framework will be written by the end of summer 2006.
- As part of the project an estates review will be conducted detailing the requirements of NP. The review will examine the existing estate and ensure that buildings are being effectively used to support NP, as well as looking for opportunities to co-locate with partners.
- At the pathfinder site two additional intelligence staff are to be provided from BCU funds to increase the processing of community intelligence.

**1C Customer Service and Accessibility**

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

**National Grade Distribution**

Poor	Fair	Good	Excellent
0	19	22	2

**Contextual Factors**

The Chief Constable has been instrumental in leading the force to improved performance in relation to customer service and accessibility. Quality of service data for 2005/06 shows a significant improvement in each element of the survey focus compared with 2004/05.

Satisfaction rates among victims and witnesses of burglary and violent crime are in line with the MSF average. Rates in relation to road traffic collisions (RTCs) were significantly above at 87.7% compared with the MSF average of 80.2%. The difference between white and minority ethnic overall satisfaction has been reduced by 4% points to 7%, although that gap remains greater than all other forces in the MSF group.

**Strengths**

- The DCC takes the strategic lead for service delivery and quality. The ACC is the strategic lead for the quality of service commitment (QoS).
- It was patently obvious during a wide range of interviews with senior managers, operational officers and support staff that there is a genuine desire to deliver a high standard of customer service.
- Citizen focus measures and targets are featured in monthly performance reports provided to the chief officers and to BCU and department heads. All operational staff have received training, are aware of force requirements and have quality of service objectives in personal development reviews (PDRs).
- Positive examples of either individual or team quality of service are published in BCU newsletters and forcewide news.
- The senior survey manager identifies areas of concern from customer surveys and provides suitable action plans.
- On receipt of returned surveys, if there is either positive or negative feedback that is attributed to an individual officer or unit, details are forwarded to BCUs for

October 2006

highlighting in the officer's PDR and, where appropriate, for the creation of an action plan.

- Quality of service data forms part of the divisional performance packs referred to by the DCC during the performance review process. Information is also included in the quarterly performance report for the Police Authority performance and best value committee.
- The Police Authority conducted a comprehensive best value review of victim and witness care, which concluded in early 2005. The recommendations contribute directly to QoSC implementation and progress is monitored quarterly via the PA performance and best value committee.
- Recommendations implemented so far have include the introduction of victim information packs, a training DVD featuring the experiences of victims of crime, and the introduction of customer care managers in each BCU.
- While the main focus is currently the victims code of practice, additional work is being undertaken in the CHC with regard to customer satisfaction processes and by the professional standards department on the complaint strands of the QoSC.
- The ACC leads a recently established service improvement group (SIG), which is attended by BCU customer service managers, the professional standards department, the senior survey manager, the CHC, the crime recording unit, divisional operational superintendents and business change project managers. The group is focused on identifying continuous improvement activity and sharing best practice.
- Project boards have been established for implementation of the victim's code and national call-handling standards, the latter incorporating the single non-emergency number (SNEN) and recommendations from the HMIC thematic inspection report, *First Contact*.
- A comprehensive action plan has been developed by the CHC to deliver improvements identified in *First Contact*, including making public access easier through IT solutions.
- Bedfordshire policing services are accessible through telephone, email, SMS texting, Minicom and Language Line.
- The force publicises the website [www.askthepolice.com](http://www.askthepolice.com), to assist with managing demand as well as informing the public. Accessibility options are available and advertised through the force, Police Authority and 'Scorpion' websites.
- Training in customer care is particularly focused on those staff who have initial contact with the public or are responsible for keeping the public informed. CHC, crime recording unit and front office staff are provided training in customer care to NVQ standard, and delivery of the package is being extended to other frontline staff.

October 2006

- During 2005, two divisions provided all staff with a customer care training package that was formulated after consultation with local communities and that addressed local issues. The IAG has provided input into training in these areas.
- Every member of the force has received personal leadership programme (PLP) training which addresses personal attitude, conduct and behaviour to help staff understand their potential impact on both personal and general public confidence and satisfaction.
- The *Force Focus*, the Bedfordshire Police newspaper, is delivered to every household in the county.

### Work in Progress

- Telephone surveys will be introduced in September 2006 to survey victims of crime and ASB. They will replace the existing postal questionnaires.

### Areas for Improvement

- The force is confident that it will meet the quality of service standards by November 2006. A QoSC compliance strategy and framework is being developed that will be completed by that date and will allow the force to monitor compliance, identify risks and develop actions for continuous improvement.
- Uniformed officers hand out customer survey cards to provide additional feedback about customer perceptions. This could be extended to the CID and scenes of crime officers (SOCOs).

## GOOD PRACTICE

<b>TITLE: Victim Satisfaction Improvement</b>
<b>PROBLEM:</b> The results from the user satisfaction surveys indicated that the force, akin to the majority of other forces, was suffering lower areas of satisfaction in the area of 'Keeping the Customer Informed' - in the first two quarters of 2004/05 satisfaction ranged from 52% to 63%. The force and Police Authority identified a cultural change programme was required.
<b>SOLUTION:</b> Building on an excellent 2004/05 detection year the force made a conscious effort to provide greater focus on the quality of service delivery. The findings of a best value review (BVR) on Victim and Witness Care informed much of the development action. In April 2005 an improved crime management system (CMS2) was implemented which gave much greater transparency to the crime investigation process. This involved a dedicated training and awareness programme, led personally by divisional commanders, which allowed for many of the best value recommendations to be implemented. During the year progress has been routinely monitored through monthly and quarterly performance review scrutiny examining customer satisfaction

October 2006

performance.

The awareness element incorporated DVD footage of real victims of crime in Bedfordshire outlining to staff their perception of service delivery. Victim information packs were introduced as part of the new crime recording processes providing members of the public with a range of information, including what happens next, the use of victim personal statements and details of a minimum service level that victims can expect.

The BVR and business change projects have assisted in delivering a more customer orientated and focussed service delivery.

With the introduction of CMS2, the emphasis on customer service and keeping the customer informed on progress was supported by the creation of template letters for screened out crimes. These letters were revised in February 2006, and are used by the territorial BCU customer service managers (introduced in 2005 as a direct result of the BVR) to facilitate the 'kept informed' area of business.

Monthly analysis of survey results continues to contribute towards rising satisfaction levels throughout the service, especially within the kept informed and actions taken areas. This work has been especially encouraged in the initial contact areas of the service - the call handling and crime recording arenas.

To reinforce the significant positive progress in satisfaction rates, in key areas such as kept informed, the force has developed specific initiatives. The INFORM initiative, launched in November 2005, raised police officer and staff awareness of keeping the customer informed through a poster campaign and a mnemonic used on stationary:

Inform victim of case status in accordance with Codes of Practice.

Never assume someone else will do it for you.

Furnish victims with the appropriate officer contact details.

Offer appropriate levels of advice whilst utilising available Home Office victim literature.

Refer victim to appropriate agencies and recognise vulnerability (e.g. Victim Support Service).

Make sure victim's views and opinions are recorded and valued (e.g. victim personal statement scheme).

OUTCOME(S): At the time of writing the following overall increases over 2004/05 in customer satisfaction had been seen:

Ease of Contact – Increase of 4 percentage points to 89%;

Actions Taken at Scene – Increase of 3 percentage points to 76%;

Kept Informed – Increase of 8 percentage points to 67%;

Treatment – Increase of 3 percentage points to 88%;

Whole Experience – Increase of 4 percentage points to 79%.

*October 2006*

This progress will be reinforced in 2006 through further training and Quality of Service Commitment (QoSC) driven initiatives and drill-down data to individual officer level being routinely used to highlight both positive and developmental customer feedback.

FORCE CONTACT: Phil Mosley (Senior Survey Manager) – 01234 842109

October 2006

**1D Professional Standards**

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

**National Grade Distribution**

<b>Poor</b>	<b>Fair</b>	<b>Good</b>	<b>Excellent</b>
<b>2</b>	<b>16</b>	<b>25</b>	<b>0</b>

**National Position**

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

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

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

## 2 Reducing Crime (Domain 1)

### 2A Volume Crime Reduction

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

#### National Grade Distribution

Poor	Fair	Good	Excellent
1	18	20	4

#### Contextual Factors

This assessment is written in the context of an overall increase of 3% in total crime in 2005/06. Offences of burglary of dwellings reduced by 8% but vehicle crime increased by 6% and the number of robberies rose by 28% from 1028 to 1317. The number of reported violent crimes remained static.

An important consideration when assessing performance in volume crime reduction is compliance with the National Crime Recording Standard (NCRS). At the start of 2006 Bedfordshire was graded by the Audit Commission as Excellent for data quality and Good for management arrangements. An action plan has been agreed between the PA and the Audit Commission, with monitoring by the force inspectorate.

A new crime recording system was introduced in 2005. Lessons have been learnt regarding the need to adequately train officers and staff to use such a mission critical system.

The immediate impact of the new system has been the ability to record crime in a more timely way; some 98% of all crimes are recorded within 24 hours, compared with 8% in the previous system. A downside to this has been the carrying forward of crimes that were not recorded in time on the old system (before end of year 2004/5). This artificially inflated the total recorded crime figure for 2005/6 by just under 4%.

#### Strengths

- The DCC is the chief officer lead for crime reduction. Crime reduction is a key force strategic aim and is a standing item on the DCC's quarterly performance review (QPR).
- Management information on performance is provided through National Management Information System (NMIS) data on a daily, weekly, monthly and quarterly basis. Trends in both the reduction and detection of crime are reported monthly to the force's executive and strategy board and are examined through the tactical and tasking co-ordination group (TTCG) and QPR processes.

October 2006

- The performance delivery unit (PDU), created in mid-2005, has provided additional analytical capacity to identify changing trends in performance in order that potential solutions can be proposed.
- The crime strategy is comprehensive and has been updated and published on the intranet. BCU activity is closely aligned to the force's crime reduction objectives. BCU action plans for the reduction of burglary, vehicle crime and violent crime have been developed and are continuously monitored.
- Crime strategy, standard operating procedures and BCU action plans set out how crime will be investigated, with policy being revised and training undertaken as required.
- Home Office good practice guides on street crime, burglary and vehicle crime are routinely used. Key contents have been incorporated by the community safety department in the production of crime reduction circulars (distributed during the force's tactical tasking and co-ordination processes) and by BCU-based analysts during production of target and problem profiles.
- Strategic and tactical assessments address volume crime. Strategic priorities for volume crime reduction are set in force and BCU control strategies. Progress towards achieving burglary, vehicle crime and violent crime targets is monitored and reported upon daily and monthly to chief officers and divisional command teams.
- At level 1 and 2 TTCGs, crime hotspots are identified and tactical plans produced, including options for the short, medium and long terms.
- Headquarters provides regular support for BCU operations, an example being Operation 'Christmas Presence' during November and December 2005. Officers from centrally based divisions supported BCUs by providing resources to target outstanding fingerprint DNA hits, persons wanted on the PNC for burglary and for vehicle, violent and drug-related crime, and people wanted on warrant.
- In addition, officers provided a highly visible presence to combat alcohol misuse and public disorder at weekends. The operation was successful in 2005/06, with 370 arrests, the removal of 340 fail-to-appear warrants from the system (280 by arrest) and 90 arrests of people wanted on the PNC.
- Chief officers attend and contribute to a range of high-level strategic partnership groups, including the local criminal justice board and local strategic forum. This is reflected at tactical and operational levels by BCU management teams and officers.
- The force provides resources in support of CDRPs. An income generation officer prepares and provides advice and guidance on large bids for funding, including Home Office funding for CSOs. The community safety department provides central guidance and assistance in bid preparation and support, such as using links with Luton University to evaluate the use of CSOs.
- The head of corporate planning has been closely involved in all CDRP target-setting processes and in joint consultation regarding CDRP strategy development.
- Luton division has seconded a police inspector (partnership officer) to work with the Safer Luton Partnership full-time. The BCU also funds an administrative post to support the CDRP. Similarly, the other BCUs provided resources to assist with the three-yearly audit, ongoing monitoring and quality of life analysis.

October 2006

- Problem solving is supported by the Home Office Together advice, together with a variety of problem-solving models. Beat managers and other staff employed in posts with a problem-solving remit attend a regional one-day Introduction to Crime and Disorder course, which includes problem-solving models.
- Crime reduction initiatives are evaluated during NIM processes. Good practice is disseminated through the divisional commanders operational group, crime users group and a beat managers group. An example is total pattern demand analysis, completed quarterly at level 2. The top 20 repeat demand locations are identified and ranked according to the level of crimes and incidents occurring. The assessment of these hotspots is linked with the QPR process, allowing each BCU to judge the success of reduction tactics and to share best practice. Every crime reduction initiative has a review/evaluation phase written into the planning process.

### **Work in Progress**

- The recently appointed head of the PDU has been tasked with a review of existing crime action plans on burglary and violent crime (including robbery) and to prepare a force-specific action plan on vehicle crime in light of a rising trend. These reviews will take into account best practice and will be completed by June 2006.

### **Areas for Improvement**

- Of cause for concern is the 28% rise in robbery during 2005/06. The force is acutely aware of this and a comprehensive action plan has been introduced at Luton, where most offences are committed. The DCC has held extraordinary performance meetings to regularly monitor this issue as well as vehicle crime, which rose by 6%.
- The approach to problem-orientated policing (POP) is being reviewed through the neighbourhood policing programme board. The intended outcome is a bespoke model for use throughout the force.
- Work is required to ensure that the force is fully utilising all features of the computerised crime management system, especially those relating to the collating of intelligence.
- Although there is evidence of CDRPs carrying out multi-agency crime reduction activity, an opportunity exists to reinvigorate and increase this work when internal restructuring from three to two BCUs takes place.

### 3 Investigating Crime (Domain 2)

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

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

#### National Grade Distribution

Poor	Fair	Good	Excellent
5	17	17	4

#### Contextual Factors

The drugs and serious crime unit (DASCU) is used as a first response to any major crime as an investigation team. The force also has 10 dedicated major incident staff. The major crime policy includes a designated deployment policy for major incidents, providing a scalable and flexible approach to resourcing major incidents, developed in full consultation with divisional commanders and management teams.

The force does not have a dedicated full-time major investigation team. Resilience, despite the presence of DASCU, is a significant issue, with detective resources frequently abstracted from BCUs to staff major enquiries.

#### Strengths

- The national definition of critical incidents has been adopted and there is improved knowledge of it at all levels of the organisation. The critical incident policy and supporting guidance define critical incidents and provide call-handling staff and supervisors with clear direction on action to take.
- The force's strategic assessment lists major crime issues and includes an examination of risks and threats within geographical areas, vulnerable groups and diverse communities living and working in the county.
- Community tensions and issues are monitored weekly through the completion of force and BCU community impact assessments (CIAs). This system is able to identify any rising tension and increased intelligence relating to possible risks or threats. CIAs are used as reference for fortnightly level 1 tactical assessments.
- The force has an established IAG whose members are included in the consultation phase of the weekly CIAs. The process is recorded on a CIA matrix. This process is also used for assessments undertaken following all major crimes or critical incidents and prior to all potentially sensitive firearms or other operations. The force IAG is consulted on all policies to assess the risk of adverse impact on communities.

October 2006

- Major crime investigations follow the national guidance manual, including the criteria for setting up major incident rooms (MIRs), staffing and processes and the use of HOLMES, the national major inquiry support system. Major crime policy directs that reviews will take place after 48 hours, seven days and 28 days, with provision for independent reviews if necessary.
- Comprehensive reviews are carried out, with reports to the DCC, on the performance of major crime investigation teams, including the costs and abstractions of operational officers from BCUs.
- Owing to the relatively low numbers of homicides, the force is able to quickly establish possible links to other homicides, or patterns. A number of Polish nationals have been murdered recently. Although no direct links have been found, research highlighted a vulnerability around this community. This is being actively managed at BCU level, and the community safety department has been tasked to identify specific cultural issues within the Polish community for circulation to officers and staff.
- The force's compliance and use of national intelligence databases is thorough. Kidnap, extortion and injuries databases are available and are used when appropriate. The research database GENESIS is available to all officers and police staff to seek out best practice. Good use has been made of databases and specialist advisers from national agencies in murder enquiries, most recently on Operation Gramme (the discovery of a partial skeleton in Caddington) and Operation Maroon (a missing person who was found deceased in a local lake).
- All critical incidents and major investigations are fully debriefed. A pro forma to assist this process is included on all operation orders and firearms commander's logs. The operations division collates all firearm logs to retrieve best practice. A monthly firearms and public order cadre meeting is held at headquarters, where learning and best practice are shared. All Silver firearms commanders receive a two-day training input annually, where local and national best practice is discussed and learning shared.
- Professional development days are held twice a year in conjunction with the Hertfordshire Constabulary for the senior investigating officer (SIO) cadre, during which learning from all incidents is reviewed and discussed. At a recent development day, a presentation was given by the SIO on a double homicide shooting at Hockcliffe (Bedfordshire) and input provided into the Kennedy protocol and kidnap enquiries.
- Further evidence of learning following feedback is the change in indexing policy following Operation Brindle. Indexing policy and practice has been developed and improved and applied in other enquiries.
- The force currently has a co-ordinator and seven experienced detectives at both detective constable and detective sergeant levels trained for the role of interview adviser. They are deployed to support major investigations.
- Two former officers were employed in 2005 to review all outstanding murder and serious crime cases to prioritise them into those worth pursuing, based on advances in forensic capabilities and prospects of successful outcomes. A recent example is Operation Vehement, the opening of a rape case from 15 years ago after a familial

October 2006

DNA match. This enquiry has now been placed on HOLMES and has an investigation team allocated to it.

- The force has identified the following areas of high-risk policing: investigation of major crime; management of covert human intelligence sources; management of potentially dangerous persons and sex offenders; investigation of vulnerable missing persons; and management of incidents requiring the police use of firearms. All are subject to regular review.
- All members of a cadre of SIOs are accredited following attendance on national training courses. All newly appointed detective inspectors are required to attend an SIO course.
- Investigations are reviewed by the head of crime to ensure that SIOs have the skills required to effectively lead them. There are examples where officers initially called out to lead investigations have been replaced by more experienced SIOs as a result of these reviews.
- The force has call-out rotas 24/7 for all categories of major or critical incident. This includes rotas for chief officers (Gold), senior CID officers, public order Silver commanders, negotiators, SOCOs and the force intelligence bureau. Each BCU has an inspector on duty 24/7 to take immediate command of any serious incident.

### **Work in Progress**

- HOLMES indexers were being centralised from 1 April 2006.

### **Areas for Improvement**

- The force has a small major crime unit but does not have a permanent investigative arm. BCU resources, predominantly detectives or officers from DASCUs, are used to staff major incident teams. The use of such resources has a significant effect on the ability of BCUs to effectively tackle volume crime and on operations against level 2 criminality.
- The feasibility of establishing a dedicated major incident team is currently being considered as part of the divisional amalgamation and restructuring project.
- To meet anticipated demand, the number of interview advisers will be increased to 21 by the end of 2006.
- Although the force does not have contingency plans to deal with vulnerable groups, it does have processes for dealing with tension, threats and impact with regard to groups in its plans for specific locations and establishments, eg Luton Airport and the Arndale Centre.
- There is no effective or formalised succession planning for SIOs, an important issue given the anticipated retirement of experienced staff over the next two years.

*October 2006*

- Although work was carried out in 2005 to review historical undetected murder and serious crimes, there are no longer any dedicated resources assigned to effectively undertake this activity.
- The force does not have a homicide reduction group, although some relevant issues are discussed at the domestic violence steering group. The review of public protection being carried out by the head of crime (see Section 4B) should consider whether this subject should be incorporated into any new structure.

**3B Tackling Serious and Organised Criminality**

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

**National Grade Distribution**

Poor	Fair	Good	Excellent
7	21	13	2

**Contextual Factors**

There has been an increase in level 2 capability following the formation of the DASCU and a dedicated source-handling unit (DSHU). Despite having the DASCU, the force is not able to totally dedicate this resource to level 2 work as the unit regularly provides resources to reactive major investigations.

The Eastern region intelligence unit does not have an operational capability, limiting opportunities with regard to regional operations. These are usually run by consortiums of forces, examples being Operations Movement, Percussion and Eaglewood run between Bedfordshire and Hertfordshire. Other work cannot be resourced at a regional level due to a shortage of level 2 specialist capacity and capability. On such occasions, the force whose area is most affected by the criminal activity will attempt to identify resources to tackle the problem.

Use has been made of Proceeds of Crime Act (POCA) powers, and all but one of the targets set have been achieved or exceeded. To further exploit opportunities under this legislation, consideration is being given to realigning the cheque and plastic card unit (CPCU) into a money laundering team to process suspicious activity reports more effectively.

**Strengths**

- The DCC is chief officer lead for level 2 crime as well as being the NIM champion. He chairs the force TTCG and has a direct involvement in all level 2 decision-making processes.
- The force has well-documented NIM processes. The strategic assessment identifies and documents cross-border-linked series of serious crime affecting the area, such as Class A drug-related organised criminality. In the south of the county, with direct links to Hertfordshire, cross-border issues are reflected in the level 2 control strategy.
- Problem profiles and other intelligence-based analytical products are completed against agreed internal customer requirements. Examples include updated profiles for Operations Navigate (investigation into cross-border car crime) and Himalaya (gun-related criminality) and network charts for Operation Percussion (drug-related

October 2006

criminality and money laundering) to identify criminal networks. Products are circulated to regional analysts and the Serious Organised Crime Agency.

- Organised, serious and financial crime is reflected within the force's policing plans, together with a range of objectives and targets, eg to increase the number of POCA seizures.
- Regional and force level 2 requests are fed into the level 2 tasking process via the tactical advisory group (TAG). The TAG comprises specialists from covert operations, financial investigation, criminal investigation, crime reduction and community policing and advises on prevention, intelligence and enforcement tactics for endorsement or otherwise by the force TTCG.
- The force intelligence bureau (FIB) has been restructured into a desk-based bureau, with desks assigned to specific areas of criminality. This has enhanced the identification of level 2 problems and targets and ensured that level 2 intelligence from the DSHU is properly assessed and developed.
- A co-located joint intelligence cell (JIC) has been created with HM Revenue & Customs (HMRC) and the Immigration Service at Luton Airport. There is regular intelligence exchange at the restricted level and daily co-operation between the three agencies involved. There are a number of examples of operations jointly conducted by the JIC, including work on private flights operating out of the airport and working with HMRC on cash seizure operations.
- The PA and force continue to invest to tackle level 2 crime. Several technological enhancements have been purchased and installed to support covert policing.
- A training needs analysis has been carried out on DASCUs officers, resulting in them all receiving advanced driver and surveillance training. New members are currently receiving training on regional courses. Specialist training, such as test-purchase management, has enabled test purchasing to be used as a tactic in the drug strategy. A competency-based recruitment process has been introduced that tests potential ability within the surveillance arena, thereby reducing future failure on the national courses.
- The force has its own technical support unit, and tracking equipment has been funded from efficiency savings. Other forces in the region assist with technical support and equipment when required.
- The force has an officer assigned to a witness protection post, which is contained within the sensitive policing unit (SPU). All BCUs have dedicated witness care units. Where a witness protection issue arises, the witness is removed to a place of safety by BCU officers, an SIO is appointed and a case conference with the Crown Prosecution Service (CPS) arranged. Other relevant agencies such as social services and housing associations are also contacted when applicable to assist in the care of any such witness.
- The financial investigation unit (FIU) currently has six financial investigators (FIs). FIs are located in the FIB, DASCUs and special branch. The CPCU provides additional capacity for financial investigation. A training package has been delivered to custody staff and stage 7 probationers to increase awareness of opportunities for

October 2006

both asset recovery and crime detection available within the legislation. FIs have been attached to a number of murder enquiries and level 2 operations.

- During 2005 the force exceeded all but one of its targets set for POCA and level 2 criminality. It achieved three cash forfeitures against its target of two, equating to £39,000 against a target of £29,000. Against targets set for confiscations it achieved 16, against a target of 12. The £218,000 confiscated fell just short of the £250,000 local target.
- The force received £23,000 from the incentivisation scheme during the last financial year and it is estimated it will receive in the region of £80,000 in 2006/07.
- Custody records are monitored by the economic crime unit to ensure that any significant amounts of cash have resulted in POCA-related activity by the arresting officer or custody sergeant.
- For level 2 operations, an evaluation template has been developed. It measures the hours deployed on operations and any other significant costs against the outcome in terms of arrests or recoveries and any disruption of criminal activity. Operations carried out by 'Q' division units are subject to quarterly performance review.
- In response to the 2005 baseline assessment, the force has ensured that the various departments responsible for level 2 issues have been better co-ordinated in their approach. The director of intelligence, now 'red-circled' from SIO duties, is responsible, through the appropriate tasking and co-ordination meetings, for ensuring that packages are both raised and actioned at levels 2 and 3. This ensures that intelligence gathered by the DSHU is appropriately developed and actioned.
- The desk-based capability within the FIB has added to better identification of levels 2 and 3 targets. Every BCU has a system in place by which to action 'hot intelligence' from the DSHU.
- Osman warnings are fully documented within risk assessments undertaken in areas such as DSHU, witness protection, firearms operations or gun-related crime and within murder investigations.

### **Work in Progress**

- As the result of an initially slow take-up of the Proceeds of Crime Act, a detailed action plan has been introduced and is monitored by the DCC. A number of actions have already been signed off.
- From 1 April 2006 the FIU will be dedicated to targeting level 2 criminality. Each BCU will also have a dedicated FI to address level 1 financial investigation issues.
- The force has an intelligence function action plan, and the director of intelligence will be reviewing compliance with NIM2 minimum standards during 2006.

### **Areas for Improvement**

- Although resources are provided in the form of the DASCUs, they are not protected purely to carry out proactive work on level 2 criminality. DASCUs staff are regularly abstracted to resource major incidents.
- The detective inspector (intelligence) has been managing the DASCUs for some time owing to the regular abstraction of the unit head, who has been engaged on two separate murder enquiries. This further highlights issues of resilience.
- The force does not use a structured scoring system to commission level 2 work but bases decisions on judgements around five key issues: relevance to objectives, likelihood of success, probable impact of success, cost and risk. This could relatively easily be transferred into a matrix system.
- The FIU is seeking to employ a business support officer with funding from the incentivisation scheme.
- The force has yet to completely map out organised crime groups in the county. Although the process has commenced, there is still a way to go until a comprehensive picture is available.
- Fraud investigation capability and capacity is minimal. Large-scale frauds such as Operation Percussion have been referred to the City of London police and the Serious Fraud Office.

**3C Volume Crime Investigation**

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

**National Grade Distribution**

<b>Poor</b>	<b>Fair</b>	<b>Good</b>	<b>Excellent</b>
<b>3</b>	<b>20</b>	<b>16</b>	<b>4</b>

**Contextual Factors**

The sanction detection rate changed very little in 2005/06 (compared with a rise nationally), and Bedfordshire ended the year just below the MSF average, with a rate of 23%. Significant effort has been put into increasing detection rates, and officers and police staff are acutely aware of the drive to improve on performance in this area.

Sanction detection rates in 2005/06 were: burglary dwelling 17%, an increase of 1%; violent crime 41%, no change; robbery 19%, a decrease of 3%; and vehicle crime 8%, a decrease of 4%.

There are issues around resilience among trained detectives in the force, with a consequent effect on performance. During 2004/05 abstraction of detectives from BCUs (to force-led major incidents) varied from 35% to 44% at any one time.

There is no complacency about the comparatively low sanction detection rate, and a higher target, 24.5%, has been set for 2006/07.

**Strengths**

- The DCC is the chief officer lead for investigating crime and has taken personal ownership of performance relating to sanction detections.
- The DCC chairs the level 2 TTCG and divisional commanders operational group (DCOG) meetings. The performance review process has been enhanced and now includes daily performance reporting, weekly target achievement assessment and monthly executive reporting. Sanction detection performance is a key element of the QPRs held by the DCC with BCU commanders.
- During November 2005 the DCC visited all three BCUs where he spoke with constables, sergeants, inspectors and chief inspectors about individual performance and roles in crime investigation. He used their performance figures and live crime reports to explore with them areas for development and improvement.

*October 2006*

- Owing to concerns around sanction detection performance, the DCC held extraordinary meetings during the first quarter of 2006 with BCU commanders to further probe where performance could be improved.
- The force has a comprehensive and up-to-date crime strategy. It is supported by a crime policy document and contains guidance and clarity around rank and role accountability within the following processes: crime investigation; crime disposal; the crime audit process; the investigation of sexual offences and the NCRS.
- A structured NIM-based approach has now been introduced on all territorial BCUs and at level 2 TTCG meetings. Strategic and tactical assessments are produced in accordance with NIM principles.
- Additional resources in the form of three desk officers have been placed within the intelligence function throughout the BCUs and at level 2.
- Bids for the use of specialist resources to support BCUs in tackling volume crime are made at fortnightly tasking meetings. Examples of support for local crime investigations include the use of automatic number plate recognition (ANPR) and Operation Haunch (drug dealing) at Bedford and Operation Antedate (ASB) at Luton.
- With the introduction of the crime recording unit in April 2005 and subsequent changes in procedures in the reporting of crime (electronic and telephonic reporting), an updated crime reporting policy has been introduced. The new policy has been circulated to all staff, together with training packages, and is accessible on the force's intranet.
- Since the introduction of the new crime recording system, a crime management steering group has been formed. It has forcewide representation and ensures that policies and procedures are followed to corporate standards.
- At the start of 2006, following an audit of compliance with the NCRS, Bedfordshire was graded by the Audit Commission as Excellent for data quality and Good for management arrangements. An action plan has been agreed between the PA and the Audit Commission, with monitoring by the force inspectorate.
- Two audits were carried out in 2005 to identify improvements since the introduction of the crime recording unit. Both showed that since the introduction of the unit and the new crime recording system, there has been an improvement in crime recording processes.
- The force has publicised POCA, emphasising the need to fully use the legislation and the potential impact on criminal activity. FIs have briefed all operational teams and produced hardcopy and electronic guidance circulars. A training package has been delivered to all custody staff and probationer constables.
- From 2005 dedicated FIs have been based on BCUs, providing instant support and investigative guidance. Each BCU has compiled a POCA strategy, which is widely circulated and displayed at key locations. Custody detainee checklists highlight the need for automatic POCA consideration at the time a suspect is first brought into custody. In 2005 the force exceeded its targets set for POCA (see Section 3B).

### **Work in Progress**

- A review of crime management processes has been initiated, including a post-implementation review of the new crime management system, and findings will be reported in June 2006.
- To enable full exploitation of POCA, the FIU has developed an action plan to identify and target areas where the legislative powers can be used.
- An ANPR steering group was to be established by the end of June 2006 to drive continuous improvement.

### **Areas for Improvement**

- The force does not have minimum standards of investigation for the priority crimes of burglary, robbery, vehicle crime or violent crime.
- In recognition of the need to develop officers' skills, a programme of improving investigative interviewing is under way, starting with level 5 and focusing on supervisors. A training needs analysis has been completed and a programme of tiered interviewing capability has been structured into the costed annual training plan.
- The force has decided to train all 'professionalising the investigative process' (PIP) assessors to A1 standard using an 'e-portfolio', to provide resilience in other business areas and consistency. This will provide the force with 100 fully accredited PIP investigators, including SIOs, in the prioritised areas of CID and the roads policing unit by the end of 2006.
- The NCPE volume crime management model is to be adopted as part of the BCU amalgamation project.

**3D Improving Forensic Performance**

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

**National Grade Distribution**

Poor	Fair	Good	Excellent
3	16	21	3

**Contextual Factors**

SOCOs are based on BCUs but are line managed by the head of scientific services and tasked through the headquarters-based forensic resource management unit (FRMU). A conscious decision has been taken to ensure that scientific support department (SSD) staff are deployed according to demand, and although SOCOs are predominantly tasked within their BCU area, they can be tasked forcewide if necessary.

The Bedfordshire SSD was the first of any force’s in England and Wales to trial modern technology to present high-definition, 360 degree images of crime scenes using R2S crime imagery camera equipment.

The fingerprint bureau is also the first to implement a remote mark transmission system from SOCOs and is one of only three in the country to invest in a semi-integrated palm searching system. The whole of SSD has been accredited with International Standards Organisation (ISO) standard 9001-2000 for three years.

The force has undertaken feasibility studies into co-locating all of its scientific support at one central site, but progression of this issue was delayed as force mergers were a possibility. Instead, the imagery function will be moved to a new building at headquarters.

For the year 2005/6 Bedfordshire attended more burglary and vehicle crime scenes than the MSF average. Because of the high number of scenes attended, fingerprint and DNA recovery and conversion rates are in line or in some cases below MSF average.

**Strengths**

- The DCC is the chief officer lead for scientific support services, with the function incorporated into the QPR process. He also has regular meetings with the scientific support manager (SSM) to discuss key aspects of performance reported in the monthly SSD performance booklet.
- SSD has a documented vision, strategy and supporting business plan that are regularly reviewed and updated as appropriate.
- Performance is also reported to the force’s forensic steering group, which is chaired by the SSM. The group includes BCU crime managers, the detective chief inspector

October 2006

(intelligence), principal SOCOs, the principal fingerprint officer, the imagery manager, the forensic submissions manager, the SSD performance manager, the crime recording manager and a representative from the IT department.

- The force forensic strategy group (FFSG) has been responsible for improving performance, an example being a review of forensic processes involved in investigating residential burglaries. The result has been a reduction in the time between offences being reported and fingerprint identification or DNA hit finalisation.
- The force has appointed a forensic submissions manager and implemented a central submissions policy, in order to better understand, monitor and evaluate the impact of forensic submissions and the effect on detections.
- Detailed benefit analysis has been carried out on the forensic budget in terms of external suppliers of services, as a result of which processes surrounding submissions have been adjusted. Savings from forensic submissions have amounted to £120,000 without detriment to performance.
- The SSD provides clear guidance on the taking of DNA samples and fingerprints through regular attendance at the custody officer forum. Guidance on the taking of DNA and fingerprints is delivered at various stages of probationer training by SSD staff and the FSS. Further information is available on the intranet, and the processes are built into the SSD ISO standards, with the whole of scientific services now being accredited.
- Failure analysis is in place, particularly around samples taken in custody suites. A report of all DNA failures requiring corrective action is delivered monthly to nominated personnel on divisions and via the monthly performance booklet. The report identifies individual officers and is used by BCUs to take corrective action.
- The SSM sits on the force TTCG, and the principal SOCO (intelligence) sits on the force TAG. This enables scientific services to play a key role in the development of strategic and tactical planning. The role of the 'key group', consisting of the DCC, head of crime and the SSM, is to ensure throughout the whole process that scientific services are used effectively as a frontline resource to support level 1 and level 2 activity.
- The principal SOCO on each BCU is a standing member of the BCU tactical briefing, attends the daily NIM meetings and briefs the meetings on the outcomes of scene analysis.
- DNA samples are taken and loaded from all police officer recruits at stage 3 of their training.
- A best value review of forensic science was completed in the last quarter of 2004/05, leading into the Home Office-sponsored scientific work improvement programme (SWIM). The recommendations from both reviews have been incorporated into the corporate improvement plan.

*October 2006*

### **Work in Progress**

- The SSD was leading on the introduction of a skills development plan for SOCOs to be in place by 1 April 2006.
- The issue of guidance for footwear analysis is on the agenda of the FFSG, and the force is awaiting national guidelines. Bedfordshire is a member of the national steering group and has just completed a pilot study at one BCU. The results of the pilot are encouraging and the process is being rolled out to the remaining BCUs.
- A forensic strategy to support intelligence-led operations is being developed by the SSD. Implementation is planned for summer 2006.

### **Areas for Improvement**

- Accommodation used by SSD staff on BCUs will be refurbished at a cost of £500,000 during 2006/07.
- The SSD, in conjunction with the Home Office, has produced an in-house DVD entitled 'Getting it Right, Getting Results: An Officer's Guide to Scientific Services', which details many of the forensic processes that aid the investigation and detection of crime. The intention is for every officer to be provided with a copy. Already distributed to probationer officers, it will be circulated to all staff in 2006.

**3E Criminal Justice Processes**

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

**National Grade Distribution**

<b>Poor</b>	<b>Fair</b>	<b>Good</b>	<b>Excellent</b>
<b>0</b>	<b>15</b>	<b>27</b>	<b>1</b>

**Contextual Factors**

Bedfordshire has demonstrated improvements in the area of criminal justice, with both local and national Home Office target projections showing it will achieve its 2005/06 targets for the number of offences brought to justice (OBTJs).

The ACC has led changes to the criminal justice (CJ) system and restructuring of the local criminal justice board (LCJB). The restructure has allowed development of a new suite of targets that was expected to be endorsed by partners during spring 2006. As part of the process a consultant was employed by the force to review and update all CJ policies.

Bedfordshire Police has a small centralised administration of justice department (AJD), predominantly concerned with policy and performance monitoring; delivery of all other functions has been devolved to BCUs. The issue of complete centralisation of CJ remains under review pending the restructure of the LCJB and the introduction of the national computer system for custody and case preparation.

**Strengths**

- The ACC is the chief officer lead for criminal justice, and the Chief Constable chairs the LCJB. The ACC also sits as a non-voting member of the board and takes the lead responsibility in LCJB joint performance issues.
- A bi-monthly CJ programme board consisting of senior police and CPS representatives (chaired by the ACC) has been established. The group operates at a level where it has governance of the key reviews and projects that will improve performance in the AJD. The reviews and projects are concerned with delivering 'step changes' in improvement and also implementing national initiatives. The board provides vision and leadership in setting and maintaining strategic direction via the authorisation, planning and delivery of a portfolio of CJ projects.
- The force has successfully migrated from shadow charging to statutory charging (whereby the CPS decides whether to charge suspects except in minor cases) following a readiness assessment in January 2006.

October 2006

- CJ strategy, policies and guidelines can be accessed via the force intranet, which has a dedicated CJ page providing a ready reference to key issues. The AJD also produces a monthly newsletter to share new legislation and procedures, as well as discussing matters of interest. A series of seminars have been held to publicise changes in legislation.
- The joint performance management group (JPMG) process is chaired by BCU superintendents. The performance management information presented to the LCJB focuses on 12 key processes that drive OBTJ performance, including police volumes, the quality and timeliness of case files, CPS backlogs, and court room utilisation.
- Analysis of performance against the LCJB delivery plan and targets is conducted internally by the performance unit and by the LCJB analyst. An example of proactive analysis is the reduction of outstanding warrants following a report to the delivery group and subsequent management response.
- Following the recent publication of the ACPO manual *Safer Detention and Handling of Persons in Police Custody*, a gap analysis has been conducted that indicates 90% compliance. A project led by the AJD has been introduced to ensure full compliance by the implementation date. Every custody suite within the force is equipped with a PNC terminal.
- To improve healthcare provision in custody, a new contract for forensic medical examiners has been agreed with a consortium. Luton BCU has established a protocol with NHS Direct to provide treatment to detainees who have minor medical conditions.
- The force has seconded an officer to the Luton youth offending team (YOT) and two officers to the Bedford YOT, in addition to contributing £100,000 per annum. Officers are managed by the teams and are not subject to abstraction by the force for other duties. Further support is provided by the AJD and the community safety department regarding policy over youth issues, the latter having a dedicated community relations and youth issues adviser.
- The PA and force conducted a best value review of victim and witness care, which concluded in early 2005. Several recommendations have been implemented, including training for all officers, production of a victim care DVD, the introduction of customer service managers on each of the BCUs and the introduction of victim care packs.
- There was ongoing work on the communications and training strategy to ensure that the force was fully ready for the implementation of the victims code of practice by 1 April 2006. Witness care units have been established at BCUs under the provisions of 'No Witness, No Justice'. Staff within the units have received awareness training and have been trained in special measures.
- The PNC compliance strategy and action plan is reviewed at each meeting of the crime management steering group (CMSG), chaired by the detective chief superintendent, who has forcewide responsibility for crime and PNC issues. The CMSG also acts as the PNC steering group.

October 2006

- The force introduced a 24-hour bureau for crime recording, PNC inputting and searching, and disclosure in April 2005. Benefits include operational officers having 24-hour access to important PNC search facilities.
- A positive relationship has been established with the courts, and a member of the CJ team sits on the CMSG. Actions are dealt with through the CJ partnership forum. The force is achieving an average of 86.9% of all arrest summons details being entered onto the PNC within 24 hours, an increase of 2% over the previous year. The input of court results is 80% within seven days, a slight reduction on 2004/05, but the long-term trend is one of improvement.
- To enable the force to effectively capture information, a Phoenix logger was developed, which measures the quality and timeliness of Phoenix source documents and court resulting. These details are considered at each CMSG meeting. All Phoenix records are 'key worded' together with all major crimes, and the back record conversion of distraction burglary offences is completed. The input of postcode data, at 97%, is the best in the country.

### **Work in Progress**

- Various aspects of case file quality and trial effectiveness, particularly during the summer period, have been identified for improvement and are being addressed.
- The AJD is currently reviewing the proposed obligation to the police under the 'Witness Charter' and 'Rebuilding Lives of Victims' green papers. Although consultation papers, best practice identified from these documents will be introduced in 2006.

### **Areas for Improvement**

- A joint police/CPS review is to take place of the Luton criminal justice unit and trials unit. The review will also examine issues surrounding joint use of the CPS IT system, particularly the cost involved in allowing access to all police officers.
- The problems identified in the 2005 baseline assessment regarding overflow prisoners, particularly at Luton, have been partially addressed by implementing recommendations from the best value review of offender handling and a review of long-term custody needs. Current policy in Bedfordshire is for single occupancy of cells. Cell capacity issues could be eased if the force were to enhance risk assessments of detainees to allow double occupancy of cells where appropriate.
- The community relations and youth issues adviser is updating the youth strategy 2003–06 in consultation with CJ partners. A significant strand of the new strategy will focus on consultation with youth groups, particularly those from visible ethnic minorities and other hard-to-reach groups.

## 4 Promoting Safety (Domain 3)

### 4A Reducing Anti-Social Behaviour (ASB)

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

#### National Grade Distribution

Poor	Fair	Good	Excellent
0	8	35	0

#### Contextual Factors

Bedfordshire has made progress in its efforts to reduce ASB and the public perception of ASB. In September 2005 survey results reported that the percentage of respondents in Bedfordshire perceiving a high level of ASB fell by 1.2% (an equivalent reduction to that seen in the rest of its MSF).

The force has established co-located multi-agency ASB units and has strong partnerships with local councils to combat ASB. The community safety department (CSD) has the corporate overview of ASB and has produced a draft ASB strategy, for ratification in spring 2006.

The CSD has a strong relationship with the local Government Office and the Together academy and has arranged for in-force training for officers by members of the academy. Community and neighbourhood issues on ASB are standing items on all levels of NIM meetings, demonstrating the force's commitment to tackling ASB.

#### Strengths

- The ACC is the lead for ASB, providing strategic direction as chair of the safer neighbourhood policing initiative.
- BCUs are held to account for ASB performance via the QPR process chaired by the DCC. Data relating to ASB is examined, including interventions and areas of high repetitious demand.
- The CSD has produced a paper on best practice entitled 'Application of the Anti-Social Behaviour Act 2003 to Disrupt Criminal Behaviour', which has been circulated to practitioners and divisional command teams. The force has a policy and guidelines for ASB and the anti-social use of motor vehicles.

October 2006

- The force responds to ASB through NIM processes, and ASB is contained in BCU tactical assessments. It also features as a standing item at daily tasking and fortnightly level 1 TTCG meetings.
- At a force level, partners are engaged in tackling ASB through local area agreements (LAAs). At a divisional level BCU commanders engage partners through local strategic partnerships (LSPs) and the respective CDRPs, both of which are made up from partners including private industry and voluntary organisations. Each of the force CDRPs has an ASB co-ordinator funded by the Home Office.
- The force uses a range of powers and tools to tackle ASB and uses an incremental approach, with acceptable behaviour orders being initiated as a first response and ASBOs only following once this approach has failed.
- The force has two dispersal orders in place. Their introduction and subsequent renewals were achieved following extensive research and community consultation. The force is also using powers concerning the anti-social use of motor vehicles.
- The majority of community intelligence is gathered by SNTs and is recorded on the force intelligence system (MEMEX).
- In Luton BCU a strong partnership exists between the BCU commander and the chief executive of Luton Borough Council to tackle ASB ('Fly the Flag'). An ASB taskforce comprising the divisional partnership officer, ASB co-ordinator, nuisance tenancy enforcement group, community safety officer and youth offending / quality of life and crime reduction manager has been established to further the aims and objectives of this initiative. The team is co-located and jointly funded by the force and Luton Borough Council. The BCU has also funded five community safety co-ordinators who work directly with the SNTs.
- In Bedford BCU the North Bedfordshire CDRP ASB co-ordinator is located in Greyfriars Police Station as part of the community and partnership team. In Mid Bedfordshire the officer works from the council office. The post holder plays a key role in the link between the police and partner agencies and is responsible for processing Acceptable Behaviour Contracts, ASBOs and dispersal orders. Close ties have been formed with beat managers, CSOs, housing associations and street rangers.
- The Home Office's Together advice is used as a foundation for multi-agency problem solving. Beat managers and other staff employed in posts with a problem-solving remit attend a regional one-day course. The course includes problem-solving models, including the scanning, analysis, response, assessment (SARA) and problem analysis triangle methods, which are used within the force.
- The CSD has held two Together action days, when a tutor from the Together action team delivered training on evaluating current problems and sharing of good practice to divisional and partner staff.
- All beat managers and CSOs have access to the operational information system (OIS) command and control system as well as NIM products to ensure effective deployment and sharing of information to partners.

- The force has data-sharing protocols in place with all of its partners.
- Luton BCU has an ASB strategy which was introduced during 2005.

### **Work in Progress**

- A draft ASB strategy has been written and should be formally adopted during spring 2006.
- A steering group has been established to develop the 'Citizone', a joint partnership ASB data collection and analysis system to be accessible by partners and members of the community.

### **Areas for Improvement**

- The force is developing a bespoke CSO and neighbourhood officer training package. It will feature elements of the CENTREX NP training package and best practice from the national NP project team.
- The three CDRPs in Bedfordshire will be using a new data warehouse for collecting multi-agency data later this year. Collators and analysts will have responsibility for producing problem profiles, including those for ASB. National Standards for Incident Reporting (NSIR) ASB definitions will be adopted in order to standardise reporting from all partners.
- The NP programme board is developing a bespoke problem-solving model for the force and partners.

**4B Protecting Vulnerable People**

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

**National Grade Distribution**

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

**National Position**

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

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

**Contextual Factors**

This framework replaces two frameworks used in 2005, those on ‘reducing and investigating hate crime’ and ‘crimes against vulnerable victims’; these covered hate crimes (predominantly racially motivated), domestic violence and child protection. Following consultation with practitioners and ACPO leads, a single framework was introduced for 2006 with four components: domestic violence, child protection, the management of dangerous and sex offenders and vulnerable missing persons. (Hate crime is captured in framework 1A.) It is therefore inappropriate to compare this framework with last year’s results; the direction of travel reflects HMIC’s judgements about changes in domestic violence and child protection and the work that forces could evidence in the other two areas.

The four areas are discrete but share a common theme: they deal with vulnerable victims where there is a high risk that an incident can quickly become critical and where a poor

October 2006

police response is both life threatening and poses severe reputational risks for the force. For this reason, the grade is an overall grade that is capped at the level of the weakest area of performance. Aggregating four components to a Fair grade – which is defined as being an acceptable level of service – when HMIC (and in many cases forces themselves) recognises that at least one area merits a Poor grade would be unsafe. This does not mean that other areas arouse similar concern.

The grading process outlined has identified that an acceptable level of service is provided in Bedfordshire for all functions except domestic violence (DV).

Prior to assessment, the force had already identified a need to improve on DV and subsequently commissioned a comprehensive review. Key findings are summarised below as work in progress.

The force is confident that it will deliver the required improvements during 2006 and raise the level of service for DV to that of the other functions categorised under protecting vulnerable people.

## **Strengths**

### ***Child Abuse***

- The DCC is the chief officer lead for child abuse investigations, public protection, domestic violence and missing persons. The DCC also sits on the Bedfordshire DV chief officers group. The ACC takes the partnerships lead with the local safeguarding children board and ensures linkage to LSPs and LAAs for community safety.
- Bedfordshire employs a multi-agency approach to the management of vulnerable persons. Officers and staff from chief officers to investigators are actively involved with partner agencies and clearly dedicated to protecting the vulnerable.
- The head of crime sits on both of the county's local safeguarding children boards and is co-chair of the MAPPA strategic management board.
- At a practitioner level a number of subgroups are in place, attended by members of the crime services division specialist teams (the serious sexual offences team, public protection unit and child abuse investigation unit)
- The child abuse investigation unit (CAIU) provides extensive data on a quarterly basis to the head of crime covering performance of the team in relation to cases undertaken, crimes recorded and type of disposal. Data is also supplied regarding personal performance and available hours for each team member. The head of crime conducts one-to-one quarterly reviews with CAIU supervisors to identify good practice and to set action plans for areas where development or additional work has been identified.
- The force uses the case administration tracking system (CATS) to effectively monitor and manage individual caseloads. All referrals are input through the referral desk. This allows the supervisors to monitor individual workloads and, by continually reviewing all entries, to monitor the quality and timeliness of the case investigation.

October 2006

- Evidence that this framework is used to improve procedures comes from a review of the caseload of live enquiries, which identified that the workload was 50% higher than advised by a national formula. This resulted in an increase in the establishment of investigation officers, as well as identifying good practice.
- All new staff undertake the Centrex 'investigating child abuse' foundation course on appointment to the department. The LSCB training sub-group co-ordinator also provides training courses and the department uses this link to multi-agency training as a key part of ensuring that all officers are qualified in 'achieving best evidence'.

### **Domestic Violence**

- The investigation of DV is undertaken by dedicated teams situated at each BCU. Quantitative and qualitative performance indicators are in place and reported to divisional command teams. DV features within the DCC's QPR process.
- The Luton domestic violence unit (DVU) has introduced a domestic incident risk factor identification booklet. This booklet should be completed by attending officers for every domestic incident and incorporates information required by DVUs and requires officers to identify any of the recognised six high risk factors.
- The booklet also incorporates a tear-out information page that is given to the victim. This page contains details of support agencies and relevant helpline telephone numbers. If a case is identified as 'high risk' a comprehensive risk assessment is carried out along with an individual victim safety plan. Referrals are also made to other agencies and intervention strategies put in place.
- Arrest rates for DV incidents where a power of arrest existed increased from 71% in 2004/5 to 78% in 2005/6.
- The new crime recording system, CMS2, introduced in April 2005, allows for more effective monitoring of domestic-related crimes and shows that for the quarter ending December 2005 the force had a domestic violence detection rate of 65%, compared with 56% in the previous quarter.

### **Public Protection**

- The force is well represented at all levels of MAPPAs meetings. The head of crime co-chairs the MAPPAs strategic management board, along with the assistant chief probation officer.
- At local practitioner group meetings BCU detective inspectors, specialist public protection officers and, when appropriate, the officers in charge of specific investigations represent the force. The force jointly funds, with the Probation Service, the posts of MAPPAs co-ordinator and assistant.
- Force MAPPAs arrangements comply with guidelines set out in probation circular 54/2004. All members of the centrally based public protection unit (PPU) and partners have a clear understanding of their roles, remits and responsibilities under MAPPAs. Awareness of public protection and the role of the PPU for non-specialist officers is achieved by regular articles in forcewide publications, on the intranet and via probationer and divisional training inputs.

October 2006

- The PPU has a comprehensive business plan and objectives, which are reviewed quarterly by the DCC and the head of crime within the force performance review. MAPPA issues are co-ordinated by the PPU.
- Following a review of workload, the force has taken steps to increase the number of staff attached to the PPU. Members of the unit receive relevant training for their roles identified via their role profiles and through PDR reviews. Officers have taken part in joint agency training programmes, and training is also provided to members of the unit by the LSCB's appointed training officer.
- All specialist officers involved in investigating serious sexual and vulnerable adults offences have been trained and accredited in 'achieving best evidence'.

### **Missing Persons**

- The current missing persons form contains guidance and a matrix clearly outlining the criteria for risk assessment, which is supported in greater detail by the missing persons policy. A clearly defined review policy is in place. All BCUs now have a missing persons co-ordinator in place to ensure consistency and continuity across the force.
- All missing persons are reviewed daily at NIM tasking meetings. All reviews are documented on both the paper-based reports and the OIS, with appropriate action plans to include, where necessary inter-agency responses, ie social services and Department of Health.

### **Work in Progress**

- Recognising the importance of having robust processes and procedures in place, the force carried out a comprehensive review of DV in January 2006. A number of areas were identified, including a lack of a force-level strategy, specialist staff being diverted to other work, a backlog of risk assessments, lack of consistency across units in processes and procedures, and a need to develop training. All recommendations have been adopted, and progress is being made under the DV strategy steering group.
- The DV risk factor booklet as used in Luton BCU is to be implemented forcewide.
- Access can be gained to the child protection register outside office hours only through the social services emergency duty team. Work is under way to make this information available to the single point of contact in the FIB and local intelligence office.
- The force currently has a BCU-based paper system for the recording of missing persons, with the force command and control system used to back up the process. In May 2006 a new IT-based system and associated policy and procedure will be introduced and will enable the force to comply with the latest NCPE best practice guidelines.
- The ACC is currently working with partners to formalise a multi-agency risk assessment conference (MARAC) approach for all aspects of public protection.

**Areas for Improvement**

- The force recognises that systems and processes need to be more joined up across the various fields under protecting vulnerable people, ie child and adult abuse, DV, management of sex offenders and missing persons. The head of crime has recently been tasked with carrying out an overarching review of these functions, which will be reported in autumn 2006.
- DV structures are to be aligned with the child abuse structures already in place, and a multi-agency DV strategy is being written in consultation with partners.
- Specialist DV staff do not provide cover during weekends.
- The force has identified that improvements can be made in the area of missing persons and it is forming a dedicated vulnerable adults unit to incorporate this field of work.

## 5 Providing Assistance (Domain 4)

### 5A Contact Management

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

#### National Grade Distribution

Poor	Fair	Good	Excellent
1	18	20	4

#### Contextual Factors

Bedfordshire has a centrally based CHC forming part of the operational support division (G division).

The CHC has incorporated all national recommendations on call-handling standards into its policies and working practices and all 12 modular areas of the National Call Handling Standards (NCHS) have been implemented.

The force has invested in the 'Blue Pumpkin' IT system to enable it to match its resource requirements against demand and ensure that best use is being made of its resources.

In October 2005 the force was graded fourth highest in England and Wales by HMIC for 999 calls answered within time. Complaints have reduced during the year, with expressions of appreciation outweighing complaints by seven to one.

During 2005/6 95.8% of 999 calls were answered within the 15 second target time.

In the same period 90.6% of non-emergency calls were answered within the target time of 30 seconds (a 10% improvement over the previous year).

The force has recently reviewed opportunities as well as the impact of the SNEN and has subsequently decided to participate in wave 3 of the SNEN.

#### Strengths

- The DCC is the chief officer lead for call management and accessibility. CHC performance is scrutinised during monthly divisional operational performance meetings as well as by the DCC during QPRs.
- The force has a costed contact management strategy that closely links into the force's local policing plan. The strategy uses NCHS and the *First Contact* thematic inspection as benchmarking points. Gap analysis has been undertaken and has resulted in action plans for the CHC.

October 2006

- The force HR strategy effectively supports the contact management strategy.
- Demand is measured in real time, hourly, daily, monthly, quarterly as well as annually and modelled or predicted within these timeframes. Resource requirements are plotted and matched against the resource management tool, Blue Pumpkin, and then quality checked through cross-referencing against incident creation data.
- The CHC compiles a database of repeat callers for BCUs to improve the delivery of service to customers and to manage demand more effectively.
- The automatic vehicle location system is used for the more effective allocating and despatching of resources.
- External and internal customer feedback, in addition to CHC employee feedback, is regarded as key to CHC development. The force runs satisfaction surveys, each logged with an incident number. Results are fed back to the CHC for remedial action as appropriate. Feedback is used to inform individual or centre needs, eg additional training.
- The CHC holds external customer focus groups and carries out telephone satisfaction surveys. Feedback is used to identify ways in which to improve customer care.
- The CHC operates a staff improvement work stream drawing on feedback from staff, including management issues, working environment and service improvement. Staff exit interview responses are also fed into this process.
- Representatives of the CHC also attend public meetings to understand community needs and inform change.
- To improve service and accessibility the CHC operates Language Line, Minicom, SMS texting and email.
- Contact management disaster recovery and continuity plans are in place and were tested during an exercise in August 2005. The CHC fallback centre is regularly checked for operational readiness.
- The CHC is supported by dedicated training resources, a resource manager, an IT administrator, a performance analyst, local intelligence officer and HR professionals.
- The CHC has its own approved variable shift agreement to meet the needs of the organisation and take into account staffing issues. Training, through dedicated training days, is focused on customers', operational and organisational needs.
- Posts are filled immediately by recruiting in advance of predicted vacancies, with four induction programmes per annum. These include positive action recruitment, including postcode targeting in specific areas to increase the number of applications and an information evening to manage the expectations of potential recruits.

*October 2006*

- Sickness within the CHC has reduced owing to more robust management by supervisors of the force's sickness management policy as well as the range of improvement initiatives outlined above.

### **Work in Progress**

- As highlighted above all elements of the NCHS and recommendations from 'First Contact' have been implemented except the use of the BT Eisec enhanced caller location system which the force is currently reviewing.
- A booking appointment system is being trialled with BCUs to improve customer service.

### **Areas for Improvement**

- The CHC uses caller line identification and is currently considering upgrading to an enhanced information service for emergency callers. This will provide BT subscriber details or the vicinity of mobile phone users. Introduction will depend on cost as well as the operational reliability of the system.

**5B Providing Specialist Operational Support**

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

**National Grade Distribution**

<b>Poor</b>	<b>Fair</b>	<b>Good</b>	<b>Excellent</b>
<b>0</b>	<b>23</b>	<b>19</b>	<b>1</b>

**Contextual Factors**

The operational support division (G division) provides specialist support through the roads policing, firearms, dogs and air support units and the contingency planning team.

The NCPE capability assessment and action plan are being used to progress the force to full compliance with the Home Office’s code of practice on the police use of firearms and less lethal weapons, the ACPO manual of guidance on the police use of firearms and the national police firearms training curriculum.

In February 2005, the firearms support unit (FSU) was created from the amalgamation of the firearms team (operational support unit) and the armed response unit.

Providing operational support is a strong area for the force. The overall grading would probably have been higher had it not been for a significant area for improvement identified during the time of assessment, namely the need to ensure the regular review of contingency plans. Steps have already been taken by the force to address this specific point.

**Strengths**

- The DCC is the chief officer lead for firearms, public order and civil contingencies. The DCC also chairs the Bedfordshire and Luton local resilience forum (consisting of representatives from the emergency services as well as partner agencies).
- The force has a firearms strategic risk and threat assessment, which is reviewed regularly and will be updated to reflect national guidance when available.
- In February 2006, all firearms-related policy and procedures were reviewed and amalgamated into one document that includes best practice and guidance to all firearms practitioners. The Bedfordshire Police *Use of Firearms Manual* underpins all firearms operations and command, giving greater linkage to the ACPO’s police use of firearms manual.
- The force has adequate resilience to meet anticipated demand by the provision of 24/7 cover for firearms commanders, tactical advisers, police search advisors chemical, biological, radiological and nuclear (CBRN), Police Support Units (PSUs)

October 2006

and post-incident managers, and hostage negotiators via a rota-based call-out system managed by force information room inspectors (all of whom are trained firearm commanders).

- To increase operational efficiency and ensure quality control the force has introduced Bronze commanders, working with their armed response vehicle (ARV) crews to provide initial management of firearms incidents and to quality assure all aspects of operational procedure.
- Minimum standards for briefing and debriefing are fully documented in the force's *Use of Firearms Manual*. The provision of the Bronze commander role following the formation of the FSU and its use of incident logs and dictaphones have provided increased accountability and a reliable audit trail.
- All firearms logs and deployments are quality checked by the firearms unit inspector and dip sampled by the DCC. Learning points arising from incidents are shared during monthly firearms and public order cadre meetings. Feedback is also provided to G Division operations meetings and divisional leadership team meetings.
- A number of less lethal options, including baton rounds, tasers, Pava spray and police dogs are available to the FSU in either spontaneous or pre-planned firearms operation, with policies and guidelines detailing their carriage and use contained in the *Use of Firearms Manual*.
- An independent review, conducted in December 2005, validated that staff resources, equipment provision and training were well positioned to meet current and future needs.
- Purchase of the CHRONICLE system for firearms administration has provided a reliable means to record and audit firearms officers' training records and development plans.
- The force is working with the national working party looking at areas of accreditation of all firearms practitioners in the force, including Silver commanders.
- The force has collaborative arrangements in place with Hertfordshire, Cambridgeshire, Essex, Suffolk and Norfolk through the Eastern region mutual aid group, with protocols agreed in relation to fitness, use of baton guns, cross-border operations, close protection, dynamic entry, distraction devices and use of rifle teams. Other collaborative agreements in place include:
  - the Chiltern air support consortium in conjunction with Hertfordshire Police and Thames Valley Police, with two helicopters operating from separate bases providing air support capability across the three forces;
  - training courses and venues shared by the dog section with Hertfordshire and Cambridgeshire;
  - the Eastern region ANPR strategic group, which involves close collaboration of the six forces. High-profile operations have been run by combining ANPR teams, and the group is currently developing formal protocols to ensure efficient use of ANPR units at critical incidents;

October 2006

- mutual aid agreements in relation to public order units, where the force's commitment is to supply two units.
- Public order requirements are identified in strategic and force plans. Each BCU has developed a strategic assessment and control strategy that identifies key issues, vulnerable communities and vulnerable locations, which are then fed into the force strategic assessment and control strategy.
- Each BCU also compiles a weekly community impact assessment identifying current risks and community tensions. These are fed into the weekly and monthly TTCG meetings, where decisions are made as to appropriate action. Resources are allocated through NIM and meet the predicted level 2 demand.
- The force uses the ACPO manual of guidance on keeping the peace as the basis for potential and actual public order incidents. The conflict management and disorder models are used to ensure that actions are appropriate and proportionate for each stage of public order incidents.
- Planned events such as the Luton Carnival and Bedford River Festival are managed through multi-agency management groups that risk assess in terms of public order and develop plans to counter all levels of disorder on an escalating scale.
- The public order mobilisation plan was reviewed in 2005. It contains details of mobilisation processes for both internal PSU deployment and for mutual aid. The force maintains a PSU register of trained officers. The duty management system is used to show officer availability and provides an effective identifier and call-out system to support both immediate small-scale and longer-term deployments.
- The system has been tested during live incidents at a St George's Day incident in Luton where the force was able to deploy three full PSUs within two hours, and by the request for mutual aid from Hertfordshire for the Buncefield explosion where two PSUs were deployed in two hours.
- An example of how community and source intelligence has triggered preventative action was a funeral involving the members of the travelling community. Intelligence was received from other forces, central sources and community teams identifying tension within the family, with the potential for a much higher threat to public order. A Gold group was set up, chaired by the ACC, to develop a strategy. Commencing with high-visibility policing, the force response was escalated in line with the use of force model to full PSU deployment.
- Bedfordshire Police takes an active part in the Bedfordshire and Luton local resilience forum (BLLRF). The BLLRF has sub-groups for risk assessment, planning, training, media and health services. The group has run a series of multi-agency workshops to determine the level and impact of any threats and to conduct risk assessments covering public order, buildings, industry, and public events. These assessments are fed into the planning sub-group to consider contingency plans and actions.
- Protocols for information sharing with partners are in place and are effective.

### **Work in Progress**

- While the force business continuity plan addresses the issue as it relates to operational policing, it does not currently identify critical support services. Work is ongoing to develop a corporate, overarching continuity plan that will cover all areas of the organisation and will bring all the BCU and departmental plans together.
- The BLLRF community risk register will be published in May 2006 on the force's and other members' websites.

### **Areas for Improvement**

- Now that the contingency planning team is up to strength, a fast-time action has been to ensure that all contingency plans have been reviewed in accordance with planned review dates and where appropriate have been amended.

**5C Strategic Roads Policing**

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

**National Grade Distribution**

Poor	Fair	Good	Excellent
0	7	33	3

**Contextual Factors**

Roads policing (RP) sits within the operational support division, and 6% of the force’s police officer resources are dedicated to the function. RP is centrally managed and comprises four uniformed patrol sections, the road safety and enforcement team, the vehicle recovery unit, the accident collision unit, the driving school and an ANPR team.

The road network in Bedfordshire is policed in accordance with the five principles laid out by the ACPO roads policing strategy:

- denying criminals use of the roads by enforcing the law;
- reducing road casualties;
- tackling the threat of terrorism;
- reducing anti-social use of the roads;
- enhancing public confidence and reassurance by policing the roads.

**Strengths**

- The DCC is the chief officer lead for RP and represents the force at the cross-regional combined integrated policing group. This group examines the policing of the strategic road network in partnership with agencies such as the Highways Agency.
- The roads policing strategy is a comprehensive document that builds upon the national strategic statement.
- The performance management regime within RP is robust, with officers held to account for their own as well as team performance. RP officers are set targets in relation to crime arrests: every officer is required to make four arrests per month, with particular emphasis on priority crimes of vehicle crime, burglary, drugs and violence.

October 2006

- The force works closely with the Bedfordshire and Luton casualty reduction partnership (BLCRP) to reduce casualties on the county's roads. Partnerships have also been formed with the Roads Victims Trust, private industry (eg with the RAC to produce victim care packs) and voluntary agencies and the driver improvement scheme).
- RP has commissioned NIM problem profiles examining data on people killed or seriously injured (KSI). Findings are used to inform casualty reduction initiatives and interventions by the casualty reduction steering group.
- These groups, in conjunction with the operational support division's road safety enforcement team and roads policing unit, prioritise activity around the three 'E's (education, enforcement and engineering) of the force's casualty reduction strategy, eg seat belt, mobile phone and drink-drive campaigns, school transport safety, taxi safety, etc.
- Recent initiatives have used local newspapers and radio stations to deliver safety and awareness messages to at-risk and vulnerable categories of road users, eg school-age pedestrians and motorcyclists.
- Diversionary schemes are also in place, including driver training and road safety courses.
- Fourteen pursuit management tactical advisers have been trained to ensure that all pursuits are handled in a systematic and professional way. A decision log is commenced for each pursuit incident, and details of all pursuits are maintained by the force driving school. These are subject to regular review, and comprehensive debriefs are held where necessary.
- The force has now fully implemented the recommendations of the ACPO road death investigation manual. SIOs and family liaison officers are available 24/7 via a call-out rota.
- Intelligence capacity has increased with the appointment of a second local intelligence officer (LIO) during 2005. LIOs attend national and regional roads policing intelligence forums.
- LIOs also attend fortnightly level 1 TTTCG meetings in each of the BCUs and prepare tactical assessments for the RP function.
- RP contributes to the force (level 2) TTTCG, where intelligence and tasking in relation to RP forms part of the agenda.
- The deployment of ANPR is led by a bid process from BCUs. Daily tasking meeting prioritises bids to ensure effective and tactical deployment of ANPR resources.

### **Work in Progress**

- The force's ANPR strategy is being revisited under the recently formed ANPR strategic steering group.

### **Areas for Improvement**

- RP has undertaken several initiatives to attract more female officers to the function, including short-term attachments, but despite this the numbers still remain low.
- There are wide variations between BCUs in the number of breath tests administered. Work is under way to promote a consistency of approach.
- Although assistance is provided to adjoining forces and reciprocated for RP services there are no formal protocols in place.

## 6 Resource Use (Domain B)

### 6A Human Resource Management

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

#### National Grade Distribution

Poor	Fair	Good	Excellent
2	18	23	0

#### National Position

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

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

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

#### Contextual Factors

To oversee the development of HR issues the force re-introduced the post of director of human resources (DHR). The new post holder took up the position in February 2005. Since his appointment the DHR has refined the HR strategy and costed HR plan.

The force successfully underwent a full assessment against the Investor in People standards in April 2004. Plans have been developed to assist continual improvement in readiness for re-assessment in 2007.

October 2006

The force is at full establishment and will be until 1 April 2007, so despite some excellent work by the diversity recruitment officer in identifying potential recruits from minority ethnic groups there are no vacancies for them.

Sickness for 2005/06 is recorded as: police officers an average of 91.1 hours; police staff 70.2 hours.

## Strengths

- A range of information is provided to the PA HR committee to allow it to monitor and challenge delivery of the HR plan. An HR strategy and comprehensive costed HR plan, which complies with 'People Matters', 'Gender Agenda' and 'Breaking Through', has been developed through consultation with customers and staff and has been endorsed by the PA and is summarised in the Best Value Performance Plan (BVPP).
- The plan identifies how the activities, objectives and targets set in the annual policing plan and BVPP will be delivered through people. The committee endorses individual deliverables (HR work programme) under each of the strategic HR aims for 2005–08 (diversity, citizen focus and customer care, recruitment, retention, development, progression, leadership and performance management, and health, safety and welfare).
- The committee receives a position statement against each deliverable at each of its meetings. There is a process in place for members of the force's strategy board and HR management group to be involved in the plan's formulation, content and effective delivery.
- HR performance is monitored during BCU QPRs and by the PA HR committee.
- The HR planning and deployment group (HRPDG) meets monthly to identify resourcing needs and to address allocation of police/CSO resources.
- Personnel officers have been located in each division (with an additional post in the CHC) to further improve delivery of core HR activities. BCU personnel officers have been fully integrated into divisional leadership teams. All HR managers at force headquarters are fully Chartered Institute for Personnel and Development (CIPD) qualified.
- The force implemented an updated version of its HR IT system (Empower) in August 2005. The system is fully linked to the NMIS.
- To determine organisational skill requirements, the force undertakes an annual training needs analysis process, which is supported by the integrated competency framework-based PDR system, to identify personal development needs.
- The force is implementing the national occupational standards (NOS), including the core areas where NOS is expected to impact in the short term.

*October 2006*

- Working in collaboration with Cambridgeshire, Suffolk and Norfolk, the force applies the national recruiting standards and national assessment model for police officers and CSOs.
- The PDR completion rate for 2004/05 after 60 days was 76%. This has since risen to 95% in the current year. The reporting period has changed from the calendar to the financial year to enhance business planning. PDRs and role profiles based on the integrated competency framework (ICF) are used to support critical processes, including grievance, unsatisfactory performance procedure (UPP), discipline, training and development needs.
- The PDR process is also being used to assist with the development of newly promoted officers to the rank of sergeant and inspector; this is in addition to the work-based assessment promotion trial.
- Special priority payments are based on establishment and budget. During 2005 the force paid out £612,000, which was within Government guidelines. Although there is no target for competency-related threshold payments, the force awarded £485,000 in 2005/6, which is within budget. Bonus payments are also awarded.
- An action plan arising from the 2004 staff working environment survey was reported to the PA HR committee in June 2005. Actions were agreed and are being progressed, the latest being targeted diversity training for G division.
- The assessment of all HR policies and records (paper and computer) under the provisions of the Freedom of Information Act was completed last year. Policies are reviewed on a rolling basis, normally every two to three years, taking into account all relevant legislation. Policies are accessible to managers, supervisors and staff via the force intranet.
- The national occupational health strategy has been implemented through the Bedfordshire Police strategy for a healthy workforce, taking into account 'In Sickness and in Health' and 'Reducing Sickness Absence in the Police Service'.
- An 'Understanding Stress' DVD to help staff recognise possible signs and symptoms in themselves and others, and to generate personal and team resilience, has been distributed to divisions.
- The occupational health unit continue to work with Vielife (an internet-based health programme) to inform staff of how they can adjust lifestyles for healthier living. Posters are displayed throughout buildings reinforcing the messages.
- The grievance procedure has recently been reviewed. The revised procedure is based on the Employment Act 2002 (Disputes Resolution) Regulations 2004 and the ACAS code of practice on grievance procedures and takes into account the Home Office 'Fairness at Work Procedure' (2004).
- While the Chief Constable has overall responsibility for health and safety (H&S), the DHR is the lead chief officer. H&S committees, which include representatives from staff associations, are established at divisional and force levels.
- The annual H&S plan is incorporated into the HR plan and monitored as part of that plan. Reports on progress are presented to the PA HR committee.

October 2006

- There were 371 injuries reported during 2005/6, a 16% decrease from 2004/5. A poster and email campaign is to be implemented to raise awareness of specific issues and trends identified through the analysis of accident and near-miss records. No improvement or prohibition notices were served in 2005/06.
- A mandatory computer-based training package has been used to raise the general H&S awareness of all staff.

### **Work in Progress**

- Populating a revised organisational structure within Empower (linking to NMIS) is being implemented under a business change project.
- The force has replaced its job evaluation tool. The first evaluation using this new process will take place in June 2006.
- Work has commenced to enhance the reward and recognition scheme. This will also link in with an employee benefits programme.
- The force is waiting for a revised version of NMIS (version 3) to be released to enable it to extract lost hours based on shift hours lost.

### **Areas for Improvement**

- Sickness levels have risen in 2005/6. The force claims that the rise in police officer sickness of approximately 15% might be due to under-reporting of sickness in 2004/05. Further work is being undertaken by the force to validate this theory.
- As part of the IS/IT strategy there is a requirement for HR and finance to review the link with the payroll system.
- While grievances have been low over the past few years, 16 cases have been initiated in 2005/6. Only a limited number relate to the same concern.
- Working time is recorded and monitored in accordance with the Working Time Regulations 1998, however there is a need for the force to be more proactive in monitoring of senior officers hours (see Section 7A).
- The force has introduced a new post of attendance manager to develop an action plan arising from the PSU assessment of sickness absence. A number of key areas to be covered are:
  - development of analysis of data on ill health absence to identify 'hotspots';
  - integrating monitoring into the existing performance management regime;

*October 2006*

- extension of the use of additional monitoring tools, such as the Bradford formulae, in order to identify individual concerns;
  - use of appropriate capability tools in cases of poor attendance;
  - research into the feasibility of employing the services of a 24-hour nurse contact centre to deal with ill health absence reporting;
  - improvement of the line manager role with regard to sickness management, to include education on key issues such as occupational health referrals and recuperative duties.
- The PA and force best value review on workforce modernisation contained a number of recommendations concerning the extended policing family and changes in legislation. The force will be addressing recommendations through the HR strategy and the neighbourhood policing programme board.
  - A project leader has been appointed to review and implement recent Home Office generic risk assessments. The force project will also aim to reduce the number of duplicate risk assessments and streamline the risk assessment process.

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

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

**National Grade Distribution**

<b>Poor</b>	<b>Fair</b>	<b>Good</b>	<b>Excellent</b>
3	11	27	2

**National Position**

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

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

**Contextual Factors**

The force was graded Poor in the 2005 baseline assessment process and a number of recommendations were made for improvement. HMIC is pleased to note the considerable work since August 2005 in a number of areas to address the weaknesses and congratulates the force and its staff on these developments, which are summarised below.

Morale within the learning and development (L&D) function has improved dramatically over the past six months. Staff were very complimentary about the developments within this time period.

A number of strategies have been developed which, while currently in draft form, once agreed and implemented will form a platform from which to improve further.

Managers within the L&D function have valued the client–contractor relationship, and have worked hard to develop this concept.

Collation of information for the population of the national costing model has been thorough, resulting in a robust document.

October 2006

The training and development services intranet site is informative and well laid out. If the force can overcome the reluctance of staff to use it, it could become an effective marketing tool.

The effectiveness of e-learning continues to be under consideration. While issues remain (see Areas for Improvement below), it is pleasing to note how proactive the force has been in its development and use.

The introduction of the training prioritisation process is welcomed. While issues remain (see Areas for Improvement below), it is acknowledged that this is a positive step forward. Assuming that progress continues to be made, the model will be a vital tool in ensuring that customers' needs are addressed in a robust and fair manner.

## **Strengths**

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

- The client–contractor relationship has considerably improved, with benefits being realised. Sustained activity by staff within the L&D function has resulted in the development of strong relationships with representatives of all customers within the organisation.
- The development of a skills matrix is a positive development and has the potential to address some of the areas for improvement if implemented robustly.
- The L&D function was able to give many examples of effective community engagement leading to stronger community relationships. The recent implementation of the training IAG is promising and should lead to further positive developments in this key area.

## **Work in Progress**

- Inspection took place in March 2006; a plan had been in draft since November 2005 but had been superseded by the EFQM plan. An improvement plan in place as a dynamic document since end of March 2006 captures all key development needs. It is used to report back to relevant stakeholder groups.
- As part of the business plan, clear structure charts set the line management arrangements. Roles that were new and subject to early team dynamics have now been clarified.
- A review of the training prioritisation process has been completed; a revised model takes account of force priorities and has more strategic weighting built in. This is now a flexible model that can take account of change through adjusted weighting when priorities change. The model has now been agreed by the training strategy group.

October 2006

- The client–contractor relationship has now been developed with good and consistent stakeholder representation at the force’s training strategy group, including the PA. The identification of funds for police staff training has now made representation by administrative divisions more meaningful.

### **Areas for Improvement**

This section provides a broad summary of the areas for improvement found as a consequence of the current inspection. Specific areas to address are contained in the detailed assessment guide which the force retains. That document contains 90 specific areas each graded 1 to 5. More immediate effort will be required on those areas scoring 3 or less than for those scoring 4 or more.

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

- The budget-setting process needs to address and reflect the true spending by the force on L&D activities.
- The L&D function requires clear chief officer direction as to its role and responsibilities. The head of L&D is still not responsible for the functional aspect of all training within the force, resulting in some training still not being captured within the management policy processes and the remit of the training priorities strategy group.
- A clear and defined process needs to be developed for linking L&D activities to operational performance, thus ensuring that the force gains maximum return on its investment in L&D.
- In 2004 HMIC recommended development of a comprehensive quality assurance process for all training. It is of significant concern that no progress has been made in this area.
- There is no systematic evaluation capability. This is a significant concern as there has been no progress in this areas since the 2004 inspection.
- The force needs to develop an effective capability to extract training needs from the PDR process.
- There is inequality of access to training opportunities for police staff.
- The national training costing model is not utilised as a management tool.
- There is a lack of corporacy around BCU training days, with delivery information not being recorded and days being cancelled at short notice due to other policing requirements.
- The recording of staff skills as a result of attending L&D activities needs to be addressed. There is no accurate record of knowledge and skills acquired from briefing days, and there is widespread abuse of knowledge and skills checks incorporated into e-learning packages.

**6C Race and Diversity**

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

**National Grade Distribution**

Poor	Fair	Good	Excellent
0	14	27	2

**Contextual Factors**

The force continues to demonstrate a strong commitment to race and diversity, with the Chief Constable taking personal responsibility for promoting diversity.

The equality and diversity programme board (EDPB) is chaired by the Chief Constable and has representation from all divisional commanders, the DHR and other strategic post holders. Representatives of the PA also sit on the board to contribute and monitor force progress.

The terms of reference for the EDPB have been renewed in light of the Disability Discrimination Act and to take account of all six strands of diversity.

The force had the fourth highest percentage of minority ethnic officers in the country in 2004. This has since increased to 5.9%, against a national average of 3.3%.

The percentage of female officers (at 25%) and staff also exceeds the national average, with projections for 2006 set to improve.

**Strengths**

- The DCC holds national diversity portfolio responsibilities for race and diversity learning and development within the ACPO diversity business area.
- The force has a dedicated diversity manager, and full-time hate crime investigators are employed in each of the BCUs.
- The EDPB meets quarterly and has standing items covering the six key elements of race, age, gender, disability, sexual orientation, and religion and belief. Each EDPB meeting examines a performance report covering all key areas, including the diversity of the workforce, recruitment, disproportionality and customer satisfaction levels.
- The EDPB has recently reviewed the information requirements of the Race Relations Amendment Act, and a comprehensive set of measures and targets has been developed covering service delivery equality, as well as internal measures

October 2006

such as the diversity of staff and the parity of the recruitment process. These are monitored through a bi-monthly report to the board. Other areas with a low volume of changes, such as grievance, are covered by annual papers to the EDPB and are also summarised in the force's report to the PA HR committee.

- The force monitors applications, recruitment, retention, progression, complaints and discipline, grievances, training opportunities and leavers by racial group. Performance against these objectives is reported to the PA and EDPB.
- BCUs mirror the EDPB format, and race and diversity are standing items on strategic meetings across the force.
- BCU commanders and heads of departments are held to account for performance as part of DCC QPRs.
- The Stonewall Diversity Champions Equality Index Programme scored Bedfordshire 39th out of 100 best employers for lesbian, gay, bisexual and transgender issues in the country, and the force achieved a creditable fourth place out of the 10 best performing police forces in the country.
- During 2005, and along with Leicestershire and Lancashire, the force commenced a sexual orientation monitoring project on behalf of ACPO.
- A fully compliant RES and action plan endorsed by the Commission for Racial Equality (CRE) have been implemented. In addition, an impact assessment QA (IAQA) team has been set up to meet the requirements of the Race Relations Amendment Act.
- Actions from the race equality action programme are being addressed, and draft action plans for the remaining five diversity strands have been developed for endorsement by the EDPB. Positive action initiatives are being delivered, including outreach work, familiarisation programmes and association with European Social Fund-supported programmes.
- The force has fully implemented recommendation 61 of the Stephen Lawrence enquiry in relation to stop and search and stops. The process of recording stops has been improved by integrating the storage and reporting of data into the force intelligence system and introducing a scanning solution to improve the efficiency of data capture. Policy and procedure relating to stops have also been updated.
- A 'Springboard' women's development programme has also been introduced with the aim of allowing women at all levels within the organisation to further develop themselves and their career.
- A poster campaign has highlighted the issues of sexual orientation, religion and belief, and disability and a further campaign will be launched to coincide with the completion of the corporate race and diversity strategy in August 2006.
- As a result of publication of the *Disability in the Police* guidance by the Home Office, action has been taken to introduce new policy and procedures to ensure that issues such as disability-related leave, recruitment and medical guidance are dealt with appropriately. A separate budget has been allocated to pay for expert advice in the

October 2006

assessment of individuals who may have a disability to ensure that appropriate adjustments are made (this includes dyslexia).

- The force has a comprehensive flexible and part-time working policy, including work–life balance initiatives such as working from home.
- The force is a member of several forums, including the Stonewall Diversity Champions, the Employers Forum on Age and the Employers Forum on Disability, and has been awarded the ‘two ticks’ symbol.
- The force newsletter *Diversity Matters* is used as a method of promoting diversity issues. An in-house video produced to raise awareness in relation to disability issues has been shown to all staff.

### **Work in Progress**

- A working environment survey has been devised for use in assessing how current diversity initiatives are impacting on the culture of the force. Focus group meetings (Black and Asian Staff Support Group, GPA, Disability, Women’s Support Group) are planned during June 2006 to provide understanding of current awareness and feedback of diversity initiatives.

### **Areas for Improvement**

- Work is being undertaken to produce a comprehensive race and diversity strategy in which the main equality schemes will be positioned.
- Although the appointment of a diversity manager is a positive move, there is now a need to review the resources available to deliver not only the programme of work from the EDPB but the range of initiatives that the manager proposes to introduce.
- The force is seeking to introduce the diversity excellence model (DEM) during September 2006 as part of the drive to more closely align diversity with improved corporate and individual performance and to manage the outputs related to all six strands of equality and diversity.
- The diversity communications strategy is being revisited with the aim of renewing the content of the diversity intranet site. This will also be progressed via the newly formed internet working party.
- A further test of compliance and best practice with the service delivery aspect of the Disability Discrimination Act is being taken forward by the ACC in liaison with the community safety department.
- All staff are required to complete a mandatory CBT training package on the race equality scheme by end of June 2006 and will not receive a satisfactory grade in their PDR assessment unless they do so.
- All staff will have a diversity objective within their 2006/07 PDR. The force needs to co-ordinate its diversity training and diversity agenda.

October 2006

## GOOD PRACTICE

### **TITLE: Increasing Minority Ethnic Representation**

**PROBLEM:** Over the last 12 months the force has made significant progress, through positive action initiatives, to increase representation of ethnic minorities amongst its workforce. A selection of key initiatives, coordinated by the force diversity recruiting officer are documented in this case study.

### **SOLUTION:** Monthly outreach surgeries held at Dallow Road Community Centre, Luton:

Surgeries are held once a month for 2 hours to give people an opportunity to discuss career opportunities, application forms and advice on eligibility to apply. The aim is to make the recruiting department more accessible to the communities of Luton in a setting external to the police environment. Due to the ongoing success of the surgeries, further surgeries are planned to start in Bedford at the newly built Temple & Community Centre in Queens Park.

Planned events and marketing including attendance at national exhibitions, local careers fairs, cultural events, schools and development of marketing campaign for CSOs and police officers:

- Links have been made with High / Upper Schools, Colleges and Universities in the County. Work has included; presentations to students, arranging visits and workshop sessions at Police Headquarters and attendance at careers fairs.
- In addition, the following events have been attended as part of the force's positive action recruiting strategy: Luton Carnival; Luton Mela; display at Bedford Library to coincide with Black History Month events.
- The force has been committed to marketing vacancies to the diverse communities of Bedfordshire. Campaigns have included: Leaflet drop to key post code areas for call handling operator / CSO vacancies; development of multi-lingual poster campaign for CSOs (languages included Urdu, Punjabi and Bengali); promotional careers film for Careers Box (online recruiting site for young people) featuring ethnic minority officers and Special Constables; and inclusion on an online careers site for graduates aimed at minority ethnic members of the community.

### **Access Courses:**

- Fifteen individuals attended a police officer access course with seven being able to attend the assessment centre held in May 2005. Five of these individuals were successful and have now started as probationers with the Force.
- 3-day familiarisation course held in September 2005 for 15 minority ethnic individuals looking to apply to the police service. The course covered all aspects of the application process, an opportunity for individuals to speak to serving officers and visit departments.
- Community support officers workshop held with 4 minority ethnic candidates successful at short-listing to help prepare candidates for the assessment centre. This was an informal workshop covering fears and concerns, elements of the assessment centre, mock exercises.

October 2006

**Continued One-to-One support with candidates:**

Ongoing one-to-one support is provided to minority ethnic applicants via the diversity recruiting support officer. Over the last 12 months 21 individuals have been supported. Support includes: meeting with individuals to discuss career opportunities available to them; advice giving as to how to complete the application forms; assistance in preparing candidates for assessment centres including arranging mock interviews; feedback to unsuccessful applicants and putting together personal development plans. This support has covered a number of roles including; police officers, special constables, community support officers and call handling operators.

**Internal Focus:**

- A Workshop was organised for minority ethnic staff to discuss career progression and barriers within the force. Outcomes from the session have been fed back to divisional commanders and further meetings are planned for 2006.
- A particular area of focus in 2005 has been on the call handling centre, including devising a publicity campaign for call handling operator vacancies and assisting with the whole recruiting process. 56 requests for application packs were made by ethnic minorities with 20 people then attending an information evening aimed specifically at ethnic minority applicants.

**OUTCOME(S):** The year saw a large increase in the number of applications from minority ethnic members of the community as a result of the above strategies. 14.5% of total recruits in 2005/06 are expected to be from minority ethnic backgrounds. Bedfordshire now has the fourth highest proportion of minority ethnic officers in England and Wales.(according to the recent Home Office Police Strengths Bedfordshire has the third highest proportion of black and minority ethnic officers) The Bedfordshire website reflects the practice above.

Force Contact: Emily Alleyne-Burchmore (Diversity Recruiting Officer) – 01234 842127

**6D Managing Financial and Physical Resources**

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

**National Grade Distribution**

Poor	Fair	Good	Excellent
1	11	24	7

**Contextual Factors**

HMIC assessment of this domain is based on the force’s self-assessment return as well as a consideration of the police use of resources evaluations (PURE) by the Audit Commission’s appointed auditor. Set out at the end of this report are the appointed auditor’s summarised scores for each theme covered by PURE. Separate more detailed reports on PURE have also been issued by the appointed auditor for the Police Authority and force.

Work on preparing for force mergers has had a significant impact on the finance department and other support services.

Bedfordshire is responsible for the policing of the expanding airport at Luton. This is a non-designated airport and represents a financial drain on the resources of the Police Authority.

**Strengths**

- The force has highly devolved financial management arrangements, which reflects the requirements of the financial management code of practice – yet in a few minor areas such as uniforms costs are not yet devolved. The force plans to devolve uniforms during 2007/08.
- The force and Police Authority use a formula for the allocation of resources which is underpinned by decision conferencing, which is effective and ensures sound financial planning.
- Financial and resource planning is fully integrated into divisional operational plans and regularly monitored at monthly divisional leadership team meetings. Budgets, including all pay budgets, are devolved to divisions. Divisional commanders have considerable delegated authority to allocate funds to meet tactical and operational needs.
- The director of finance is a member of the force executive and is also the Police Authority treasurer.
- Bedfordshire is the national lead on ABC. The external auditor has assessed both the data quality of ABC and the management arrangements as Excellent. The PA

October 2006

and force are aware of the strategic potential of activity analysis and will be seeking to make more use of this important management information.

- The force's 'making costs visible' exercise holds all support departments accountable to divisional commanders through focused service level agreements and business plans.
- Bedfordshire has, since the commencement of efficiency plans, demonstrated continuously good performance.
- The procurement strategy, agreed by the Police Authority finance committee in December 2005, details how the organisation will secure efficiency gains through value realisation by the reduction of stockholding, the rationalisation of stores stock, the implementation of e-business processes, and the implementation of government procurement cards and their utilisation across the procurement network.
- The force is taking part in the Eastern region procurement study and already has a number of collaborative procurement arrangements (eg medical examiners).
- The new procurement strategy outlines developing collaborative working relationships with public sector bodies, including organisations such as the National Centre of Procurement Excellence (PEPS).
- Bedfordshire is part of the Chiltern Transport Consortium (CTC) with Thames Valley Police and was recently identified in the HMIC report *Closing the Gap* as the only example of successful cross-border collaboration. This has enabled real growth in the last year of the size and mileage of the fleet by 4%–5%, with no growth in CTC staff.
- The force participates in the annual Institute of Public Finance benchmarking exercise for financial services.
- Bedfordshire has a below average expenditure on supplies and services within the MSF group.
- E-procurement has been rolled out to BCUs, and stock holdings are reflected in the balance sheet.
- The force is already an excellent example of partnership working, including Air Support (where the force is working with Hertfordshire and Thames Valley) and fleet management through the CTC (Thames Valley). However, there remain further opportunities to develop partnerships with other local force support services (including the expansion of the existing partnership arrangements). The opportunities to improve resilience and reduce costs in these areas should be pursued now.
- Expenditure costs per 1000 population are below the MSF group average.
- Police management on-costs are the lowest for the MSF.

### **Work in Progress**

- Plans to progress the concept of integrated business systems through the integration of HR with payroll will take into account any opportunities afforded by collaboration.
- A force-wide contracts database is nearing completion (including contracts made by other departments), and a supplier analysis is being conducted to ascertain spend and to monitor compliance with legislation and standing orders and financial instructions.

### **Areas for Improvement**

- The funding formula has provided resources for Bedfordshire which is £4 million below Standard Spending Assessment. The PA has used £1 million from reserves to support the 2006/07 budget. The budget report notes that “it should be stressed that although the Treasurer’s view is that the level of reserves expected to be held by the Authority at 31 March 2007 are sufficient there is little or no availability to use reserves in the financing of future years budgets”. This will, alongside capping, place additional pressure on the 2007/08 budget.
- Although the PA and force deliver the main requirements for medium-term planning, the linkages to objectives in the policing plan are not overt.
- Bedfordshire has the highest police overtime costs, as a percentage of police pay, in its MSF group. While the force has achieved its national police overtime reduction target it still has a high level of overtime costs. In the past overtime has been used, in part, to provide resources to cover gaps in staffing. Alongside the increased pressure on the budget new arrangements have been put in place which will see spending on overtime reduced further and require new arrangements to be put in place for service delivery.
- Management of the estate has been enhanced by the employment of additional professional staff and the support provided by property consultants. In view of possible force mergers, further enhancement of the estate, including a central forensic building, have been put on hold pending a strategic review of the estate by the new PA. The force accepts that the estate strategy requires further input from operational policing, especially in relation to the provision of facilities such as shared accommodation with partners to support NP. This is an issue which the NP board now needs to address alongside the development of mobile data.
- The contingent liability in the balance sheet in respect of the disturbance at Yarl’s Wood (£42 million) continues to provide uncertainty.

### Audit Commission Use of Resources

Force and Authority: Bedfordshire

Element	Assessment
Financial reporting	Not Available
Financial management	3
Financial standing	3
Internal control	3
Value for money	2

Key to grades

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

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

## GOOD PRACTICE

### **TITLE: Unqualified Opinion on Accounts**

**PROBLEM:** The Police Authority is required by section 114 of the Local Government Finance Act 1988 and by the Accounts and Audit Regulations 2003, to produce a Statement of Accounts at the end of each financial year.

These accounts have to be produced in accordance with the Code of Practice on Local Authority Accounts in Great Britain, a Statement of Recommended Practice (SORP).

Since 2002/03, there have been a number of legislative changes that have had an impact on the Police Authority in compiling the accounts. These have included:

- FRS 17 – Retirement Benefits (2003/04);
- FRS 9 - Group Accounts (2003/04);
- Re-classification of Reserves and Provisions;
- Introduction of the Statement of Internal Control; and
- Moving the date for completion from 30 September to 31 July.

October 2006

A further change has been the introduction of the Statement of Auditing Standard (SAS) 610. This requires the external auditor to consider matters arising from the annual audit of the financial statements and whether they should be included in a report to members of the Police Authority. The potential areas to report on are:

- any expected modifications to the auditor's report on the statements;
- non-trifling mis-statements that have not been adjusted;
- material weaknesses in accounting and internal control systems;
- qualitative aspects of accounting practice and financial reporting;
- matters required by other auditing standards to be reported; and
- any other matters that the auditors wish to draw to members attention.

**SOLUTION:** As a result in this change of Auditing Standards, although in 2002/03 the Police Authority continued to receive an unqualified opinion on its accounts, the External Auditors reported four SAS 610 issues.

In addition to this the auditors also provide the Police Authority, annually, with an informal audit memorandum which includes an action plan for other matters that need to be considered, but do not have a material affect on the overall financial position of the Police Authority. For 2002/03 this included a further 6 items to those SAS610 issues reported to members.

In 2003/04 and 2004/05 in giving an unqualified opinion on the accounts, the Auditor reported to members that there were no SAS 610 issues to report. This is something that only a limited number of Police Authorities (if any) and other Local Government bodies will achieve. The audit memorandum also included relatively few items (i.e. 6 items in 2003/04 and only 4 items in 2004/05).

The achievement of receiving no SAS610 issues has been achieved by improvements in a number of areas including:

- Revising the year-end timetable to facilitate an earlier date of closure;
- Reducing deadlines for processing year-end debtors and creditors etc;
- Carrying out more preparatory work prior to year-end;
- The ability of budget holders to close their accounts sooner.

The Police Authority has also assigned responsibility to the Audit Committee for the scrutiny of the Accounting Policies which underpin the compilation of the accounts and also the Statement of Internal Control prior to the Police Authority itself scrutinising the full version of the accounts.

**OUTCOME(S):** The strong position of the force in financial management is a direct reflection of the policies, procedures, highly qualified staff and robust governance arrangements it has in place around the management of financial and physical resources.

**FORCE CONTACT:** Phil Wells (Head of Finance) – 01234 842334

**6E Information Management**

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

**National Grade Distribution**

<b>Poor</b>	<b>Fair</b>	<b>Good</b>	<b>Excellent</b>
<b>1</b>	<b>9</b>	<b>31</b>	<b>2</b>

**National Position**

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

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

**Contextual Factors**

The director of finance is the lead chief officer for IS/IT and is supported by an experienced head of department. Information security, data protection and freedom of information issues sit within the ACC's portfolio.

The director of finance chairs the business change programme board (BCPB), which oversees delivery of the IS/IT strategic programme.

Compared with a number of other forces in the region, the IT department has a much lower proportion of technical staff but still delivers a similar service.

October 2006

During 2005, and in addition to business as usual, the department introduced a new crime recording system, CMS2, and undertook a major replacement programme of over 850 desktop computers as well as supporting servers and a network operating system.

## Strengths

- The director of finance is chief officer lead for IS/IT. The ACC leads on information security, data protection and freedom of information and sits on the BCPB (chaired by the director of finance) to represent these areas.
- The head of information and communication systems is a suitably qualified information communication and technology (ICT) professional who sits on the strategic BCPB.
- External consultants completed a review of the IS/IT strategy in 2005. This was endorsed by the Police Authority finance committee in December 2005.
- The IS/IT strategy is aligned to national strategies and policies while also reflecting the Police Authority three-year strategic policing plan.
- Development and delivery of this IS/IT strategic programme is managed by the BCPB. The DCC, ACC, DHR, head of information and communication systems, head of corporate development and senior users form the BCPB.
- The IS/IT strategy provides a fully costed 'road map' which is continually reviewed by the BCPB in light of the rapidly changing technological landscape
- The BCBP authorises all significant business change projects, and ensures that changes contribute to business results. Business cases are presented to the BCPB, which assesses the feasibility and contribution to performance and outcome. In 2005 this has been strengthened further to provide a direct link between projects and the national quality of service commitment.
- The BCPB oversees all major IT projects. Project boards are established for each of these projects, on which executive, senior user and senior supplier roles are represented. A scalable approach is used for smaller-scale projects, which may not be required to report to the BCPB.
- Project managers and key delivery staff are trained in PRINCE2. Senior users are appointed for all projects. The BCPB also monitors benefit realisation and use of project resources and prioritises projects in light of contribution to the force mission and vision.
- During 2005 the force introduced a new crime recording system, CMS2, and also carried out a major replacement programme, costing £1.5 million, to replace 850 desktop PCs, servers and a network operating system.
- This new technology has significantly reduced the number of calls to the service support team. Recent data shows 98% satisfaction with service team performance. Calls can be primarily logged via either the intranet or over the telephone. Users

October 2006

can monitor the progress of their calls electronically via the intranet and can also provide customer service feedback to the IT department through this mechanism.

- User groups are well established across the core systems, and progress continues with the implementation of core aspects of the IT infrastructure library (ITIL) and use of new technologies. Key service desk staff have been trained and accredited in ITIL.
- Data is provided for the IMPACT nominal index (INI), and the force is making good use of the tool. Progress has been made during the last year in populating the Cross-Regional Information Sharing Project (CRISP) updategrams, and the force is on target to meet national deadlines.
- During the last year the force has also started to record 'stops' on its intelligence system and this is now supported by scanning technology to reduce the burden of direct data input.
- The force undertook a major review of business continuity in 2005, which has led to divisional commanders signing off business continuity plans for 'mission critical activities'. Key systems are fully covered by a disaster recovery contract, which is exercised annually.
- A more efficient and effective enterprise-wide back-up strategy has been implemented that delivers increased monitoring and fully automated data back-up. The IS/IT strategy includes IS/IT continuity.
- The force does not have a generic IT user group; however, there are defined user groups for the crime and intelligence systems.
- Certified penetration testing of systems took place in January 2006.

### **Work in Progress**

- Invitations to tender have been issued for a complete upgrade of local area network (LAN) infrastructure. The new infrastructure will support voice over internet telephony. Although this work has been planned for some time the force has taken steps to ensure that any new systems are compatible with adjoining forces in the region.
- The force is making good progress in the delivery of IT to support the new missing persons strategy and processes associated with IMPACT.

### **Areas for Improvement**

- A key focus of the implementation of the National Strategy for Police Information Systems (NSPIS) will be to develop suitable interfaces, as the force's existing CJS system is very well integrated with other systems and delivers single-point data entry.

*October 2006*

- The force plans to exploit opportunities afforded by mobile technology (including the enabling of features on CMS2). Perceived benefits are improved visibility and effectiveness, as officers will remain longer on patrol as they will be able to receive and update information such as emails, PNC access and crime tasking without having to return to a police station.
- To remove the need for staff to use different passwords for up to 15 different systems the force is procuring technology to allow for single log-in.
- During the next year the force will be implementing a number of new IT systems including NSPIS custody and case preparation, IMPACT-related products and the Blue Pumpkin workforce management tool for the CHC.
- The force has established an information management project board under the BCPB to manage implementation of IMPACT and management of police information (MOPI). As part of this project the force is improving its data warehouse structure and will also implement a new enterprise search tool to replace its existing 'Agentware' tool. The new enterprise search tool will search a greater number of data sources (including all key operational systems) and provide datasets based on security access levels.

**6F National Intelligence Model**

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

**National Grade Distribution**

Poor	Fair	Good	Excellent
0	19	22	2

**Contextual Factors**

Bedfordshire has taken steps to align its NIM and other processes to the recommendations of the Bichard report and the implementation of IMPACT and NIM2 minimum standards. This is being achieved through the information management project board (IMPB), chaired by the DCC. A detective inspector leads the project on a full-time basis.

The restructuring in the force from three to two BCUs provides the opportunity to ensure that NIM processes and systems are consistent.

**Strengths**

- The DCC is the chief officer lead for NIM and chairs the IMPB, which has a combined remit of implementing IMPACT and NIM2 minimum standards as well as driving forward Bichard recommendations.
- The DCC chairs monthly force (TTCG) meetings and provides the link between NIM and other strategic activity at the strategy board and the chief officers.
- The TTCG routinely reviews existing crime reduction and detection performance as part of the agenda.
- Core NIM structures are in place, such as force-level strategic and tactical tasking and co-ordination groups (T&CGs), force tactical advisory group and BCU strategic and tactical tasking groups.
- The force strategy board, consisting of ACPO and chief superintendents, sits twice a year in the role of the strategic T&CG and considers the strategic assessment to determine force priorities. It also endorses or develops recommendations made by the director of intelligence in regard to the prevention intelligence and enforcement (PIE) priorities.
- The control strategy identifies priorities while PIE activities represent how those priorities will be addressed.

October 2006

- The cycle of activity around the production of the strategic assessment has been reviewed to ensure it integrates with and supports the business planning cycle. As a result the strategic assessment timescales have been amended to better inform the annual policing plan and budgetary cycle.
- The force participates in the Eastern region tasking and co-ordination process, contributing material to the regional intelligence cell to inform the strategic assessment and agreeing the regional control strategy. It also actively contributes to regional control strategy objectives, intelligence collection plans and regional tactical operations, such as Operations Navigate and Percussion. Occupying a border position within the region the force routinely exchanges intelligence and engages in joint operations with Thames Valley Police and Northamptonshire Police.
- Knowledge assets appropriate to all staff, eg codes of practice, are held on the intranet and hard copies are widely distributed and available. Sensitive knowledge assets are held within the sensitive policing unit or by the director of intelligence and pertinent specialist units. Systems assets are protected by appropriate IT and physical security, and a training package is delivered concerning data protection and the government protective marking scheme.
- The force has developed its intelligence and tactical capability and aims to ensure that the two functions are kept in balance by increasing the number of permanent field intelligence officers; training level 2 and level 1 staff in open-source intelligence techniques; temporarily suspending the commitment of the DASCU to support homicide investigations; and undertaking an increased level of covert operations.
- The force has reviewed the operation of the T&CG process during the last year and adjusted the format from focus on performance management to a background of performance but concentration on tasking and co ordination activity against the control strategy.
- NIM health checks and audit are carried out, and the force has invited the national NIM implementation team to examine its systems and processes. A NIM action plan has been written, and this forms part of the work to continually review activity against NIM minimum standards.
- Actions from T&CG are SMART (specific, measurable, achievable, realistic, timely) and minuted. Identified posts in the level 1 and level 2 T&CG process hold owners of actions to account.
- The force intranet contains evaluations of operations, good practice manuals and successful tasking tactics
- Community intelligence procedures have been enhanced by an audit of the contents of reports and confidential contacts as well as the development of methods to integrate partner agency data into strategic profiles.

October 2006

- The force routinely engages with partners and has data-sharing protocols in place. A project to integrate a social housing database into the intelligence system is well under way.
- Effective data-sharing protocols are in place to ensure two-way flow of intelligence between partners.
- Resources have been invested into audit of intelligence logs, correct sanitisation and appropriate use of intelligence forms. Subsequently improvements in quality have been achieved over the past six months.
- All BCUs have a daily briefing process with dedicated accommodation. Briefings include details on weekly tactical priorities. During a recent BCU inspection briefings were found to be sharp and focused.
- NIM processes are informing the revising of the drug action team (DAT) strategy in North Bedfordshire. This has highlighted requirements for greater partner co-operation during pre- and post-sentence offender management phases.

### **Work in Progress**

- An action plan for NIM development has been drawn up, and NCPE has been engaged to streamline the process of benchmarking best practice.

### **Areas for Improvement**

- The number of BCUs is being reduced from three to two. This will provide an opportunity for the force to ensure consistency of functions and processes within DIUs (divisional intelligence units) and at level 1 TTCGs.
- The force is developing its capability to integrate partner agency data into assessments, eg the social housing database initiative and trading standards. It is also developing interfaces with local authority databases.
- Consideration should be given to increasing the frequency of force TTCG meetings from monthly to fortnightly.
- The director of intelligence is now a member of the NP programme board and is leading a review to ensure that there are effective NIM processes in place to capture community intelligence under NP.
- As part of the BCU restructuring programme a desk system is to be introduced at level 1, ie a desk for drugs, burglaries, vehicle crime and robberies. Each will consist of an analyst and desk officer. This aim is to improve on the capture and analysis of intelligence and provide clarity around collection points for forensic, source-led and witness intelligence.
- The force is developing a comprehensive training package across all intelligence fields, including desk officers, field intelligence officers and briefings.

*October 2006*

- There are still issues surrounding a lack of resilience in analytical capability. BCUs still provide analysts to major incidents.
- The force is currently reviewing its process for the actioning of 'immediate' intelligence to secure better use of this category.
- The force is currently developing a generic information-sharing protocol for use with all of its partners extending beyond CDRPs.

## 7 Leadership and Direction

### 7A Leadership

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

#### National Grade Distribution

Poor	Fair	Good	Excellent
0	4	35	4

#### Contextual Factors

The past year has seen the appointment of a new Chief Constable, ACC and DHR. Continuity during the introduction of the new chief officers was provided by the DCC (previously the force's ACC) and the director of finance, who has 20 years of service with Bedfordshire Police.

The Chief Constable has provided clear leadership in the drive to improve public reassurance and develop customer service. There is a wide range of evidence to demonstrate how her message is reaching all operational officers and police staff. She has reinforced the top priorities as crime investigation, the provision of reassurance and the development of neighbourhood policing (NP).

The force is currently restructuring from three to two BCUs and introducing NP. The changes as highlighted have taken place during periods of uncertainty for the force and its staff owing to the national restructuring debate. It is very much to the credit of the chief officer team that it has continued to implement new work and improve on performance with limited resources and without being distracted by speculation or events surrounding restructuring.

#### Strengths

- The force's vision, mission, principles and values are communicated through a variety of mechanisms, including the policing plan, the intranet and internet, screensavers on desktop computers, local newspaper wraparounds, posters, newsletters (forcewide news and a specific 'mission' launch newsletter) and the Chief Constable's annual report.
- The Chief Constable has also held surgeries for officers and staff at headquarters and on BCUs, where she has personally articulated her vision and set out expectations. The surgeries also provide a means for her to consult with and listen

October 2006

to staff. Officers and staff interviewed and who had attended these meetings were universal in their praise for the Chief Constable's proactivity in keeping staff informed.

- The chief officer team schedules a programme of BCU visits that are separate from the performance review framework.
- Chief officers regularly attend away days for 'blue sky' thinking, strategic planning and consideration of opportunities and challenges.
- All chief officers have national responsibilities and portfolios: the Chief Constable is the ACPO senior user on the national police improvement agency implementation group; the DCC holds the national portfolio for race and diversity learning and development; and the ACC leads for ACPO on forensic evidential standards and intelligence, and body armour. The director of finance holds portfolios that include ABC, being a member of the ACPO finance and resources and performance committees, and being the ACPO representative on the Home Office funding formulae working group.
- The Chief Constable is also chair of the LCJB. There is appropriate balance between the chief officers' force and national responsibilities, with adequate support for national work.
- Staff morale is measured both formally through structured meetings, eg feedback from staff associations, Chief Constable's surgeries and surveys, and informally, eg via exit interviews which are offered personally by the Chief Constable.
- The force has implemented a number of actions and initiatives in response to the 2004 working environment survey (WES). In 2005, several focus groups with staff were facilitated by the Work Foundation to expand on areas highlighted by the survey.
- Chief officers have addressed diversity with energy and commitment, and this has been recognised by the various staff groups.
- The Chief Constable chairs the equality and diversity programme board and the ethnic minority officers staff support group meeting. The DCC holds a national portfolio for race and diversity training and sexual orientation.
- The chief officer team has benefited from external mentoring and coaching to develop skills and enhance performance. It has demonstrated effective management of major organisational change programmes without experiencing significant reduction in performance, through well-established arrangements for change and project management.
- The business change programme board (BCPB) oversees all major business and IT projects. It is chaired by the director of finance and comprises the DCC, ACC and DHR, the heads of IT and corporate development, and two senior users (one BCU and one headquarters support chief superintendent).

October 2006

- Chief officers have a constructive and professional relationship with the PA. The performance and best value committee leads in examining both police performance and strategic planning. This relationship was best demonstrated in 2005 by the joint work between the PA and the force in response to the *Closing the Gap* report: a joint project team was established to undertake the work and leadership came from both the Chief Constable and the chair of the PA.
- The chief officers regularly head up public reassurance media campaigns. For example, the DCC was the media lead on Operation Christmas Presence, aimed at reducing the number of people wanted on warrant for failing to appear at court or at police stations and those identified as wanted on the PNC. The Chief Constable has initiated improvements with regard to regular internal communication with staff.
- In 2005 a policy and procedure document was written to set out recognition and reward processes for police staff, police officers, the Special Constabulary and members of the public. It defines the formal award structure for acts of bravery, distinguished service, outstanding performance and public-spirited actions.
- The Chief Constable champions the probationer and community officer of the year awards and actively seeks nominations from BCUs and support divisions for Queen's birthday and New Year's honours lists.
- The force has been a national leader in the development, costing and use of activity analysis and activity-based costing (ABC) to identify how police resources are being used. Costs are shown against the national PPAF domains in recognition of the fact that performance outcomes mean little unless the cost of achieving them is known.
- Each year the force undertakes a process of decision conferencing and 'making costs visible' when allocation of resources is tested and re-aligned, if necessary, to support changing priorities and targets. The corporate improvement plan (amalgamated with the 2006/07 local policing plan) sets out the actions required to improve force performance, and the HR costed plan and training plan have taken these priorities into account.

### **Work in Progress**

- The force recognises the need to introduce a systematic process for environmental scanning outside the annual policing plan cycle. Options were to be reported by May 2006.
- During 2006/07 the positive action leadership programme will be marketed and highlighted to specific groups alongside the senior leadership and core leadership development programmes.
- In 2005, the force established a corporate communications department, and an internal communications manager has been appointed. A much-needed corporate communications strategy was being prepared and was due for completion by summer 2006. Findings from the PA/MORI 2005 'good job survey' provided important evidence upon which to build elements of the strategy.

### **Areas for Improvement**

- Although the force has a working time policy, it is reported that a number of senior officers at chief superintendent/superintendent ranks exceed their hours, calling into question their operational as well as managerial effectiveness after working prolonged periods without adequate rest. Regular monitoring and support is required.
- Chief officer portfolios are currently being reviewed. Additional clarity would be beneficial as to the leads for a number of areas of business that are currently shared, such as operations, NP and domestic violence, where the DCC is the operational lead but the ACC leads with partner agencies.
- Although there are examples of senior officers and police staff managers individually being encouraged and supported to develop their skills and qualifications, there was little evidence of a coherent corporate approach to leadership or development opportunities. Support and opportunities appeared to be ad hoc rather than linked to a clear strategy.

October 2006

**7B Performance Management and Continuous Improvement**

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

**National Grade Distribution**

<b>Poor</b>	<b>Fair</b>	<b>Good</b>	<b>Excellent</b>
<b>0</b>	<b>12</b>	<b>26</b>	<b>5</b>

**Contextual Factors**

Chief officers demonstrate leadership in raising performance through the inclusion and monitoring of performance in all strategic meetings, including the force executive, strategy board, equality and diversity programme board and the divisional commanders operations group. Key performance results are emailed to chief officers every morning, supported by other weekly, monthly and quarterly reports. Performance targets are set in chief officer PDRs and are linked to force priorities and objectives.

In addition, the appointment of a director of human resources has made a positive impact on the development of HR processes and practices. The complex array of HR policies is currently being rationalised and simplified.

The PA and force worked with MORI in 2005 to develop a 'good job' survey to drill down into the detail of results from the British Crime Survey. This has led to recommendations to further improve the response of the force and PA to customer service delivery.

Force strategic planning has recently been reviewed, and from 2006 it will better integrate with the strategic assessment process, the timings of which have been re-aligned to link to the planning and budgetary cycles.

**Strengths**

- The Chief Constable has set out two clear strategic priorities: reassurance and crime management. These priorities have been clearly articulated and publicised to staff and the community and are consistent with the strategies of partner agencies and the national community safety plan.
- During the QPR, led by the DCC, BCU commanders are held to account for the standing agenda items of crime reduction and detection, quality of service, criminal justice and other issues relating to performance. Support divisions, such as the CHC and scientific support, also have specific areas of focus included.

- Good practice is documented for dissemination to other divisions. Key performance results are communicated in the minutes from the QPR and also shared at bi-monthly DCOG meetings.
- The outcomes of the QPR process are contained within the quarterly performance report to the PA performance and best value committee, through which good performance is recognised and under-performance scrutinised. Performance management forms part of the induction process for new PA members.
- Public satisfaction measures are incorporated within the performance review process, reflecting the importance that the force places on public satisfaction and reassurance. Good use is made of MSF comparison data and iQuanta.
- Performance management includes qualitative as well as quantitative assessment. Survey results on customer service are integrated into the appropriate performance management reports, resulting in scrutiny from relevant chief officers and PA members. In all survey work qualitative comments are extracted and recorded to provide support for improvement recommendations.
- There are bi-monthly performance reviews undertaken through the DCOG, where operational performance is examined by the DCC and linked into the NIM level 2 TCG process (both meetings being held one after the other on the same day). NIM is used as the management tool to allocate resources and drive the business.
- The performance development unit (PDU) conducts inspections and audits on areas of underperformance or non-compliance highlighted during performance monitoring. Recent examples include an audit of the crime management system at Luton to identify issues relating to tasking and the allocation of crime reports and an audit to see if the recommendations of gatekeepers were being implemented by supervisors.
- The finance department oversees a similar process for appointed internal auditors, with reports going to the audit committee of the PA.
- A procedure has been established for managing unsatisfactory performance by individuals. Underperformance is identified through routine supervision, including during PDRs, and leads to appropriate action planning and monitoring.
- In 2005 the PDU was strengthened by the addition of a chief inspector post to support BCUs and improve performance by leading on thematic inspections and identifying and sharing best practice. The crime and incident registrar function and other audit staff have also been relocated into the PDU structure. The products generated by the PDU are visually impactful and supported by concise targeted commentary. Data generated by the management information system are timely, with crime and detection data being loaded and reported daily.
- The force acknowledges exceptional individual and team achievement through the award of commendations, divisional commanders' congratulations and bonus payments.
- Full accreditation for Investors in People (IIP) was obtained in April 2004, and an action plan is in place to ensure retention at the reassessment due in 2007. The

October 2006

EFQM excellence model is used throughout the force by BCUs and departments for self-assessment.

- Charter mark and ISO accreditation has been achieved and maintained in key business areas.
- In 2005 the force introduced the corporate improvement plan (CIP), which addresses areas for improvement identified via the baseline assessment, inspections, audits, NCPE health checks, best value reviews and QPR process. The plan is being used to self-assess against core objectives, with a risk-assessed monitoring framework ranging from 'light touch' to 'in-depth' monitoring to minimise the bureaucratic burden.

### **Work in Progress**

- Even though the force has made improvements to its performance management processes, a new performance management framework has been approved and was to be introduced in April 2006. It will build on existing accountability arrangements and has the added benefit of involving all chief officers in holding senior managers to account for performance.
- From April 2006, the capability to report on performance down to individual level was to have become available through an enhancement to the management information system and linkage with the HR system.
- The format for divisional policing plans and how they link with implementation actions is currently being reviewed. This work was to be assessed in April 2006.

### **Areas for Improvement**

- While there is clear performance and robust performance management at the strategic and tactical level, this is not consistently reflected at team (inspector and supervisor) levels.
- Force-level daily meetings are not held. With the reduction from three to two BCUs this could easily be achieved by using telephone conferencing and having a chief officer chair the meeting. This would enable daily performance scrutiny as well as allow for BCU command teams and headquarters support department heads to share information on significant operations and ongoing or emerging critical incidents.
- A perception exists among most senior managers and many staff of over-scrutiny, led at the chief officer level, on daily performance. Given the need to improve performance, especially on sanction detections, robust performance management is necessary. A formalised daily meeting as outlined above would ensure that any such scrutiny is targeted and understood by all involved in the process.

- Although the CIP contains prioritised recommendations from inspections and reviews (such as HMIC baseline assessment), it is unclear how all recommendations or areas identified for improvement but prioritised out of the CIP are monitored.

## Appendix 1: Glossary of Terms and Abbreviations

### A

ABC	activity-based costing
ACC	assistant chief constable
ACPO	Association of Chief Police Officers
AJD	administration of justice department
ANPR	automatic number plate recognition
ARV	armed response vehicle
ASB	anti-social behaviour
ASBO	Anti-Social Behaviour Order

### B

BCPB	business change programme board
BCS	British Crime Survey
BCU	basic command unit
BLCRP	Bedfordshire and Luton casualty reduction partnership
BLLRF	Bedfordshire and Luton local resilience forum
BME	black and minority ethnic
BVPP	best value performance plan
BVR	best value review

### C

CAIU	child abuse investigation unit
CATS	case administration tracking system
CBRN	chemical, biological, radiological and nuclear
CDRP	crime and disorder reduction partnership

CHC	call-handling centre
CIA	community impact assessment
CIP	corporate improvement plan
CJ	criminal justice
CJS	criminal justice system
CMSG	crime management steering group
CPCU	cheque and plastic card unit
CPS	Crown Prosecution Service
CRE	Commission for Racial Equality
CRISP	Cross-Regional Information Sharing Project
CSD	community safety department
CSO	community support officer
CTC	Chiltern Transport Consortium
<b>D</b>	
DASCU	drugs and serious crime unit
DAT	drug action team
DCC	deputy chief constable
DCOG	divisional commanders operational group
DEM	diversity excellence model
DHR	director of human resources
DSHU	dedicated source-handling unit
DV	domestic violence
DVU	domestic violence unit
<b>E</b>	
EDPB	equality and diversity programme board
EFQM	European Foundation for Quality Management

**F**

FFSG	force forensic strategy group
FI	financial investigator
FIB	force intelligence bureau
FIU	financial investigation unit
FRMU	forensic resource management unit
FSU	firearms support unit

**H**

HMIC	Her Majesty's Inspectorate of Constabulary
HMRC	Her Majesty's Revenue and Customs
H&S	health and safety
HR	human resource
HRPDG	human resource planning and deployment group

**I**

IAG	independent advisory group
IAQA	impact assessment quality assurance
ICF	integrated competency framework
ICT	information communication and technology
liP	Investors in People
IMPB	information management project board
INI	IMPACT nominal index
ISO	International Standards Organisation
IS/IT	information systems/information technology
ITIL	information technology infrastructure library

**J**

JIC joint intelligence cell  
JPMG joint performance management group

**K**

KSI killed or seriously injured

**L**

LAA local area agreement  
LAMRIG Luton Multi-Agency Racist Incident Group  
LCJB local criminal justice board  
L&D learning and development  
LIO local intelligence officer  
LSP local strategic partnership

**M**

MAPPA multi-agency public protection arrangements  
MARAC multi-agency risk assessment conference  
MIR major incident room

**N**

NAFIS National Automated Fingerprint Identification System  
NCHS National Call-Handling Standards  
NCIS National Criminal Intelligence Service  
NCPE National Centre for Policing Excellence  
NCRS National Crime Recording Standard  
NIM National Intelligence Model

NMIS	National Management Information System
NOS	national occupational standards
NP	neighbourhood policing
NSIR	National Standards for Incident Reporting
NSPIS	National Strategy for Police Information Systems

**O**

OBJT	offence brought to justice
OIS	operational information system

**P**

PA	Police Authority
PDR	personal development review
PDU	performance delivery unit
PIE	prevention intelligence and enforcement
PIP	professionalising the investigative process
PLP	personal leadership programme
PNC	Police National Computer
POCA	Proceeds of Crime Act
POP	problem-orientated policing
PPAF	policing performance assessment framework
PPU	public protection unit
PSU	police support unit
PURE	police use of resources evaluation

**Q**

QA	quality assurance
QPR	quarterly performance review

QoSC            quality of service commitment

**R**

RES            race equality scheme

RP             roads policing

RTC            road traffic collision

**S**

SARA          scanning, analysis, response, assessment

SIG            service investment group

SIO            senior investigating officer

SMART        specific, measurable, achievable, realistic, timely

SNEN         single non-emergency number

SNT            safer neighbourhood team

SOCO         scenes of crime officer

SPU            sensitive policing unit

SSM            scientific support manager

SWIM         scientific work improvement programme

**T**

TAG            tactical advisory group

T&CG         tasking and co-ordination group

TT&CG        tactical and tasking co-ordination group

**W**

WES            working environment survey

**Y**

YOT            youth offending team