



Cleveland Police

Baseline Assessment October 2006



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Appendix 1 Glossary of Terms and Abbreviations

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

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

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

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

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

Priority Frameworks

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

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

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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.

Service delivery grade

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

Excellent

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

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

Good

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

Fair

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

Poor

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

Direction of Travel Grade

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

Improved

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

Stable

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This denotes no significant change in performance.

Declined

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

Good Practice

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

Future HMIC Inspection Activity

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

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

Force Overview and Context

Geographical Description of Force Area

The Cleveland Police area covers approximately 595 square kilometres and has a population of more than 554,000. The force area is divided into four policing basic command units (BCUs), known locally as districts. There are four unitary local authorities (Hartlepool, Redcar and Cleveland, Stockton and Middlesbrough) within the force area and their boundaries are coterminous with the boundaries of its BCUs.

The force is responsible for policing a predominantly urban, densely populated area, closely resembling metropolitan authorities in socioeconomic characteristics and policing needs.

There are two prisons within the force area, HMP Kirkclevington and HMP Holme House. The former prepares long-term detainees for release back into the community, while the latter, built to Category A standard, acts as a local holding establishment for more than 800 inmates.

The Cleveland area is a major production centre for the chemical industry which results in the large-scale transportation by road, rail and sea of hazardous substances. The chemical industry remains a key economic factor and presents the force, other emergency services and partners with a significant major incident risk. In addition, there is a nuclear power station at Hartlepool, while Teesport remains one of the busiest commercial ports in the British Isles (in terms of tonnage).

The force's rural fringes border the North Yorkshire Moors, offering great beauty and scope for leisure activities. The industrial heart of the area has a strong infrastructure that is well served by the transport network, including an international airport. The area supports many leisure facilities including premier league and first division football. Each of the four districts hosts town centres offering quality shopping by day and a lively night-time economy. The coastline includes the highest sea cliffs in England and part of the Captain Cook heritage trail.

Demographic Description of Force Area

The Cleveland Police area accommodates a population of more than 554,000. The resident black and minority ethnic (BME) population was estimated to be 1.9% of the total population in the 2001 census.

The force area is a predominantly urban, densely populated area, closely resembling metropolitan authorities in socioeconomic characteristics and policing needs. All four territorial districts have large areas of socioeconomic deprivation; 38 of the 92 wards in the force area are in the top 10% of the most socially deprived wards in the country (2004 data). Unemployment in Cleveland stands at 3.5% and the average weekly wage is estimated to be significantly below the national average.

There have been no changes among the chief officer team during the period of this baseline assessment.

On 28 February 2006, the force employed 1,682 police officers (1,661.2 full-time equivalent), 858 police staff (800 full-time equivalent), 81 police community support officers (PCSOs) and there were 76 special constables. The force is committed to maintaining

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police officer numbers. Police officers will be redeployed, where appropriate, to front-line duties and the police family will be broadened to include more PCSOs and special constables as well as community safety accreditation schemes.

This year has seen financial close of the force's Action Stations project. This is a private finance initiative (PFI) which will provide a state of the art central custody suite and district headquarters in Middlesbrough, new district headquarters in Langbaugh and new police offices in South Bank and Redcar. The project will not only increase cell capacity and improve working practices, it will provide better access for the public and promote community policing. The first facilities will be available at the end of 2006, with the new Middlesbrough district headquarters expected to be completed by the end of January 2007.

The annual revenue budget for the force (2005/06) is set at £114.8 million. Financial management within Cleveland Police is highly devolved with budgets devolved to the most appropriate level.

Strategic Priorities

The force has been working with the Home Office Police Standards Unit (PSU) since spring 2004. Together they have devised and implemented Operation Delivery, a comprehensive action plan to focus upon crime reduction and crime investigation within Cleveland. This work is ongoing and is having a positive impact in both areas.

The force's strategic priorities for 2005/06 are:

- to provide a safer Cleveland Police area;
- to have fewer people's lives affected by anti-social behaviour (ASB) and alcohol-related disorder;
- to provide a citizen-focused service;
- to narrow the justice gap; and
- to combat serious and organised crime.

Impact of Workforce Modernisation and Strategic Force Development

Cleveland Police is working hard with its independent advisory group (IAG) to sustain the steady increase in recruitment from under-represented racial groups it is achieving. At the time of assessment (end February 2006), the force had 30 BME police officers. This represents 1.8% of the (headcount) strength of the force, whereas 2.43% of the economically active local population is BME. As a result, the force aims to increase its number of BME officers, aspiring to the 5% race equality programme target and has numerous positive action initiatives in train to achieve this. Corporate policy *Recruitment, Retention and Progression* is based on *Breaking Through* and *Positive Action Toolkit* guidance. The force is encouraged that 6.6% and 12.5% respectively of recruits in its last two intakes of probationers have been BME. One of these was a High Potential Development Scheme entrant. Female officers make up 20% of Cleveland Police's officer strength. Again, the force is striving to increase this figure and is working to make the service more accessible to women.

This was the first police force to recruit part-time probationers and it promotes retention of staff by operating flexible working practices and policies. The force has made reasonable adjustments where possible, including supporting dyslexic applicants with the initial recruitment test. Among its two most recent intakes of probationers, 50% and 35% of recruits respectively have been female.

Cleveland Police has seized opportunities to appoint PCSOs. It has 81 at present and is in the process of bidding to the neighbourhood policing (NHP) fund for a further 21 to support

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implementation of NHP in force. Matched funding for these is being sought from the neighbourhood renewal fund via partners. Civilian investigators have been recruited, some with Police Standards Unit (PSU) support, and attached to prisoner-handling teams to release police officers for operational activity and maximise the impact of automatic number plate recognition (ANPR) and DNA technologies.

This force is experiencing budgetary pressures which are discussed elsewhere in this document. As a result it has embarked on a programme of further modernisation to pursue maximum efficiency and effectiveness. The work is divided into three separate workstreams monitored by a police/Police Authority joint panel:

Workstream One aims to “provide an outline operational structure of the force to meet future requirements taking into account organisational structures and the police modernisation agenda”. It includes a reduction in superintending ranks and an increase in inspecting ranks; introduction of business managers and teams in BCUs (to replace finance and HR managers and teams); introduction of an operational performance team; and the merger of the criminal justice and community safety departments.

Workstream Two examined the force’s estates and procurement strategies and looked for opportunities to restructure by means of early and voluntary retirement.

Workstream Three comprises a number of distinct projects and reviews: best value reviews of the communications centre, criminal justice unit and fleet management; reviews of police staff management structures and strategic procurement of functions; implementation of the central business unit; and the implementation plan for combined finance and HR function. The force is to introduce a generic model for all police staff structures in BCUs and adopt corporate titles for police staff roles throughout the force.

Major Achievements

So far this financial year the following reductions in recorded crime have been achieved in the Cleveland Police area: robbery by 20%; theft of motor vehicles and taking Witjout Ownser’s Consent (TWOC) by 20%; and, vehicle interference by more than 25%. Thefts from motor vehicles have reduced by more than 7%. Dwelling house burglary has reduced by more than 8% (more than 9% for other burglaries).

There has been a 10% improvement in the detection rate for offences of violence and an improvement of more than 5% in the detection rate overall. The force’s performance in relation to sanction detections continues to improve; during February 2005, the force achieved a sanction detection rate of 29%, a 4% improvement over the same month last year. A similar improvement has been made when the past 12-month period is considered.

In the inspection of corporate governance arrangements in force, conducted last summer as a condition of the payment of a special grant by the Home Office, Her Majesty’s Inspector observed that “the force has a clear strategic vision and direction, which is effectively communicated by the Chief Constable and the force executive and re-emphasised by the Police Authority”. A re-inspection took place in February 2006, as a result of which HMIC has observed that “the standard of financial management has significantly improved”. In describing the underspend that the force and authority have so far achieved, the report also identified that “dramatic improvements in corporate budget management” had taken place.

In its year 2 (2004) National Crime Recording Standard (NCRS) audit, Cleveland Police was graded Red. As a result, a comprehensive action plan was implemented. The Police Authority commissioned an interim audit by the Audit Commission in February 2005, to the same exacting standard. The grading achieved in this audit was Amber, indicating

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improvement. The year 3 (2005) NCRS audit was carried out in January 2006. The provisional result is Excellent for data quality and Good for management arrangements. This indicates a significant improvement, both in data quality for crime recording and the systems operated in force to support ethical crime-recording standards.

The force achieved a Good grading in HMIC's recent inspection of its professional standards arrangements.

A comprehensive volume crime management model has been piloted and adopted force-wide during the period of this assessment. A centralised crime desk, crime scene assessors and a new forensic intelligence and dispatch office support it. This required much work in a short space of time to dismantle existing systems of dispatch and crime and incident management, which were hampering performance. The force is in the process of implementing cutting-edge technology to support input of crime reports and street encounters.

Major Challenges for the Future

While the force is currently in an underspend position, it remains aware that continued special funding of the Police Authority under the three-year special grant arrangements is dependant on a series of corporate governance inspections. The next of these will take place in December 2006 and the force and Police Authority must sustain and build on the improvements they have made so far.

Cleveland Police has made some significant improvements in performance. Nevertheless, its performance in comparison with its most similar force (MSF) group in a number of areas shows room for improvement. The force is confident of disengagement from PSU in the near future but acknowledges that it has had considerable support during the period of engagement. This has taken the form of financial support in excess of £800,000 as well as a great deal of project planning and consultancy support. The force must now, however, sustain and build on the improvements made. In particular, it must continue to close the gap between its performance and the average among its MSF group in the areas of crime reduction and detections.

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

1 Citizen Focus (Domain A)

1A Fairness and Equality in Service Delivery

Grade	Direction of Travel
Fair	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
0	15	28	0

Contextual Factors

The deputy chief constable (DCC) chairs the force's diversity strategy group which sets the strategic direction for the force on all diversity matters affecting it. A race equality scheme for 2005–08 has been published.

Cleveland Police has established force level and BCU level IAGs with representatives from all identified communities. The force also consults with numerous race relations groups. These groups are able to influence policy. The force has a robust policy-making structure which includes formally assessing its policies for impact on race and diversity.

The fact that Cleveland Police is below the MSF average in levels of satisfaction among victims of racist incidents must be treated with caution due to the small sample size.

Strengths

- The DCC is the force diversity champion and chair of the diversity strategy group which sets the strategic direction for the force on all diversity-related matters.
- IAGs are now in place in all police districts and at force level. There is a strong commitment from the Chief Constable to the IAG at force level and from BCU commanders at a local level. The advice proffered by IAG members to a range of policy areas is valued by the force.
- There is evidence of good joint partnership consultation with the local communities to inform strategic planning of both the force and crime and disorder reduction partnerships (CDRPs). In addition to the four local authority forums, this includes consultation with the following groups; Gypsies and Travellers, asylum seekers, racial harmony and lesbian and gay police officers and staff.
- The force states that its race equality scheme is lawfully compliant.
- Hate crime is included within the local policing plan for 2006/07. It is included in strategic assessments at levels 1 and 2 and is actioned through the National Intelligence Model (NIM) tasking and co-ordinating processes.
- Corporate policies covering hate crime and hate incidents have been reviewed and updated in line with recent Association of Chief Police Officers (ACPO)/PSU

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guidance. Supervisors in districts and the communication centre ensure compliance with policy and national recording standards.

- Race equality impact assessment training has been delivered to staff involved in policy writing and review.
- Training on multi-strand assessment has recently been delivered to the race equality group (REG) including representatives from the Police Authority and race equality council. The remit of the REG includes reviews of impact assessments, relevance assessment work, specialist advice and a consultancy facility.
- Race and diversity training is compulsory for all staff, with supervisors receiving an additional module relevant to their role. The training programme for probationers, undertaken in conjunction with Teesside University, incorporates hate crime awareness. Bespoke training is provided for certain identified roles and responsibilities, eg professional standards.
- Two third-party reporting schemes are in operation: True Vision developed nationally and Positive Action against Hate Crime, which was developed with Northumbria and Durham forces and various voluntary support agencies.
- The force has been awarded the Disability Two Ticks Ticks mark and retains the award from Investors in People (IIP).
- The force responds positively to recommendations in national reports or inspections. An action plan is developed with timescales and clear accountability, monitored by the DCC through the diversity strategy group.
- The number of racially or religiously aggravated offences per 1,000 population in 2005/06 is an increase on the previous year and places the force in line with its MSF average.
- The percentage of racially or religiously aggravated offences detected in 2005/06 fell slightly on the previous year and places the force in line with the MSF average.
- The percentage detected (sanction detection) of violence against the person for white victims has risen slightly in 2005/06 on the previous year and is slightly above the MSF average.

Areas for Improvement

- There is no overarching multi-agency hate crime reduction/prevention strategy. While there is external evidence that indicates a greater degree of corporacy in relation to diversity and there is a better sense of balance in relation to diversity issues, the force acknowledges that work remains to be done in this respect.
- Further work should be undertaken to identify community vulnerabilities and their susceptibility to particular incidents or crimes. While minority liaison officers have this as one of their remits, this function is not carried out across the organisation routinely.

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- Data on diversity issues is not yet comprehensive and made readily available to both BCUs and departments. The introduction of the central diversity unit should help address this issue.
- The percentage of victims of racist incidents satisfied with the overall service provided in January to December 2005 was well below the MSF average.
- The percentage detected (sanction detection) of violence against the person offences for victims of BME groups has fallen from 2004/05 to 2005/06 and is lower than the MSF average.

1B Neighbourhood Policing and Problem Solving

Grade	Direction of Travel
Fair	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
4	15	28	0

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

NHP went live at the beginning of April 2006 in the pathfinder site at Hartlepool and many processes and arrangements are in an embryonic form. There is a planned roll-out to the other BCUs with Middlesbrough due to commence NHP in September 2006; while Langbaugh and Stockton are due to go live in April 2007. It is intended that the lessons learnt from Hartlepool will be shared across the force. The force has made the decision to roll out Middlesbrough earlier than the other BCUs in order to try and benefit from potential funding streams that may be lost if the roll-out is delayed in this area. This will undoubtedly present the force with a considerable challenge given the performance and resource demands apparent in Middlesbrough.

Strengths

- There is clear evidence of effective leadership at a strategic level through the assistant chief constable (ACC) (territorial operations) and at a local level in the pathfinder BCU. The ACC chairs the force NHP project board. The members include managers from all key departments and areas. The BCU commander chairs the local project board. Partnership working is embedded and effective in the pathfinder site, built on existing good relationships.
- A dedicated NHP project commenced in February 2006 and has utilised the ten National Centre for Policing Excellence (NCPE) practice advice principles in its design and implementation. The local project board in Hartlepool includes senior

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representatives from partner agencies and is supported by a dedicated project manager.

- There is evidence of community engagement in the pathfinder site with presentations to and consultation with schools, care groups for the elderly, Muslim community groups and other voluntary groups. This has been supported by funding from Government Office North East (GONE) to fund consultation with hard-to-reach and hard-to-hear groups.
- The Chief Constable's vision of Putting People First and the strategic aim "to provide a citizen-focused service" identify the importance of community needs and priorities within an NHP structure.
- The workforce structure has been redesigned in the pathfinder site to support NHP while maintaining a focus on performance. A BCU-based deployment policy sets out the roles of both neighbourhood teams and other BCU operational units.
- The project board has developed a communication strategy for both staff and the community involving newsletters, TV and press coverage. They have also publicised the neighbourhood teams by name and have published photographs in the local press.
- The public is able to contact their local officers through a dedicated number staffed from 0800 to 2200 in the incident management unit. Calls requiring an immediate response are forwarded to the control room.
- The estates strategy for NHP maximises the use of shared accommodation with local authority partners to both enhance visibility and improve communication.
- A strategic decision was taken to roll out NHP in a phased approach to ensure that there was no loss of focus on performance at a time when the force was still in engagement and supported by the PSU. Stockton and Langbaugh BCUs have already begun the process of aligning officers and PCSOs to specific wards and neighbourhoods and are planning now for their roll-out in early 2007.
- Problem-solving groups meet regularly with partners to agree priorities; to support this, joint problem-solving training is undertaken with partners in the pathfinder site which will enhance co-operation and collaboration.
- Neighbourhoods are defined and are coterminous with one or more local authority ward boundaries; the demographic profile for the Hartlepool neighbourhoods has been mapped and identified 51 community groups and 410 voluntary groups. Officers and staff are dedicated to their neighbourhoods and wards in the pathfinder site. Wardens, tenancy managers, neighbourhood managers, police officers and staff (PCSOs) are co-located and joint briefings take place on a daily basis.
- Three multi-agency joint action groups have been established based on three geographic areas; north, central and south Hartlepool. Chaired by the neighbourhood inspector, their remit is joint problem solving over larger areas than wards.
- Neighbourhood walkabouts are now utilised on a monthly basis to identify three actions for police, partners and the community, and each of the neighbourhood

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areas has identified their top three priorities which are fed into the tasking and co-ordinating group (TCG) process. Tasking of neighbourhood officers, PCSOs and neighbourhood support teams is undertaken through the TCG process.

- An abstraction and deployment policy is in place in the pathfinder site and, although the policy is in its infancy, initial feedback indicates this has improved relationships between units and provided greater clarity for staff: the policy being that anyone who deploys a ring-fenced officer away from their ward must produce an exception report for the BCU commander.
- The British Crime Survey (BCS) percentage of people who think that their local police do a good job in the period between January and December 2005 is in line with the MSF average.
- The BCS percentage of people's risk of personal crime in January to December 2005 was lower than the MSF average.
- The BCS percentage of people's risk of household crime in January to December 2005 is in line with the MSF average.
- The BCS percentage of people's perceptions of ASB between January and December 2005 is in line with the MSF average.

Work in Progress

- Plans are in place to develop key individual networks within the pathfinder site. Staff are to be trained on how to develop the networks through established forums. These will then be used to inform neighbourhood meetings and assist in identifying priorities and issues.
- Clear operating principles need to be developed in relation to dispatching officers to calls for service which could then be applied across all BCUs in order to ensure corporacy and clarity for staff in the communications centres.
- The pathfinder has benefited from a considerable cash injection from the neighbourhood renewal fund (£546,000) for PCSOs there. Given the demand on resources and the need to staff neighbourhoods appropriately, it is imperative that any similar funding streams are identified as soon as possible for the remaining BCUs and their roll-out of NHP.

Areas for Improvement

- An embryonic volunteer scheme is being piloted in Langbaugh where, to date, it has had a number of potential volunteers showing interest. Concern has been expressed in relation to the use and role of volunteers within the force. This will need to be resolved if the pilot in Langbaugh is to be fully utilised and extended force-wide.
- There is evidence of a local communications strategy in the pathfinder BCU but no overarching corporate communications strategy. This needs to be developed in order to make all staff in the force aware of the vision for NHP and their individual role in its successful implementation.

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- Public involvement through neighbourhood action plans and problem-solving groups within the pathfinder site are still in the developmental stage and need further implementation.
- More work needs to be done to capture, analyse, assess and disseminate community intelligence. The force intends to evaluate this information as per the 5x5x5 model. Additional resources or revised processes are likely to be needed to handle the input of data to ensure backlogs are not created.
- Surveys are being undertaken in the pathfinder site to establish a baseline of qualitative indicators. Once achieved, an effective performance framework for neighbourhood officers and staff needs to be embedded throughout the force to support NHP.
- There is no overarching HR strategy for NHP. It is important that issues such as staffing, job descriptions, reward and recognition and shift arrangements for all staff engaged in NHP are addressed.
- There are no specific role profiles or job descriptions for neighbourhood officers and this needs addressing to enable an effective selection process to be undertaken and to ensure that staff understand their roles and what is expected of them.
- The powers of PCSOs are limited in Cleveland. The force is currently reviewing PCSO powers with a view to making them more in line with the needs of their roles.

1C Customer Service and Accessibility

Grade	Direction of Travel
Fair	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
0	19	22	2

Contextual Factors

The Chief Constable’s Putting People First vision for the force provides the direction to ensure that all officers and staff provide high-quality services. The vision is supported by a comprehensive performance management framework and review process which includes statutory performance indicators and local domain measures as well as complaints against police, quality complaints, letters of appreciation, satisfaction survey results and crime revisits. The DCC is the chief officer leading implementation of the Quality of Service Commitment (QoSC). Progress is reported in the force quarterly performance report. The force readily admits that progress on the QoSC has not been as quick as they would like due to pressures around performance and budgetary constraints, but they are on course to achieve the standard by November 2006.

Strengths

- A PSU audit and assurance assessment reported that the force has built up considerable expertise in conducting public surveys and that the collation and submission of accurate data were good.
- The force has established witness care units within the criminal justice department to act as single points of contact (SPOC) for both victims and witnesses.
- Good use is made of the force internet site for members of the public to provide feedback, report crime and provide views on policing services. A speech enablement service, access keys and text changing facilities are also provided.
- There is considerable investment being provided in the estate to enable the force to meet its obligations under the Disability Discrimination Act (DDA). The force engaged consultants to identify works required to ensure DDA compliance. A programme was drawn together identifying what had to be done and the majority of the work has already been achieved.
- As part of the call management strategy, response and deployment guides have been produced that emphasise to staff the importance of providing a good quality of service to the community. The force has delivered training to communications centre staff through the Samaritans customer care training. Through its communications centre, the force has introduced a system for providing feedback to callers.
- The force has issued a handbook to each officer providing guidance on standards of investigation in many areas of policing. It also gives details of the national QoSC.

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- A complaints digest is produced by the professional standards department as a management information tool regarding the level and type of complaints received.
- There is a comprehensive reward and recognition scheme with regular commendation ceremonies for police officers and police staff. This includes regular chief officer awards for providing quality of service.

Work in Progress

- There needs to be a more robust project management structure to ensure the many facets of the QoSC, citizen focus agenda and customer service are managed effectively at a strategic level.

Areas for Improvement

- The QoSC and the drive for greater citizen focus both need prioritising and driving forward if the force is to deliver on the QoSC by November 2006. The Chief Constable's Putting People First vision sets out the requirement for all staff to provide high-quality services, but there is an acknowledgement that the roll-out of the QoSC has been slower than originally planned due to internal restructuring and the budget deficit.
- The percentage satisfaction rate of victims of domestic burglary, violent crime, vehicle crime and road traffic collisions with respect to making contact with the police between January and December 2005 was slightly lower than the MSF average.
- The percentage satisfaction rate of victims of domestic burglary, violent crime, vehicle crime and road traffic collisions with respect to action taken by the police between January and December 2005 was lower than the MSF average.
- The percentage satisfaction rate of victims of domestic burglary, violent crime, vehicle crime and road traffic collisions with respect to their treatment by staff between January and December 2005 was lower than the MSF average.
- The percentage satisfaction rate of victims of domestic burglary, violent crime, vehicle crime and road traffic collisions in January to December 2005 with respect to being kept informed of progress was lower than the MSF average.
- The percentage satisfaction rate of victims of domestic burglary, violent crime, vehicle crime and road traffic collisions in January to December 2005 with respect to the overall service provided was lower than the MSF average.

1D Professional Standards

Grade	Direction of Travel
Good	Not Graded

National Grade Distribution

Poor	Fair	Good	Excellent
2	16	25	0

National Position

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

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

Evidence was gathered, consolidated and reported upon in individual force baseline assessment reports which can be found on the HMIC website:

http://inspectorates.homeoffice.gov.uk/hmic/inspect_reports1/baseline-assessments.html

2 Reducing Crime (Domain 1)

2A Volume Crime Reduction

Grade	Direction of Travel
Fair	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
1	18	20	4

Contextual Factors

The policing plan, together with policing districts' action plans, identifies priorities in relation to crime reduction and detection activities with stretching targets in core crime areas. Adherence to these targets is managed via the monthly performance reviews (MPRs) by the ACC (territorial operations) with the district commanders.

The volume crime management model (VCMM) was introduced into the force in September 2005 alongside the integrated records information system (IRIS).

It is acknowledged that Middlesbrough BCU records the most crime out of the four BCUs and can skew force figures when underperforming. The force is currently in the last part of their disengagement action plan with the standards unit. As part of that withdrawal, the standards unit is working closely with the force command and Middlesbrough on developing an action plan in order to improve performance in Middlesbrough.

Strengths

- The ACC (crime and support) is actively driving volume crime issues and is the chair of the implementation project for the VCMM.
- District commanders and their respective management teams are held to account by the ACC (territorial operations) for performance against targets in volume crime areas as part of the MPR process.
- There are force champions for burglary, vehicle crime, robbery, criminal damage, drugs and violence who co-ordinate activity and identify good practice.
- Good relations exist with partners; each of the force's district commanders takes an active part in their respective CDRP and the Local Strategic Partnership.
- In comparison with performance against itself, the force has seen reductions in domestic burglary (9%), robbery (20%) and vehicle crime (14%) in the financial year 2005/06 compared with 2004/05.
- The force policing plan and action plans identify priorities for crime reduction and detection activities with stretching targets in key crime areas.
- A variety of crime reduction initiatives has taken place at both force and district level and problem solving remains central to force policy and practice; the force has

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adopted the scanning, analysis, response, assessment (SARA) model as its main vehicle for problem solving.

- There are a variety of examples of co-location and sharing of resources with partners across the force. These include domestic violence initiatives, ASB teams, the youth offending service, prolific and priority offender scheme and the public protection unit (PPU).
- Good analysis of volume crime issues is undertaken at force and district level and this drives activity through the NIM process at level 1 and 2. This is extended to partners where there is evidence of problem profiles being used to task local authority resources, eg the active intelligence mapping (AIM) meeting at Middlesbrough.
- The force has embraced good practice from other forces in relation to the night-time economy, associated criminality and ASB, eg Operation Nightsafe (Lancashire) and Operation Cobra (Hampshire) together with a range of appropriate toolkits.
- There has been a significant and sustained improvement in NCRS compliance with the force being graded Excellent for data quality and Good for management arrangements in the year 3 (2005) assessment.
- The BCS percentage of people's risk of personal crime in January to December 2005 was lower than the MSF average.
- The BCS percentage of people's risk of household crime in January to December 2005 is in line with the MSF.
- The number of domestic burglaries per 1,000 households in 2005/06 has decreased on the previous year and is now below the MSF average.
- The number of robberies per 1,000 population in 2005/06 decreased on the previous year. In the months January to March 2006 the figure rose slightly above the MSF average.

Work in Progress

- An independent evaluation of the AIM process at Middlesbrough District has been carried out by the PSU in 2004 at the request of the Middlesbrough District. A number of recommendations were made which were considered and are now being progressed.
- The force has undertaken a comprehensive best value review of the causes of violent crime in Cleveland. The recommendations, which are being managed through a Gold group, will drive tactical delivery.

Areas for Improvement

- The VCMM project board should ensure that NIM processes are harmonised across the force to ensure that the force definition of a 'priority crime' takes full cognisance of the evidence coming from districts and their individual control strategies.
- The number of violent crimes per 1,000 population in 2005/06 rose on the previous year. The three months' data between January and March 2006 shows that the force is above the MSF average.

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- The number of vehicle crimes per 1,000 population in 2005/06 decreased on the previous year's data. The three months' data between January and March 2006 shows a decrease and places the force slightly above the MSF average.
- Total crime per 1,000 population in 2005/06 rose on the previous year's' data. In the three months between January and March 2006 there was a decrease, but still left the force above the MSF average.

GOOD PRACTICE

TITLE: Best Value Review of Violent Crime

PROBLEM: Concern over increasing levels of violent crime in the force area coupled with uncertainty about the impact of Licensing Act 2003 led Cleveland Police to undertake a review of its approach to violent crime.

SOLUTION: The review was carried out in the summer of 2005 as a Best Value review under Local Government Act 1999. This requires police authorities to make arrangements to secure Best Value in the way in which the function of policing is exercised. Police authorities are also required to challenge the way in which they deliver services and consider alternative methods.

The force consulted Police Standards Unit about the proposed scope of the review and it was agreed that it should have a particular emphasis on the night time economy but include:

- Serious crime
- Drink related anti-social behaviour and disturbances
- Calls from the public around the above
- Identification of prolific offenders
- Profiling of victims
- CDRP activity
- Reactive and proactive policing and partnership interventions
- Performance management

The resulting report amounts to a detailed investigation of: violent crime; alcohol related violent crime; cross cutting links; national and local initiatives; and, the strategic profile of violent crime in Cleveland. The latter is of particular interest in demonstrating the nature and prevalence of violent crime in the force area. The profile attempts to provide a temporal and geographical account of violent crime together with a contextual analysis of the offence. It includes key characteristics such as links to alcohol, stranger attacks, etc. A detailed study of victims of violent crime was carried out too. The findings and recommendations are currently being pursued by the force's Gold group for violent crime.

OUTCOME(S): Police Standards Unit has commended the report and encouraged the force to share its approach with others.

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3 Investigating Crime (Domain 2)

3A Managing Critical Incidents and Major Crime

Grade	Direction of Travel
Fair	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
5	17	17	4

Contextual Factors

The force has a corporate policy on critical incident management which provides its operational framework. The force is developing an intelligence vision which seeks to develop the concept of 24-hour intelligence capability and, in addition, to improve upon current source-handling structures. The intelligence vision coupled with IRIS will provide opportunities to further enhance community intelligence and information sharing both in force and across the region.

The force recognises the need to learn from experience; therefore, during the course of any ongoing live enquiry, daily briefings and debriefs take place and any issues are revisited and changed if necessary.

The force has a murder investigation team and a number of casualty bureau and temporary mortuary trained staff. All officers receive training in their particular role.

Strengths

- The force strategic assessment identifies key priorities at level 2 and a monthly intelligence and analytical assessment of all identified criminal networks is produced with recommendations for activity. Decisions are taken at the level 2 tactical assessment and each criminal network tasked for action is subject of a target profile. Good examples relate to Operation Rainhill involving human trafficking and Operation Harborough relating to the supply of crack cocaine.
- A recent in-force business case was successful and resources have been realigned within the organised crime unit to increase capability and capacity within level 2. In addition the force can call on a number of resources at level 2 within various specialist units.
- The force is well sighted on the use of community impact assessments. These are completed in accordance with the advice contained in major incident room standardised procedures (MIRSAP) and are used on a regular basis to prevent and minimise any escalation of tension.
- The force has an established IAG that meets under the chair of an independent member and has been utilised to good effect both to inform and advise chief officers following events in London 2005.

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- The force is committed to effectively managing sex offenders and dangerous offenders through a joint police/probation multi-agency dedicated PPU. The unit has leadership from a senior detective officer.
- Effective links are present between specialist crime units including high-tech crime/PPU/child abuse teams to ensure effective response to high-risk incidents.
- A comprehensive risk management process exists led by the DCC; each service unit is required to have its own risk register and to provide updates to the corporate risk register.
- There is evidence of a proactive approach to the identification of vulnerable victims who may be targeted by travelling criminals, eg Operation Strongbow.
- All suspicious and unexplained deaths are attended by suitably trained investigative officers.
- A summary 'closure report' is written in respect of all completed investigations by the senior investigating officer (SIO). This is incorporated on to the Home Office Large Major Enquiry System (HOLMES) and good practice disseminated.
- The force is fully sighted on the Osman guidelines and is regularly required to exercise this notification in response to threats identified through intelligence sources.
- The management of firearms incidents complies with the ACPO Manual of Guidance and Codes of Practice relating to the use of firearms and less lethal options.
- A comprehensive review relating to the police use of firearms has been conducted and the force is in a robust position in relation to staff, equipment and training.
- The force has deemed itself compliant with the ACPO guidelines relating to MIRSAP, the *Murder Investigation Manual*, *Road Death Investigation Manual*, management of Disaster and Civil Emergencies (MODACE) and casualty bureau recommendations.
- The force uses the MIRSAP principles to carry out reviews of unsolved murders; evidence was given of this taking place successfully. Reviews of ongoing investigations are also carried out in accordance with ACPO and MIRSAP guidelines.
- The force has two dedicated SIOs trained to the national standard. Training has been provided in relation to kidnap and the management of linked and series crime; one officer is an accredited SIO for counter terrorist investigations.
- The force has an Officer in Overall Command (OIOC) capability with senior officers trained in the management of linked and series crime. There are frequent meetings between the ACCs and heads of crime and operations across the three North East forces that discuss matters of mutual concern.
- The establishment of a dedicated murder investigation team in January 2001 provided for in-house specialist capacity to staff the murder incident room without impacting on district staff and operations.

- The force has a corporate policy on critical incident management.
- The force has day and night Silver rotas that provide on-duty cover from among its substantive superintendents. Call-out rotas are in place too for detective inspectors, SIOs, professional standards, Performance Improvement Meetings (PIMs) and members of the ACPO team, as well as for specialist advisers in relation to firearms, chemical, biological, radiological and nuclear, SPOC and/or public order matters.
- The number of life-threatening crimes and gun crimes per 1,000 population up to February 2006 rose slightly. This is still below the MSF average.

Work in Progress

- The force should ensure there is sufficient staff trained in the professionalising the investigative process (PIP) in the organisation.
- Work continues to ensure that the force achieves compliance with the NCPE action plan in relation to the police use of firearms.
- A Bichard/Impact project group exists and all recommendations have been considered but not all have yet been implemented.

Areas for Improvement

- The force strategic assessment is comprehensive; however, this should be progressed to include detailed community profiles and information on vulnerable communities, vulnerable locations and the predictable demand of critical incidents. Following on from that, an assessment should be made in relation to future risks and threats associated with these groups or locations. It would be beneficial if it also addressed a predictable demand profile for critical incidents and took cognisance of those factors that are likely to impact on this demand in future.
- No documented preventative strategy exists in relation to the management of dangerous offenders. The force should consider whether current processes are adequate in the absence of such a policy.
- MIRSAP procedures are applied to review cases but there are insufficient officers trained and accredited to undertake the full range of reviews. Options exist for external companies or ex-police officers to undertake this work; this approach has been carried out successfully in the past.
- Community intelligence is currently not systematically collected, proactively developed or disseminated and as such is not informing all activity. The introduction of NHP should provide a facility to collect such information, but the force needs to clearly identify how this will be handled, processed and utilised.
- There is currently no facility to allow searches across all the force's IT systems. While work has begun to develop a workable solution (IRIS), the force is encouraged to expedite this work.

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GOOD PRACTICE

TITLE: 3A Terrorists Patrols (Operation Sentry)

PROBLEM: There is a significant number of sensitive Economic Key Points (EKPs) in the Cleveland Police area. In light of the heightened terrorist threat and the potential for attacks against tier 3 targets there was a compelling need in Cleveland to introduce proactive preventative activity to restrict any opportunities available to groups minded towards such activity

SOLUTION:

Due to the number of sites it was impossible to conduct this type of response within normal operational functions. Not least because other demands may result in the operation not being fulfilled as the force intended it. The strategic economic importance of the EKPs is such that the force successfully applied for finance under the Dedicated Security Post (DSP) fund available from the Home Office to mount Operation Sentry.

The operation is intelligence led with dedicated, uniformed and armed patrols on duty 24hrs a day, 365 days a year. Patrols visit all EKPs and investigate incidents in the immediate vicinity that may indicate the potential for terrorist activity, for example person or persons acting suspiciously in the locality.

OUTCOME(S): Operations commenced on 1st April 2005 and it is believed that Cleveland Police is the only force to have adopted this approach. The evaluation by the Home Office prior to securing the funding was positive and it is viewed as best practice by other police areas with similarly sensitive sites.

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3B Tackling Serious and Organised Criminality

Grade	Direction of Travel
Fair	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
7	21	13	2

Contextual Factors

The ACC (crime and support) is the NIM champion for the force and chairs the level 2 TCG meeting taking the proactive lead in all level 2 crime issues.

Cleveland Police has considerable experience in tackling serious crime because of the economic factors/socio-demographic make-up of the area. Operation Strongbow, for example, is an initiative developed in-house to tackle the local/regional/national problem of distraction burglary, particularly where the victims are elderly and infirm. To date this has proved successful.

The force has set up a crack enforcement group with a dedicated SIO (detective superintendent) having a remit to systematically disrupt the market network. The SIO is also working in conjunction with the Northumbria and Durham forces together with other non-police partnership agencies. These include the policing districts reducing supply groups, the regional district intelligence unit and the Government Agency Intelligence Network.

Strengths

- The force strategic assessment identifies key priorities at level 2 and a monthly intelligence and analytical assessment of all identified criminal networks is produced with recommendations for activity. Decisions are taken at the level 2 tactical assessment and each criminal network tasked for action is subject of a target profile. Good examples relate to Operation Rainhill involving human trafficking and Operation Harborough relating to the supply of crack cocaine.
- The ACC (crime and support) drives both level 2 issues and the NIM. There are effective tasking and co-ordinating processes in place with the six-monthly strategic TCG chaired by the Chief Constable. A weekly review of level 2 intelligence is undertaken by the director of intelligence for ‘quick time’ deployments or changes to actions. All operations are reviewed as they progress and again at their conclusion to identify areas for improvement and best practice, which is then promulgated through the level 2 TCG process.
- Level 2 organised crime and financial crime are both reflected in the local policing plan.
- There is effective collaboration within the region with a monthly meeting between the relevant chief officers, heads of crime and directors of intelligence to review all regional cross-border operations and issues. There are good examples of joint ANPR operations and joint cross-border level 2 operations.

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- There is a comprehensive knowledge of Osman warnings and these are utilised where and when appropriate and effectively recorded in policy books.
- The force works closely with a number of partners, such as the UK Immigration Service, HM Revenue and Customs and Department of Work and Pensions, eg Operation Reflex which had the added benefit of improving the flow of intelligence between these agencies.
- Nationally there are effective links with Serious Organised Crime Agency (SOCA), and previously National Criminal Intelligence Service (NCIS) and National Crime Squad, and there is an effective analytical capability with resources dedicated to level 2 issues.
- The force has a dedicated witness protection unit, economic crime unit, high-tech crime unit and murder investigation team. The performance of each of these groups is reviewed on a monthly basis by the ACC (crime and support) with individual monthly performance reviews (MPRs) undertaken for each unit head by their appropriate line manager.
- The witness protection scheme is assessed fully every 12 months by the ACC (crime and support) to look at processes. Each case is reviewed every six months, with more problematic cases being more frequently examined on a risk-assessed basis.
- The Proceeds of Crime Act (POCA) 2004 is now used effectively following a major review. It is mainstreamed throughout the force with advice and guidance provided by the economic crime unit which itself deals with high-level POCA opportunities while supporting operational officers and districts at level 1. The effect has been a significant increase in the number of confiscation orders.
- The number of life-threatening crimes and gun crimes per 1,000 population up to February 2006 rose slightly, but is still below the MSF average.
- The number of Class A drug supply offences brought to justice per 10,000 population in 2005/06 is higher than the MSF average of 4.249.

Areas for Improvement

- Resilience of key posts such as SIOs and service improvement managers needs to be addressed if the force is to ensure that effective trained resources are available at all times.
- While the force has done some work in the BCU pathfinder site in relation to identifying local priorities and community impact assessment, there is no indication of harm indicators having been developed for vulnerable communities and signal crimes being monitored, which would identify any community issues at an early stage.
- The intelligence vision for the force needs to take cognisance of the need to incorporate community intelligence. This should enable enhanced intelligence management processes to be developed and will coincide with the introduction of IRIS.

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- The number trafficking in controlled drugs per 1,000 population in 2005/06 has increased on the previous year. In the three months between January and March 2006 there was a decrease, but this still left the force slightly higher than the MSF average.
- The percentage of offences detected in trafficking in controlled drugs in 2005/06 was a decrease on the previous year and lower than the MSF average.
- The number of violent crimes per 1,000 population in 2005/06 rose on the previous year. The three months' data between January and March 2006 shows a decrease, yet is still above the MSF average.

3C Volume Crime Investigation

Grade	Direction of Travel
Fair	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
3	20	16	4

Contextual Factors

Corporate policy defines the structure for the district crime management units (CMUs). Each crime report arriving at a CMU is scrutinised for NCRS compliance and is subject to a screening process. Where lines of enquiry are identified, the crime report will be passed on for investigation. Crime scene assessors have been appointed and they are used to attend 'priority' crime to ensure that a professional service is provided to victims, forensic potential is identified, quality data is captured and all possible lines of enquiry are identified at the earliest possible opportunity.

Priority crime teams are in place and are allocated force priority crime to investigate. At the time of assessment the current priority crime was vehicle crime, violent crime and criminal damage.

The inbuilt checks and balances now in place have triggered the move towards more intrusive supervision of investigations and a steady and sustainable improvement in performance in this area. The force is confident that this approach to volume crime investigation will continue to improve the rankings against its MSF.

Strengths

- The ACC (crime and support) drives improvements in volume crime investigation and offenders brought to justice through the chairmanship of both the strategic performance group (SPG) and the detections improvement group.
- Champions have been identified for each of the main crime categories.
- Minimum standards for crime investigation are set through the VCMM which was rolled out across the force in September 2005. Staff are trained in their respective roles.
- Volume crime is examined in each district as part of the TCG process with analytical products such as problem profiles being produced and resources being tasked in accordance with the control strategy.
- There is an established economic crime unit in force that deals with high-level POCA opportunities and supports operational officers. Opportunities arising from POCA are now mainstreamed at level 1 and greater use is being made of confiscation orders and forfeiture orders.
- The force utilises ANPR effectively and the results achieved compare well both regionally and nationally.

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- There are effective partnership arrangements in place with the district commanders sitting on the local CDRPs and LSPs. At a tactical level there is evidence of joint action to target prolific offenders.
- Compliance with NCRS has improved significantly over the last two years. The most recent assessment (year 3 – 2005) has seen the force graded Excellent for data quality and Good for management arrangements.
- The number of Class A drug supply offences brought to justice per 10,000 population in 2005/06 has risen. This is higher than the MSF average.
- The percentage detected offences of violent crime in 2005/06 has risen. This is above the MSF average.
- The percentage of total crime detected in 2005/06 has risen on the previous year. This is above the MSF average.
- The percentage detected of racially or religiously aggravated offences in 2005/06 fell on the previous year, but is in line with the MSF average.

Work in Progress

- Variations in the implementation of the VCMM are apparent across the four districts. The project board should ensure that a corporate approach is adopted to maximise the opportunities offered, to create links with the force control strategy and to enable the interchange of staff.

Areas for Improvement

- The percentage detected of domestic burglaries in 2005/06 fell slightly on the previous year. This is below the MSF average.
- The percentage detected of robberies in 2005/06 rose slightly on the previous year. This is slightly below the MSF average.
- The percentage detected of vehicle crime in 2005/06 rose on the previous year. This is below the MSF average.

3D Improving Forensic Performance

Grade	Direction of Travel
Fair	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
3	16	21	3

Contextual Factors

The establishment in January 2006 of a forensic intelligence dispatch office (FIDO) located at force headquarters which takes the responsibility of tasking scenes of crime resources, has already achieved improvements in performance. FIDO will soon assume responsibility for Operation Olympic, the methodology for tasking forensic intelligence to operational units. This process is currently undertaken by the force intelligence bureau and is seen as another step forward in continuing to improve compliance and performance in this area.

The force is currently running a footwear pilot (LOCARD) which involves dedicated scientific support staff liaising with intelligence officers. There is a regional group developing good practice with support from the PSU.

Strengths

- The ACC (crime and support) is the force champion and takes the lead on forensic management. Forensic issues are driven through both the SPG and the VCMM group. The ACC also chairs (in rotation) the North East fingerprint bureau management group.
- A forensic management strategy has been published and all policies and procedures have been reviewed in line with that strategy. Performance is monitored and targets set on an individual basis through the monthly performance review process.
- There are quarterly continuous improvement team meetings between district crime managers and intelligence staff and fingerprint/footwear staff. In addition monthly meetings are held with the Forensic Science Service and regional meetings are held quarterly with ACPO scientific support managers.
- Following a review of scientific support, a new unit of FIDO has been introduced to manage forensic hits and to deploy operational staff in a more effective and efficient manner. This is already proving beneficial.
- Crime scene managers form part of the enquiry management structure and play a key role in developing a forensic investigative strategy. Specialist advisers from FSS and elsewhere are used also.
- There is effective liaison between forensic specialists and operational units and guidance is available in all aspects of forensic submission. A service level agreement is in place for the provision of fingerprint services, imagery and major crime support. In addition there is 24-hour technical support capability for all covert policing operations.

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- A forensic awareness officer is deployed full time with the remit to ensure that staff are 'forensically aware'. This includes a series of development days and ad hoc advice as well as a significant input into the probationer training. Inputs are also provided to the newly promoted sergeants and inspectors courses as well as to force firearms officers. External awareness training is delivered to key partners (the Crown Prosecution Service (CPS), magistrates, judges, and to staff within hospital A&E departments).
- The number conversion of fingerprint identifications to primary detections for the period April to December 2005 shows a slight improvement on the previous year and is above the MSF average.
- The conversion of DNA identifications to primary detections for the period April to December 2005 shows a reduction over the same period in the previous year. However this is still above the MSF average.

Areas for Improvement

- The number of fingerprint recoveries at domestic burglary scenes examined for the period April to December 2005 shows a slight improvement on the previous year. However, this is below the MSF average.
- The number of DNA recoveries at domestic burglary scenes examined in the period April to December 2005 shows a recovery rate the same as in the period in the previous year; however this is below the MSF average.
- Total detections – the conversion of fingerprint identifications to total detections for the period April to December 2005 shows a reduction over the same period in the previous year. This is below the MSF average.
- The conversion of DNA identifications to total detections for the period April to December 2005 shows a reduction over the same period in the previous year and is below the MSF average.
- The benefits of analysing footwear are not yet fully realised. A pilot scheme is currently running which is being rolled out across the force and a joint footwear initiative funded partly by PSU with Northumbria and Durham forces is to commence in September 2006.
- There is no evidence that the force is constantly reviewing forensic processes against the PSU SWIM programme or other similar processes.

3E Criminal Justice Processes

Grade	Direction of Travel
Fair	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
0	15	27	1

Contextual Factors

The force has made a considerable effort for improvement in this area of activity and a number of actions have been taken. For example, the force has developed a sanction detection/offences brought to justice (OBTJs) action plan. It also has a Police National Computer (PNC) action plan to tackle the timeliness issues it has experienced. There is a monthly BCU champions meeting with the CPS to examine the progress of statutory charging. A quarterly senior management meeting led by the chief crown prosecutor and the ACC (crime and support) is also held and this is where issues of joint concern are addressed.

Electronic data entry of crime information to victim and witness support groups is enabling rapid support for vulnerable and intimidated witnesses. The code of practice for victims of crime gap analysis and status report is being progressed through the active justice forum, chaired by an ACC to ensure that the force is fully compliant with the code of practice requirements.

Strengths

- Criminal justice processes are led by the Chief Constable who was until early this year the chair of the local criminal justice board (LCJB); this has now been taken over by the head of the probation service. The group leads directly into the subgroup, criminal justice board performance group chaired by the ACC (crime and support).
- The LCJB accepts that there is work still to be done to ensure that all staff understand how they contribute to achieving the board's targets but Cleveland Police has played an active role and secured high levels of attendance at a staff awareness raising conference held by the board in November 2005, and other work is planned by the board in 2006 to further develop this.
- Senior officers from the police and the CPS Teesside meet in the CPS/police steering group. There is also a monthly BCU champions meeting with the CPS.
- The force operates a custody Gold group chaired by the ACC (territorial operations) which deals with all issues in relation to custody and is attended by key members of the organisation who can influence and decide policy in that area.
- The force's strategic performance group and detection improvement team meetings focus force efforts on performance improvements in the OBTJ and criminal justice arena. To increase performance in these areas the force has developed sanction detection/OBTJ and PNC action plans.

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- Performance for OBTJs has now met the rolling annual target for 2005/06 of 15,602 for the last three months of 2005. The June data (with two-month lag) shows Cleveland's OBTJs to be 16,602, an increase of 11% against a baseline figure of 14,464. This upward trend indicates that Cleveland is on course to meet the current target of 16,558 for 2006/07.
- Cleveland's sanction detection performance is currently 24.1%, exceeding the 2006/07 target of 23.6%.
- Persistent young offender performance is consistently better than the national target of 71 days averaging 57 days.
- Statutory charging has been implemented and after a series of teething problems is now working effectively to the satisfaction of both police and the CPS. The police has adopted the NCPE volume crime investigation model with the establishment of evidence review officers and case review officers and this is providing a better quality case file for duty prosecutors to advise on.
- Cleveland has four very effective priority offending schemes; two of which have attracted national commendation.
- PNC performance meets the national targets.
- There is some evidence to suggest that Anti-Social Behaviour Orders (ASBOs) are applied for to support NHP activities.
- In Cleveland there are four prolific and other priority offender schemes, reflecting the four local authority areas. Cleveland Police and the probation service are both actively involved in each scheme, with two of the schemes located in police premises and two in probation premises. Joint staffing of the schemes (by police and probation) ensures that the focus is not simply on the Catch and Convict strand of the Government's strategy, but also on the Rehabilitate and Resettle strand.
- In the Cleveland force area, there is a jointly staffed PPU based in probation premises; it has the full support of both Cleveland Police and the probation service. The unit has built upon multi-agency public protection arrangements (MAPPA) structures in the area. There is in place a system of joint training. Both these arrangements are now further reinforced by the agreed protocol for the recall of offenders on licence.
- Witness care units were introduced last year and have settled down well. There are three; situated at Crown House CPS, Middlesbrough, Hartlepool and Teesside Crown Court (Middlesbrough).
- The prolific and priority offender approach is led by the LCJB with Chief Constable involvement. This is complemented by a multi-agency steering group chaired by the ACC (crime and support) as an LCJB member.
- The force supports witnesses through electronic direct data entry of crime information to victim and witness support group.
- The force has a number of courses and training packages in place to assist officers in dealing with people from special groups, such as the custody officers' course in

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relation to young persons' detention is in place along with a juvenile liaison officers' course.

Work in Progress

- The code of practice for victims of crime gap analysis and status report is being progressed through the active justice forum chaired by the ACC (crime and support) to ensure that the force is fully compliant with the code of practice requirements.
- The force has embarked on a programme of refurbishment for its current custody estate and is currently reviewing custody procedures both in preparation for its PFI project and working towards the safer detention and handling of prisoners in police detention. The force needs to ensure that the project's end date is monitored for slippage and in the meantime risk assessment is made of all operating custody suites to ensure that standards are maintained.
- Current work on the merging of community and youth justice strategies is under way and led by the head of criminal justice whose title will change to the director of community justice.

Areas for Improvement

- Mandatory drug testing takes place in three out of the four custody suites. Middlesbrough has a pilot scheme for young people; however, there is no referral for youth drug/alcohol in the other custody suites.
- Medical cover is provided by family practitioner/general practitioner call-out. There are no nurses attached to custody suites. The custody officers have some awareness training in mental health issues which are covered in professional development days.
- In relation to court outcomes, difficulty has been experienced disaggregating court results from Teesside Crown Court to each BCU in order that they can review performance. National Strategy for Police Information Systems (NSPIS) is not able to do it at present, however version 5 (due in the middle of 2006) may assist in this regard.
- POCA performance is currently good but anticipated to fall in the incoming year owing to police staff shortages.
- There are three witness care units in Cleveland, each at differing stages of development. Victims and witnesses are treated well. The force needs to ensure that all protocols around information sharing between voluntary and statutory agencies are developed to ensure a more cohesive working relationship.
- A charging champions meeting in each BCU reviews and manages unsuccessful outcomes. This is an effective partnership and the area would benefit if the work of the four champions groups was subject to a deeper area-wide analysis of problems.
- In relation to the CPS advice to police officers, disappointingly the appointments system is administered on paper despite the availability of NSPIS and Compass, and this inhibits effective bail management.

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- The criminal justice department is looking to contribute to NHP by ensuring that NHP officers spend as little time as possible away from their beat. Consideration is being given to allowing them to deliver conditional cautioning and restorative justice. The force is also considering ways of prioritising its cases through custody; this would have to be assessed in light of Police and Criminal evidence Act requirements.
- The number of sanction detections in 2005/06 has risen. However, this is significantly below the MSF average.
- In relation to the number of OBTJs, there has been a 2.5% increase in 2005/06 on the previous year's figures; however this is still below the MSF average.

4 Promoting Safety (Domain 3)

4A Reducing Anti-Social Behaviour (ASB)

Grade	Direction of Travel
Fair	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
0	8	35	0

Contextual Factors

The high-profile Don't Walk By initiative is designed to reassure the public in relation to the force's position on ASB and quality of life issues, while engaging them in setting their own standards of acceptable behaviour. It is also intended to make clear to police officers and PCSOs that they should intervene. Don't Walk By complements the force's well-established crime and disorder reduction campaign, Operation Sabre. This aims to make a considerable impact on fear of crime and in doing so improve reassurance and confidence.

Strengths

- The force champion for tackling ASB is the ACC (territorial operations).
- The force has an effective ASB strategy which was launched jointly by the force and Police Authority.
- The high-profile Don't Walk By initiative is designed to reassure the public in relation to the force's position on ASB.
- Some 20 PCSOs recruited in 2005 have been based at police headquarters in two teams led by police officers, with a remit to tackle ASB at hotspots in the force area; these officers are tasked through the Level 2 TCG process.
- A full range of options is used as appropriate to deal with individual cases. Acceptable behaviour contracts and ASBOs once used are monitored by force and partner systems and evaluated. Also a full range of tactical options from the TOGETHER campaign is used in an incremental response to problems.
- The force has adopted the SARA problem-solving model; this has been circulated widely to all staff and there are published flowcharts available in order that staff are aware of the guidance.
- There are co-located police/local authority ASB teams. As well as having access to the police systems, they work within the police analytical unit to encourage joint information sharing and the production of joint analytical/intelligence products.
- The four BCUs work closely with their CDRPs, all of which have adopted ASB as a priority area and have established task groups to tackle it. All BCUs incorporate

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information gathered by or through partners into their tasking and co-ordinating processes at which operational deployments are agreed.

- This force has been proactive in the use of powers to tackle ASB and was one of the first to use dispersal orders to good effect.
- The BCS Fear of Crime survey shows that the percentage of people very worried about burglary in January to December 2005 is slightly above the MSF average.
- The BCS Fear of Crime survey shows that the percentage of people worried about vehicle crime in January to December 2005 is significantly below the MSF average.
- The BCS Fear of Crime survey shows that the percentage of people worried about violent crime in January to December 2005 is significantly lower than the MSF average.
- The BCS perception of ASB shows that between January and December 2005 the rate was in alignment with the MSF average.

Areas for Improvement

- The powers of PCSOs in Cleveland are limited. In order to increase their effectiveness within the NHP structure the force should look to reviewing their powers to ensure that they are as effective and wide ranging as they could be.
- The number of criminal damage offences per 1,000 population in 2005/06 increased on the previous year. In the three months of January to March 2006 it fell, but was still higher than the MSF average.

4B Protecting Vulnerable People

Grade	Direction of Travel
Fair	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
8	32	3	0

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

At the time of assessment the force had not got all the disciplines under one portfolio, however the PPU and child abuse investigation (CAI) departments were due to amalgamate and will be joined by domestic violence (DV) and missing persons (MISPERs) when those two disciplines move from their portfolio to the crime and operations branch. Once done this will enable all the disciplines to work more closely together and to share intelligence and information.

Strengths

Child Protection

- The ACC (crime and support) has the strategic lead for all child abuse issues in the force.
- The CAI unit is based in each of the force’s four policing districts but is controlled from the centre to allow greater flexibility in the use of staff. These teams deal with families and care and control. Staffing takes account of relative workloads and each has sufficient resilience to manage long-term abstractions.

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- The force has a designated suite for video evidence gathering; all the systems are compatible with the CPS and the courts systems. There is a good relationship with the courts service in this respect.
- Staff within the unit carry an average caseload of 12 cases, of which two to three could be rapes.
- There is sufficient force cover by the unit as the office is covered on a 24-hour basis. Staffed from Monday–Friday 9am–5pm. At weekends the cover is 9am–5pm and at all other times there is a detective sergeant on call.
- There is no tenure for post holders, but staff are required to enter an undertaking to stay in post for a minimum of two years. Once in post there is a mandatory occupational health unit annual appointment with the clinical psychologist which is viewed by staff as supportive and useful.
- There is always senior officer representation at the local safeguarding children board (LSCB)/area child protection committee (ACPC) meetings at detective chief inspector level. There are three LSCBs (formally ACPCs) Stockton/Hartlepool/South Tees (Middlesbrough & Langbaugh).
- The force has supplied extra funding to the South Tees LSCB (from £13,000 to £24,000) as it has developed innovative partnership approaches towards the principles of child protection and has been acknowledged for its determination and effort in this area. There is scope to continue this funding with the remaining LSCBs.
- A CAI course has been developed in partnership with Teesside University. This will be used to provide joint training for police and partners.
- The force's links with partner agencies and their respective child protection professionals are well established and effective.
- There is a force policy on child protection issues which is widely circulated and available on the force intranet for reference.
- The force recognises the opportunities to link in with the staff on the NHP team and the CAI/PPU gives an input to staff on an informal basis, but also on the BCU professional development days, probationer courses and newly promoted sergeants' course to inform them of the department's role and how they can support them at district level. Professional development days are scheduled for all the units within the public protection arena at which new legislation and force procedures are discussed.

Domestic Violence

- The ACC (territorial operations) is the chief officer with responsibility for DV.
- The local policing plan clearly identifies DV (as a key component of violent crime) and prioritises the need to reduce it. The Police Authority has attached an additional performance indicator (PI) to measure the force's response.
- There are a number of DV partnerships in the force area and the four CDRPs with which the force is involved all have DV as a priority.

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- The force corporate policy on DV provides clear guidance on the roles of key staff in any investigation of DV and includes latest ACPO guidance.
- The force is working with the CPS in order to tackle those offences where the victim refuses to pursue a complaint, the offenders are cautioned and subsequently the CPS accepts the cautions as ‘bad character’ evidence to pursue an unsupported prosecution; an example was given of an offender who attacked his female partner with a knife and was sentenced to six years’ imprisonment despite there being no complainant’s statement.
- A lead member of the Police Authority sits on the DV Gold group; the DV panel on the Police Authority has just provided the DOVE project (targeted at DV) in Stockton with the sum of £10,000 in order to target the perpetrators of DV.
- In Stockton they have produced a guide to how to deal with a DV incident from initial scene attendance. It leads officers through the process of a proper, standard investigation and includes details of how victims can be supported by external agencies.
- Within the North Tees area, a scheme is in operation whereby volunteers from a women’s outreach group work alongside officers on selected nights and attend all DV incidents providing support and guidance to victims. The rationale being that the outreach workers can provide support and guidance to victims to support them through the prosecution process and to assist them in seeking support from other agencies. This has been running since June 2005 and will be evaluated by the CDRP later this year.
- The force is a member of a multi-agency DV reduction steering group which meets bimonthly to examine issues at a strategic level and to identify and support projects to reduce DV. Policing districts are involved in similar groups at local level.
- Each policing district has identified its ‘top ten’ perpetrators of DV and is taking action via a problem-solving approach to reduce their offending. From initial call into the control room where the ‘top 10’ offenders are flagged up on the command and control system to the approach taken on attendance and investigation, all seek to provide a timely and effective way of taking the offender through the criminal justice system.

Public Protection

- The ACC (crime and support) has strategic responsibility for public protection.
- Sex offenders and dangerous offenders are managed by a joint, dedicated police/probation/multi-agency PPU. Targets are set against national guidance in collaboration with the national offender management service. There are clear instructions on attendance dependant on the risk posed by any individual.
- Joint working with the probation service is reportedly good at all levels; joint training days are conducted and bimonthly meetings held.
- The chief superintendent (crime and operations) now sits on the strategic management board; however, this is a recent development as previously it was the chief inspector.

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- There are two dedicated officers dealing with the force's witness protection scheme. These officers hold a six-weekly meeting to review all their cases and annually meet with the ACC (crime and support) to review current cases and the approach taken to witness protection generally. The force's view is that the number of cases per officer is manageable.
- Teesside MAPPA guidance clearly outlines the roles and responsibilities of the joint agencies. Each offender is clearly marked on force intelligence and information management systems and all offenders covered by MAPPA are managed by PPU officers.
- The force has invested in the national Violent and Sex Offenders' Register (ViSOR) system. This has been fully implemented within Cleveland Police at a cost of £40,000, funded through various budget sources. All back record conversions and data-cleansing requirements have been achieved and all staff have been trained in the Risk Matrix 2000.

Missing Persons

- The ACC (crime and support) provides the force's chief officer lead on missing persons.
- The force corporate policy on MISPERs gives clear guidance concerning the roles of key staff in any investigation; it is based on ACPO and NCPE guidance. This includes risk assessment, key initial actions and review. There is a MISPER flowchart within the corporate policy.

Work in Progress

- At the time of assessment, role profiles and job descriptions for the staff in the newly formed CAI departments were being reviewed and developed by the detective inspector. He was also developing the CAI policies and procedures. There is an opportunity at this time to develop appropriate PIs for staff working within this area.
- The force is still working towards the recommendations in the independent DV review it commissioned in 2004; the recommendations once completed will be included within the newly formed PPU's operating procedures.
- There is no force DV strategy as the CDRPs tackle this individually. Stockton BCU along with its CDRP has developed a joint DV strategy. This is viewed as a positive move as it shows a joint approach to this area of work. Work is in progress to adopt this in Langbaugh CDRP too.

Areas for Improvement

Child Protection

- While DV staff and the CAI staff are co-located and able to informally discuss and refer cases, this is not on a formal basis and the force should look to ensuring that this process is formalised and regularly carried out.
- From July 2005 the head of child protection was changed from the rank of detective superintendent to a detective chief inspector. The detective chief inspector has extensive detective experience but not in specialist areas such as CAI. He also has

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responsibility for public protection, economic crime, organised crime, surveillance and scientific support. The force should review at the earliest opportunity this extensive portfolio under the remit of one officer.

- While the force does not have a documented strategy to managing dangerous offenders, they are satisfied that the MAPPA arrangements fulfil the process.
- The training course run by Teesside University for CAI is not accredited; however the force views that the content is as beneficial and informative as the nationally recommended course. The force should maintain an eye on national developments in this area to ensure that their course continues to provide the same level of learning as any nationally agreed model.

Domestic Violence

- In some areas of the force the DV investigator is operating as an administrator due to the heavy workload they have. This in turn impacts on their ability to pursue other roles such as visiting DV victims.
- The IRIS intelligence system is reported as being available from early summer 2006 to support DV intelligence which will surpass the utility of the standalone system now in place; reportedly a similar system for MISPER intelligence will follow.
- The percentage of DV incidents with a power of arrest where an arrest was made relating to the incident fell in 2005/06 on the previous year's data and is significantly below the MSF average.

Public Protection

- The workload of staff involved in MAPPA arrangements was recognised by the force as being in excess of national guidance; the force realigned two officers from the scenes of crime department into the PPU which has meant that the workload is now more evenly spread. The staff also have responsibility for dealing with referrals around vulnerable adults which can be around 30 a month. This means that the workload of officers is still higher than the national guidance. The force should look to reviewing as a matter of urgency the number of staff within this area of work to ensure a consistent spread of workload at a manageable level.
- The staff within the PPU are inputting data on to the ViSOR system which takes their time away from dealing with offenders. There is a lack of administrative support for the ViSOR system. A request for an extra member of staff has been made through the appropriate channels for support in this area.

5 Providing Assistance (Domain 4)

5A Contact Management

Grade	Direction of Travel
Good	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
1	18	20	4

Contextual Factors

Central to the ethos of the force is the delivery of high-quality customer service in response to calls for service and, as such, contact management has a chief officer lead in the ACC (crime and support). The level of service is constantly scrutinised for opportunities allowing further improvement based, in particular, on feedback from customers.

A fundamental component is the single communications centre that receives calls for service from the public, partners and other agencies and provides an appropriate response. The department provides core functions of call handling and dispatch, supported by the force switchboard, crime bureau and public service desk.

Strengths

- Significant IT investment has ensured that appropriate tools have been provided thereby enabling communications centre staff to provide a good level of service to the public. In particular, the command and control system (Intergraph) is regularly updated to the latest specification and an investment in a commercial call-handling system has proved to be of enormous benefit helping to ensure that performance routinely exceeds national targets.
- The systems in use also provide a wide range of timely management information which is used on an individual, team and department basis in order to continually drive performance improvement. The creation of a dedicated quality and compliance team (within the communications centre) is the latest step in the drive for continuous improvement by focusing on the quality and effectiveness of service delivery, not just quantitative measures. The department’s trainer also forms part of this team in order to ensure that any training or development issues are identified and addressed at an early stage.
- The force is developing a NIM-based approach to the handling of quality intelligence, which enhances the department’s decision-making processes. This encompasses input themes such as customer complaints (and letters of thanks), customer feedback (which is proactively sought), internal/external audits and reviews together with staff and user feedback.
- A problem-solving co-ordinator role has been established in the control room that has the software to identify who the top callers are and to work with other agencies to problem solve the issue.

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- Performance management information is used to forecast the demand for services and to assist in future planning in terms of staff schedules and budget planning. Extensive use is made of part-time working covering peak periods together with the retention of staff on zero-hours contracts to assist during periods of excessive demand.
- A call management strategy is produced annually, reflecting the corporate policing strategy and policing plan while also taking account of national drivers in relation to customer service and published best practice. The objectives set are included in staff/team PDRs and are discussed at staff professional development days which seek to enhance the drive for customer service/expectations in the context of the communications centre's role.
- Frequent operational exercises take place to test the readiness of communications centre staff to deal with unplanned incidents, and relevant training is organised in conjunction with the emergency planning unit. In terms of business continuity, the communications centre undertakes two test evacuations (to its fall-back site) per year. Enhanced fall-back facilities are also being developed as part of the force PFI project.

Work in Progress

- While the force has made progress in its ability to answer calls for assistance and in its effectiveness in managing demand, the processes for the management of secondary call handling are now being addressed. A draft public access strategy is in preparation and a capital bid for an integrated messaging system, which will include a significantly enhanced voicemail system, has been submitted for 2006/07.
- Alternative methods of contact for the public are being developed. The call-handling system now incorporates an email contact system which is to be launched during 2006/07 and the integrated messaging system will incorporate an SMS text facility.

Area for Improvement

- As NHP is evolving there are concerns developing that control room staff are expected to know each district's approach to NHP and which officer is responsible for response and NHP. The force should consider how it will be able to inform the staff within the control room of officers' responsibilities on each BCU in order that they can dispatch staff appropriately.

5B Providing Specialist Operational Support

Grade	Direction of Travel
Fair	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
0	23	19	1

Contextual Factors

It was identified in the HMIC inspection of Cleveland’s provision of protective services (2005) that the force ‘punches above its weight’ in the delivery of protective services and that includes the provision of specialist operational support. This function is integral, providing support to BCUs, key stakeholders and neighbouring forces. In addition to the firearms capability Cleveland Police provides a multi-skilled dog section and mounted branch. The force also has an ANPR intercept team, shared air support and a specialist operations (planning) department incorporating a multi-agency staffed emergency planning unit. There are clear lines of accountability and communication inclusive of a public order Gold group, a firearms group and a disaster resilience group which ensures that emergency planning skills are up to date and fit for purpose.

Strengths

- The force has proactive leadership and direction from the ACC (crime and support), who, as chair of the force firearms group, has ensured a thorough review of the provision of firearms services within the force.
- The head of crime and operational support has been in post several months. His portfolio is very diverse; in order to manage it he has recently created a separate supervisory meeting structure for operational support.
- The deployment of operational support resources is reflected in level 1 and 2 TCG and co-ordinating processes. The head of operational support is the chief operational support representative at force level 2 meetings where he participates in a review of force control strategy priorities and contributes to decision-making in response to requests for operational support resources to support force and district priorities.
- The head of operational support subsequently chairs a level 1 roads policing unit meeting where decisions are cascaded and other target and problems profiles are actioned. There is also a system to consider urgent demands for assistance and support between formal meetings. These are collated by the roads policing unit local intelligence officer
- The force has an advanced firearms training facility shared with Durham Police. This is also used to train firearms commanders and post-incident managers. Kratos and Clydesdale refresher training for both firearms officers and commanders has recently concluded.

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- The force has very high standards of equipment for all staff engaged in specialist operational support and in particular firearms where they have invested heavily in non-lethal options, including the training of passive attack dogs.
- There is evidence of structured hot debriefs for firearms deployments to ensure lessons are learnt.
- The force has invested in public order training and has significantly improved resilience. Cleveland Police was able to provide substantial mutual aid to the G8 conference in Gleneagles (2005) and was also able to respond positively to an urgent request for more staff, without undue operational impact.
- Cleveland Police leads a multi-agency staffed emergency planning unit which is a nationally recognised centre of excellence in the provision of transport of dangerous goods training and COMAH multi-agency exercises.
- Cleveland Police's approach to emergency planning is built from long experience and practice of policing a large concentration of chemical industries. The force has considerable knowledge and expertise and is seen as being at the forefront in this area, eg the work done to clarify Bronze/Silver/Gold roles has been adopted by others as good practice.
- There are very good relationships with partners, other emergency services and local industries. This is underpinned by co-location with the fire service and local authority emergency planning staff and inter-agency training events.
- The emergency planning branch staff provide in-force training at tactical and command levels and external awareness and advice to public agencies (eg seminars for head teachers). The latter has generated income for the force and while this is not the main driver for the force, it has acknowledged that there is potential to derive further income.
- There is separation of management accountability between emergency planning and business continuity.
- There are clear and accountable lines of communication for managers and practitioners within the specialist operational support arena and those who use their services. The ACC (crime and support) chairs a public order Gold group, a firearms group and a disaster resilience group.
- The force's ANPR team is seen as very effective. The ANPR project using Single Regeneration 2004 funding is delivering the most comprehensive and complete system in the region.
- The number of people satisfied with road traffic collision investigation in January to December 2005 was higher than the MSF average.

Work in Progress

- The force has proactive leadership and direction from the ACC (crime and support) who, as chair of the force firearms group, has ensured a thorough review of the provision of firearms services within the force. As a result of this review,

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incorporating resources, training equipment, role clarity and performance review, an action plan was set and is now 80% discharged ensuring compliance with NCPE and ACPO guidance.

Areas for Improvement

- There has been a 19% increase in the number of firearms offences reported. While anecdotally the force feels that this is due to an increase in the use of air weapons, it has not yet conducted a review on the increase to identify localities or weapons are now in use. This should be done in order that they can review their position to deal with such incidents.
- While the head of specialist operations strives for a balance between targeted deployment through the TCG process and an equitable approach to all districts, this means that the deployment of dogs and mounted resources is not always intelligence led.
- The force should look at the structure of firearms management to ensure co-ordination. At the time of assessment the responsibility for firearms issues fell under different management portfolios: between firearms operations and other management structures. This disparate approach could potentially undermine effective management of the firearms capability.
- The force has seen a decrease of staff in the dog section from a position where each district had a dog on each relief to only two dogs on at any one time (one north and one south of the force area) and at times just one covering the whole force area. This means that in some cases their effectiveness at incidents is not being realised.
- There is no formal policy for attendance or representation by operational support at district level 1 TCG meetings. While it may not be practical to attend every meeting personally, the department should consider how best it can feed into the level 1 tasking meetings on districts.
- There is no business plan to draw together the priorities, indicators and targets for the various branches of operational support. The force is looking to draw one together later in 2006.

5C Strategic Roads Policing

Grade	Direction of Travel
Good	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
0	7	33	3

Contextual Factors

Cleveland’s roads policing function is an integral part of core policing, providing support for BCUs, a specialist response to all pursuits, serious and fatal collisions and a positive impact on all areas of crime and casualty reduction.

Activity is driven by a clear roads policing strategy which focuses on the nationally agreed five key priority areas: denying criminals the use of the roads, reducing road casualties, tackling terrorism, reducing anti-social use of the roads and enhancing public confidence and reassurance by patrolling the roads.

The roads policing function is supported by senior managers in force who realise the importance and impact a strategic roads policing function can make. This ensures that roads policing receives the recognition and attention it deserves. The ACC (crime and support) has a number of national leads in the field of roads policing: European roads policing, carriage of dangerous goods, speed, performance and terrorism and allied matters on roads policing.

Strengths

- Strategic guidance for the RPU stems from the roads policing strategy, the reference point for RPU TCG meetings. Within this there is a strong emphasis on disrupting criminals on the roads and road casualty reduction. Both are intelligence led. The strategy fully reflects the ACPO roads policing strategy and the five key priorities.
- The ACC (crime and support) has a number of national leads in the field of roads policing: European roads policing, carriage of dangerous goods, speed, performance and terrorism and allied matters on roads policing and is able to bring the national perspective into the force arena.
- The ACPO *Road Death Investigation Manual* has been fully adopted since its introduction with 22 family liaison officers trained. Every sergeant in the unit (and the inspector) is trained as an SIO for road death investigations.
- The ACPO policy on pursuits has been fully adopted and all pursuits are conducted within its guidelines. As well as all RPU officers receiving regular advanced driver training and refresher training, other officers are trained in areas of tactical pursuit and containment and 17 members of staff (including communications staff) are trained as tactical pursuit and containment tactical advisers.

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- There are many effective partnerships in Cleveland, especially in relation to casualty reduction. These include Cleveland casualty reduction group (chaired by the head of RPU), Cleveland safety camera partnership, Ridewell, Handle It or Lose It, and Learn and Live (a partnership with Cleveland fire and rescue service to reduce young road casualties).
- Roads policing activity is driven by the RPU strategy and a robust, intelligence-led approach, which fully encompasses NIM, national roads policing intelligence forum and the tasking and co-ordinating process, with tasking at all levels. A dedicated traffic intelligence officer attends the national roads policing intelligence forum, providing intelligence for RPU and BCUs alike.
- The head of RPU is a board member on the national roads policing enforcement technology committee, representing No.2 region. The ACC (crime and support) is the UK executive member of TISPOL, linking with our European counterparts and driving TISPOL activity, campaigns and technology throughout the UK.
- Cleveland has fully adopted and subscribed to the PIKE database, which has been used to great effect in recent Operation Mermaid events. Cleveland has also adopted the latest technology to assist officers in respect of foreign goods vehicles, ie the traffic document system developed by the Metropolitan Police.
- The RPU has a training officer who co-ordinates all the training for RPU officers. Regular visits are arranged for probationer constables to RPU with a view to attracting interest from officers at an early stage, particularly under-represented groups.
- The force has a proactive, dedicated intercept ANPR unit. This exploits the technology to the full, linking with BCUs for meaningful deployments based on intelligence and receiving tasking from level 1 and 2 TCGs. They interact on a daily basis, sharing information and intelligence through the same tasking processes. Much work is ongoing in force in relation to the expansion of ANPR and links with BCU CCTV systems.
- The RPU has a proactive motorcycle unit with innovative approaches to education and rider improvement. It operates an observed ride programme, the nationally acclaimed Ridewell event and a partnership with Stockton Borough Council: Handle It or Lose It.
- A working practices agreement has been introduced between the force and the CPS to improve the quality and efficiency of the prosecution process of fatal road collisions. This document includes time targets for reviews and case submission.
- Later this year the force will take part in the DRUID project in relation to drug screening devices. Upon evaluation of that work consideration is to be given to its continued use within Cleveland.
- The number of people killed or seriously injured in road traffic collisions per 100 million vehicle kilometres travelled has risen slightly in 2005/06 on the previous year, but is still below the MSF average.
- The number of people satisfied with road traffic collision investigation in January to December 2005 was higher than the MSF average.

Area for Improvement

- The RPU head should ensure that all staff are made aware of the unit's performance in relation to targets set both nationally and locally.

6 Resource Use (Domain B)

6A Human Resource Management

Grade	Direction of Travel
Fair	Improved

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

In July 2005 a new head of people and organisational development (P&OD) was appointed who had experience in people and change management issues. Working closely with the DCC and in consultation with the Police Authority, she has overseen numerous developments, performance improvements and restructuring.

The force retained its liP standard and is working towards the new liP standards in 2006. Work is continuing to implement a high potential development scheme for police staff.

Strengths

- The recent restructure of the HR function was driven by efficiency and effectiveness. Centralisation of previously devolved HR managers on districts has allowed a more corporate approach to determining strategy and implementing policies. A service

level commitment has been developed to ensure districts receive the support they need.

- A comprehensive three-year P&OD strategy is now in place along with an annual plan for 2006/07. The annual plan is fully costed and both documents focus upon five key strategic objectives: organisational development, employee development, workforce modernisation, race and diversity and health, safety and welfare.
- Detailed HR, training, diversity, health and safety and occupational health plans are in place. These underpin the P&OD strategy and annual plan. HR policies are accessible to all staff and managers via an intranet HR site.
- P&OD has recently adopted a business partner model to ensure regular meetings with BCU commanders and service unit managers. The location of professional HR staff within BCUs allows a flexible and adaptive service to be developed which concentrates on core activities to support operational policing.
- Compliance with e-PDR completion is monitored through the MPR process. The force has reached its internal target of 90% completion rate for police officer e-PDRs of which all were done within 60 days of set date.
- The DCC is the chief officer responsible for health and safety. He is supported by the head of P&OD who holds the NEBOSH certificate in health and safety management. A Police Authority member has also been appointed as its lead officer for health and safety, all providing key leadership within this area.
- The force has a well-developed and transparent relationship with the Health and Safety Executive (HSE) and has been chosen to lead on a number of national initiatives. All processes and procedures meet HSE guidelines and the force has not been the subject of any improvement or prohibition notices.
- The force has a fire and safety plan that supports and underpins the P&OD strategy and plan. This includes the annual schedule of audits undertaken by the fire and safety team and the major development priorities for the year. A performance monitoring system is also in place modelled on the HSE document entitled *Successful Safety Management* (HSG65).
- A chief inspector has been seconded into the diversity unit to look specifically at improving the recruitment of BME staff and the progression of female staff through the organisation.

Work in Progress

- The force has nearly completed all role profiles for staff; there are around 20 role profiles still outstanding and these are reportedly with managers but have yet to be returned to the P&OD.
- As a result of the restructure of personnel and the identified skills gap that may present at middle manager level in respect of some of the people skills that were undertaken by the HR managers, the force is looking at developing an input to sergeants and inspectors on these roles and promoting the use of the internet to access force policies and procedures.

Areas for Improvement

- The force needs to ensure that a review is planned of the new HR structure and the current arrangements to ensure that this new arrangement is sufficient for the needs of the districts.
- While the force has reported reaching its police officer e-PDR target of 90%, this has not been replicated in the police staff e-PDR with completion rates of around 61%. The P&OD department is aware of the disparity and is aiming to review the reasons through the results of the staff survey due to be conducted this summer.
- The more streamlined workforce has resulted in people working closer to capacity. There was an acknowledgement that the original reaction to the financial difficulties may have appeared somewhat arbitrary causing concern among staff. The latest plan to look at all posts is measured and planned. There was an acknowledgement that there were 'pockets of concern' regarding stress levels within certain departments among police staff and that the organisation needed to review those individual areas. The last staff perception survey was conducted in 2003. The force plans to complete a staff survey in 2006 as part of a much wider organisational development plan, which commenced in January of 2006.
- The current NHP staff have been selected locally at Hartlepool (pathfinder site) based on the requirements of the district commander. Once the pathfinder site has been evaluated the P&OD will undertake a skills assessment to identify those generic skills needed for neighbourhood officers which can then be used as a model for the remaining districts, it is envisaged that this will be achieved prior to the next 'go live' date with NHP in autumn 2006.
- P&OD has acknowledged that the lack of succession planning is a risk to the organisation but this is going to be addressed as part of the overall HR strategy.
- Concerns were expressed about problems with NSPIS regarding transfer of data. As a result the force has not progressed the merger with its own in-house systems such as payroll, health and safety and outlook which are scheduled to be completed in 2006/07.
- The police staff BME target is 16 or 2%, and the actual number achieved is 10 representing 1.2%. However, the force has recently undertaken a significant reduction in its police staff numbers and as such very little external recruitment has taken place to safeguard existing staff.
- The force has now established a level of acceptable sickness at eight days per officer and member of staff. While police officers are projected to meet this target by year end, police staff rates are not. Short-term sickness is reducing, while long-term sickness is increasing and work is planned to address the latter.
- At the time of assessment there was no local district/department target for diversity, only a force target. While recruitment, movement and promotions are centrally controlled, there remains scope for the devolved units to address diversity issues with a focus on areas such as harassment, bullying and conditions in the workplace.
- The head of P&OD now sits on the project board for NHP and has been tasked to

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address training, selection, reward and recognition and the police family. This was not all in place prior to the pathfinder BCU going live but should be addressed prior to further roll-out to the remaining BCUs.

- The Langbaugh district is the pilot site for the force volunteer scheme; it has done a press launch and publicity campaign and already has a number of people showing a willingness to become volunteers. This has raised an issue in that the organisation is not managing the recruitment, selection and vetting of the volunteers. This needs to be addressed if the force wants to maintain the momentum. The scheme will be based on the Lancashire model.
- The number of medical retirements of police officers per 1,000 police officers is below the MSF average.
- The number of medical retirements of police staff per 1,000 police staff employees has risen slightly in 2005/06 on the previous year and is slightly above the MSF average.

6B Training, Development and Organisational Learning

Grade	Direction of Travel
Poor	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
3	11	27	2

National Position

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

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

Contextual Factors

This section summarises the results of improvement activities that have been undertaken since the last inspection. It facilitates an understanding of the context within which such activities have taken place, together with an understanding of the outcomes.

The force was graded Poor during the 2005 baseline assessment process, with a number of recommendations made for improvement.

The force has now developed a learning and development strategy that is compliant with Home Office guidance, and it has also produced a costed training plan that captures all internal training events.

The force has produced a detailed service improvement plan, which is monitored through monthly meetings between the head of learning and development, the lead Police Authority member and the DCC.

The force has developed a quality assurance process and has allocated responsibility for this to one of the managers within the learning and development department. At the time of the inspection, application of the quality assurance process to the internal course portfolio was under way.

The force has now produced an evaluation strategy and has appointed an evaluation officer.

Strengths

This section summarises areas considered to be particular strengths of the learning and development function. In the main, for an area to be considered a strength, it has been in

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place for at least 12 months and represents practice from which the force is able to evidence demonstrable and ongoing benefit.

Responsibility and accountability for standards, planning and costs in relation to all internal learning and development activity are located with the head of the department.

The force has a clear service improvement plan that, following initial development, has continued to be improved so that actions are now capable of audit from source to completion.

The force has a number of well established and significant collaborative arrangements, including a joint firearms training facility with Durham Constabulary, and a range of joint learning initiatives, including the Initial Police Learning Development Programme, with Teesside University.

HM Inspector was particularly impressed by the high levels of commitment to service improvement by staff within the learning and development function at all levels. Considerable effort has clearly been applied within the department to develop the underpinning processes required for effective management of the function. Managers within the department acknowledged that their staff frequently undertook development work in their own time. Managers themselves are clearly committed to improvements in the function and have a clear vision of where these need to be located.

The force has an established IAG, which has active involvement and participation in training issues, particularly in relation to diversity programmes.

Work in Progress

The force has a noteworthy e-PDR (electronic performance development review) process, which includes minimum developmental and training requirements for all roles, the facility to create individual development plans for all staff, and the ability to collate such needs at the corporate level. The e-PDR also allows level 3 evaluations to be undertaken. Some technical difficulties are being experienced in relation to linking the system with NSPIS HR, but the work necessary to overcome these problems is in hand.

There is a clearly defined corporate training needs analysis and prioritisation process which engages principal stakeholders in ensuring that the training plan contents are linked to operational priorities. For the present year, however, the links need to be made more explicit rather than being included as appendices to the learning and development strategy. The force has recognised that this needs to be done, and the necessary work, which is relatively uncomplicated, will be completed shortly.

Previous HMIC recommendations included the management and oversight of trainers who were located within BCUs and service units. Historically, these officers were managed locally, which militated against corporacy across the range of learning and development activities. The force addressed this by bringing all divisional training officers (DTOs) under the management of the learning and development department.

In practice this meant physically relocating the DTOs to the central learning and development department, but the force has acknowledged that this has not worked,

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as BCUs feel that local demand for training does not receive an adequate response. DTOs are therefore to be returned to BCUs in order to provide a more responsive service.

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 that the force retains. That document contains an 'indicative scalar' of between 1 and 5 for 90 specific areas. More immediate effort will be required on those areas scoring 3 or less than on those scoring 4 or more.

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

The force training and development scoping group (TDSG) is the principal forum for determining corporate training priorities, and for developing and monitoring the force training plan and strategy. A follow-up inspection in February 2006 by HMIC revealed that there was little or no direct active involvement in this forum by any member of the chief officer team.

The chair of the TDSG is held by the head of HR, who holds overall responsibility for the delivery of training within the force and line manages the head of learning and development. Increasingly this role has been undertaken by the head of learning and development, which clearly compromises the separation of the roles of client and contractor, and also makes strategic direction and executive commitment to service delivery less able to be speedily and robustly communicated.

Effectiveness of the TDSG relies on the assumption that senior clients (BCU commanders and service unit heads) will be present and participate in the management of the force learning and development strategy and plan. In practice, representation has frequently been devolved to more junior representatives who may have neither the strategic insight nor authority to contribute adequately.

This has been recognised by the force, and HMIC is aware of intended changes that were due for implementation in September this year. The revised arrangements will include membership of the TDSG remaining as originally intended, but with meetings taking place immediately after those of the resource management group, which is made up of the same participants.

In effect this will mean that the TDSG will be chaired by a chief officer. However, HMIC is concerned that the former meeting will take precedence over the latter, and that, based on experience to date, the issues raised in the TDSG meeting may receive less attention than they require.

HM Inspector urges the Chief Constable to reflect on the practical outcomes of the TDSG meeting arrangements so far and to deliberate on the proposed alternative under consideration. Thereafter, HMIC will need to be fully reassured that a substantive arrangement is in place that ensures that the strategic management of the learning and development function is both robust and effective.

HM Inspector is concerned about the high level of turnover for people holding the post of head of learning and development. Five staff have held this position over as many years, and this clearly results in instability and inconsistency. The force now has a robust improvement plan which should provide the foundation for continuous and

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consistent improvement action, but the fact remains that the head of the department changed again earlier this year.

Historically, the head of learning and development has been a police officer, with a few exceptions when the post was held for a short time by a member of the police staff. At the same time as the previous head of learning and development left the post, a decision was taken to reduce the rank of the post to chief inspector. In practice this meant that the previous head's deputy took over the role, but without a replacement to cover the role that he was previously fulfilling. This leaves limited capacity to develop and manage strategic issues.

The situation outlined above is compounded further by the recent removal of three posts from the learning and development staff complement; two of these were acting as IT trainers and one serviced driver training. HMIC is concerned that removal of these posts may lead to an inability to respond to key training needs and that in time this may impact on operational performance. Consequently, the force should urgently consider the extent to which this risk exists and then should determine the most appropriate means of managing it.

There is currently a lack of detailed management information, targets and performance indicators to support and enable the effective monitoring and management of the costed training plan and strategy. A consistent suite of information, indicators and targets should be established, and should be available for the benefit of training managers, the chief officer team, the TDSG and the Police Authority.

HM Inspector is particularly concerned about the arrangements for external training provision in the force. An examination was made of the actual spend for external training for the year 2005/06, which was found to amount to approximately £470,000. In that particular year, the actual spend on internal training (less probationer costs) was approximately £1 million, over twice the spend on external training. HM Inspector considers the arrangements to monitor and govern external training expenditure to be wholly unsatisfactory and expects the force to address this as a priority.

Until fairly recently, the learning and development department had a dedicated administration resource. It was decided internally that all bookings for external training should first be approved through this resource. The department circulated this procedure to BCUs and service units on two occasions. However, no formal policy was adopted to mandate compliance.

A sound quality assurance framework has been developed. However, due to resource limitations, application of the framework is having to be undertaken on an ad-hoc basis by trainers when they are not engaged in direct training activity. The internal manager who has been given responsibility for quality assurance also has responsibility for managing IT trainers, law trainers and DTOs.

HM Inspector considers that the present approach is unsustainable and that there is a real danger that the aspiration to apply the quality assurance framework to existing programmes will not be fulfilled within an acceptable timeframe, nor will it be capable of being maintained on an ongoing basis.

The force may wish to consider incorporating day-to-day responsibility for quality assurance into the role of the training evaluator, but in doing so should consult with other forces where this practice is followed to ensure best fit with local requirements.

While community placements and involvement form part of the Initial Police Learning Development Programme model being used by the force, the training function would benefit from using this approach across its training disciplines, to assist the development of trainers and offer wider opportunity for community contribution across all functions within the learning and development department.

6C Race and Diversity

Grade	Direction of Travel
Fair	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
0	14	27	2

Contextual Factors

In 2005 Cleveland Police co-hosted the national Black Police Association (BPA) conference and seconded an officer for three months to assist with organising this event. The Celebrate conference (Gay Police Association Pride) 2005 was financially sponsored by the force with uniformed officers and staff attending the Pride march.

A diversity questionnaire has been circulated to all staff as part of a cultural audit covering all strands of diversity. At the time of the assessment the results were not known.

The force has a dedicated diversity officer and a race equality scheme manager who produce regular progress reports to inform the executive and Police Authority. These reports are also fed into the IAG and the diversity strategy group.

Strengths

- The DCC is the force diversity champion and chairs the diversity strategy group. All service unit managers, staff association and support network representatives are members of the group which sets the work agenda and receives updates from the diversity steering group. The second group includes service unit diversity advisers, staff association and support network representatives.
- The diversity strategy and policies are available on the force intranet.
- Each service unit contains a diversity adviser who forms part of the diversity steering group and acts as a conduit to management teams and assists with the cascade briefing process.
- Specialist units with specialist operations have held open days to encourage interest and promote awareness of their functions among staff elsewhere in the force.
- The ACC (crime and support) is the force gender champion.
- Race equality impact assessment training has been delivered to 36 policy writers/reviewers.
- Section 71 training has been given to operational staff, supported by information cards. A blended learning approach is being developed. Diversity training involves external mediators, real cases and diversity unit advisers. Diversity training is also provided to Police Authority members and staff.

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- Scrutiny of the monitoring, effectiveness and impact of policies is a key role of the REG. REG membership includes staff associations, support networks Police Authority and the Race Equality Council. The group remit includes reviews of impact assessments, relevance assessment work, specialist advice and a consultation facility.
- District and force IAGs are now established and have force executive and Police Authority attendance.
- The force supports a full range of staff associations and support networks allowing duty time and funding for specific initiatives as well as attendance at local and national events.
- The force executive has established a confidential support line staffed by members of the lesbian and gay support network.
- The force has a published race equality scheme containing a diversity communication strategy in line with the ACPO race equality programme.
- A disability awareness handbook and community handbook have been produced. These are supported by an intranet site, additional documentation and a poster campaign.

Areas for Improvement

- While the force has conducted a number of positive action initiatives, such as open days within the traffic department, they have not been demonstrably effective.
- There is no clear evidence of BCU commanders and heads of departments effectively working towards specific diversity performance objectives. While most of the performance objectives are aimed at force level around recruitment, progression and retention, there are areas of activity in which district commanders could be monitored through their MPRs, such as bullying and harassment issues.
- Customer satisfaction surveys have not yet been fully established in force.
- There has been no formal implementation of the Breaking Through action plan.
- The Gender Agenda has recently been re-launched by the force; the force is looking to establish a group under the strategic group where the staff associations will sit in. The force may wish to reconsider this proposed format as the associations have a direct link into a large number of staff, without creating another layer of bureaucracy.
- The proportion of recruits from BME groups in 2005/06 is below the MSF average. Contextually the proportion of people from the economically active population in 2005/06 is significantly below the MSF average.
- The percentage of female officers compared with overall force strength has risen in 2005/06 on the previous years' data, but is still lower than the MSF average.

6D Managing Financial and Physical Resources

Grade	Direction of Travel
Fair	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
1	11	24	7

Contextual Factors

This is an HMIC assessment of domain 6D. It is based on the force self-assessment return and HMIC findings as well as a consideration of the police use of resources evaluations (PURE) by the Audit Commission’s appointed auditor for the force/Police Authority. Set out at the end of this report are the appointed auditors’ summarised scores for each theme covered by PURE. Separate more detailed reports on PURE have also been issued by the appointed auditor for the force/Police Authority.

Cleveland is the most improved force over the past two years in relation to the management of financial and physical assets. Improved financial management and processes take time to be implemented and to become embedded in the culture of the organisation – this inevitably takes several years.

As at 31 March 2006 the Police Authority and force are at the end of the first year of a potential three-year programme linked to the provision of £6 million additional resources from the Home Office to support significant change and resources in the force and Police Authority.

Strengths

The Police Authority has agreed to implement the HMIC corporate governance report.

- The force has an appropriately qualified assistant chief officer (ACO) – the executive lead for finance and commissioning (ACO), who is supported by the head of finance, the head of commissioning and the head of the central business unit together with BCU level staff.
- Medium term financial planning has been implemented and the force and the Police Authority have an improved base for strategic financial management. It is reviewed several times during the year and identifies proposals to deliver annual efficiency targets.
- There have been significant improvements in the overall level of financial professionalism and the force is now on a sound financial footing.
- A £1 million performance fund generated from timing differences in the pay budget in 2005/06 was redirected into operational improvements at the front end and helped raise performance in key target areas.
- The force’s modernisation programme has led to significant savings, well in excess of £1.4 million to date.

- Maximum budget devolution to BCUs is in place for all areas excepting police officer and police staff pay. Police officer and police staff pay is to be devolved following a return to central control, considered necessary to regain financial control. Financial management is now operating at an appropriate level with effective corporate control and monitoring within a devolved budget structure.
- The finance department has been implementing a programme to put in place “the strategic building blocks of a modernised and refocused finance function”.
- The force and Police Authority have a fully implemented efficiency plan which manages efficiency savings. This is in excess of the target for 2005/06, aiming for a 4.5% efficiency gain (including carry-over from 2004/05).
- The level of professional procurement staff has now been increased reflecting earlier recommendations of HMIC and a more recent report (commissioned by the force/Police Authority) by consultants PWC. There is now clear evidence that the Police Authority and force have in place a procurement strategy that focuses on collaboration within policing. An annual procurement strategy was completed in 2005 with a nine-point framework in order to tailor force procurement activity.
- Cleveland Police has had several meetings with PEPS. At their request the force has led and delivered a national collaboration contract for the supplies of ammunition.
- Annual reports on procurement are now presented to the Police Authority.
- Sustainability is being reflected in the procurement strategy.
- Estate management is now better focused on the delivery of professional services to operational policing and has a clear customer focus.
- A best value review of fleet management was completed in 2005 and the fleet strategy is now being updated.
- The introduction of a three-year capital programme has improved the medium-term management of vehicle acquisitions and disposals.
- The force is involved in national and regional benchmarking.
- The force supports collaborative working on transport with motorcycle servicing undertaken by Durham Constabulary and with North Yorkshire Police providing specialist commissioning. The force accepts that there is potential for further developments with other police organisations.
- The transport function operates on the principle of a trading account and is subject to rigorous control and inspection. A standard ICME costing system is employed to control invoice costs. Fleet management service level agreements are in place.

Work In Progress

- The serious shortage of professional finance staff has been addressed, but the new structure is not yet fully in place as there remains dependence on interim accountants and a further restructuring is in progress.

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- The finance department does not yet have a business plan with measurable PIs, but is effectively working towards the introduction of a business plan for 2007/08.
- The force will be moving towards electronic tendering in 2006.
- The integration of the HR and payroll systems is due to be completed in 2006/07.
- The Police Authority will need to provide evidence to the Home Office that it has implemented the recommendations in the corporate governance review.
- Resource allocation modelling is due for review. However, NHP is in the process of being implemented and revisions to the model resource allocation are included within the programme, once the results of the pilot are known.
- Improvements to finance/business systems are planned and are progressing.
- The alignment of the HR and payroll systems is due to be completed in 2006/07. Full integration is planned for 2007/08.
- The force does not have a fully functioning online ordering system. At present approximately only 30% of orders are processed online with the remainder being processed via the Fast Track system.

Areas for Improvement

- The corporate estates group is working effectively but the strategic estates group that allows members (as distinct from officers) to influence the estate strategy has not yet met – this needs to be addressed.
- Progress on estate management has been good. The force is aware that it now needs to look to move forward on estate management issues over the next two years and this will include:
 - Rolling stock condition survey from April 2007 – leading to a medium-term programme to eliminate maintenance backlog.
 - While the force participates in the national estate benchmarking, it needs to develop its use.
 - The IT requirements of estate management need to be reviewed to enhance the professional approach to estate management.
- The use of diesel-powered vehicles remains comparatively low. Excellent forces achieve levels of more than 80% diesel-powered vehicles. There has been some improvement since 2004 but there remains a need for further progress, eg traffic vehicles.
- By comparison, the cost of the Police Authority remains high. The Police Authority needs to benchmark its costs against other police authorities as a priority.
- Sponsorship is underdeveloped. The force considers that sponsorship is not the best route to pursue but will need to identify alternative forms of income generation.

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- The debate over force mergers has emphasised the need for forces to collaborate – the Home Office is promoting shared services for HR and finance. The force and Police Authority will need to develop a strategy to respond to this initiative and for other potential areas of collaboration.
- There is a need to evidence the active use of published data, to analyse comparative efficiency. For example, published statistics show that for 2005/06 Cleveland has:
 - the highest expenditure on services per 1,000 population of its MSF group;
 - service costs per police officer that are the highest in the MSF group;
 - an above average expenditure on supplies and services; and
 - below average transport revenue costs.
- The Police Authority has not responded to the finance and resources assessment 2005 or the HMIC report February 2006.

Audit Commission Use of Resources	
Force and Authority: Cleveland	
Element	Assessment
Financial reporting	Not Available
Financial management	2
Financial standing	3
Internal control	2
Value for money	3

Key to grades

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

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

6E Information Management

Grade	Direction of Travel
Good	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
1	9	31	2

National Position

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

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

Contextual Factors

The information management strategy defines how the force will develop and manage its information assets. This provides the framework under which the information and system requirements of the force are identified in the information systems and technology (IS&T) strategy 2005–08. The strategy explicitly links IT initiatives to the delivery of the policing plan. Capital funding for additional security infrastructure (for the CSP) and for the Information strategy for the Police Service ISS4PS is included in the plan.

The force’s information service is led by its head of information and communications technology (HICT) who has worked in the industry for 17 years and is qualified to second degree level. HICT reports to the DCC at MPR and attends force executive group. Project performance is monitored at monthly project update meetings, chaired by HICT and attended by team leaders within ICT.

ICT has undergone a number of reviews and structural changes in the last few years. The most recent was during 2005 in which resources were directed from management to the front line. As a result of this, the first-line support service is currently being enhanced.

Strengths

- The IS&T strategy 2005–08 addresses the requirements of local and national drivers including ISS4PS, the CSP, national policing plan, local policing plan, PITO information management capability strategy and prioritised plan for the police service (includes the Home Office Science and Technology strategy), force corporate strategy 2005–08, MOPI and CJIT strategy.
- The IS&T strategy addresses specifically how new technology will be exploited to meet the requirements of the force. Cleveland Police has already adopted some of these solutions, eg' Voice over IP' has been implemented across the force and mobile working solutions have been deployed.
- Performance is a standing item at monthly ICT management meetings, where performance results and overall trends are reviewed. Performance is measured against targets set in the service level agreement. All trends are examined to ensure that work is being targeted at the right areas.
- The force has adopted a single integrated information system for all operational information (crime, intelligence, DV, child protection, etc) and this has enabled the re-engineering of key processes to improve performance.
- ICT measures performance across a range of service delivery areas and performance against targets is published on a monthly basis.
- IT infrastructure library has been adopted to provide the framework under which processes are improved and all ICT staff have received foundation level training.
- The force has adopted NICHE RMS as the single integrated system to support operational business areas providing a single point of entry for information about people, objects, locations, tasks and events across all of the business areas. The system is available to every officer and those police staff with a need to access the information.
- The force has a well-established IT and communications infrastructure. The integrated voice and data network offers a minimum of 2MB to small sites. The infrastructure has recently been upgraded to the latest version of Windows.
- There has been a consistent improvement in performance over the last 12 months to meet the agreed service levels.
- The force has supplied data to the crime recording bureau on a monthly basis since September 2005 in all required areas.
- The force has adopted the cross-regional information-sharing project and was a founding member of the consortium.
- The force has implemented an ETL architecture based on MS Biztalk to satisfy both the requirements for IMPACT and for other information exchange. The current projection is that the necessary extract work will be complete by the end of 2006.
- The force has a dedicated information security officer within the professional standards department.

- The key business systems for the force have been identified and the recovery plans for each are documented in the ICT business continuity plan. Resilience based on business need is built into the live configurations to minimise unscheduled failures. The force has back-up systems for command and control and IRIS, the force's integrated records management system located at a fall-back site. The arrangements provide real-time recovery for the key operational systems of the force.

Work in Progress

- Project management is recognised as an area for improvement within the force and consultancy is being procured to assist the force in reviewing the current governance arrangements and to develop the policies and procedures for effective project and programme management.
- Where the force has adopted national solutions, eg NSPIS case and custody, interfaces are to be developed to provide access to this information via IRIS. Further areas are to be phased into operation.

Area for Improvement

- There is an identified need to further enhance the security infrastructure. An ongoing programme of capital investment is under way.

6F National Intelligence Model

Grade	Direction of Travel
Good	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
0	19	22	2

Contextual Factors

NIM forms an integral part of the performance management process. The force's intelligence steering group continues to meet on a six-weekly basis, chaired by the director of intelligence. The force strategic assessment and control strategy priorities inform the planning cycle, policing plan and strategic priorities.

The regional control strategy and priorities for enforcement, prevention and intelligence driven by NCIS are considered in preparation of the force strategic assessment. Monthly force tactical assessments and returns addressing each area of the regional control strategy are submitted to NCIS. The force actively contributes and participates in the regional TCG and intelligence group meetings.

Strengths

- The force's control strategy has been developed to include expected outcomes of recommendations/actions and how these will be measured, which assists alignment with performance management.
- BCU strategic assessments and control strategies are used to drive local planning and partner agency priorities. The force produces six-monthly strategic and tactical assessments at level 1 and level 2 to a defined timetable. These are based on comprehensive research and analysis of a wide source of information and intelligence.
- The force intelligence strategy and NIM manual have been updated and new minimum standards and codes of practice have been published on the force intranet.
- The national briefing model is in place, further enhanced by development of the tactical plan and operational review and the organisational memory.
- A minimum establishment for all intelligence functions has been established and is being implemented as part of the evolving intelligence vision.
- The principal analyst undertakes a product quality assurance process, with a modular-based training programme developed that is now delivering specialised training such as geographical and telecoms analysis.
- Training for intelligence staff includes accredited source handler and controller training, NIM specialist training for intelligence officers and field intelligence officers,

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comprehensive training for analysts and research assistants as well as SPOC training.

- A clear and operating career pathway is in place for analytical staff.
- There is active participation in the TCG process by all intelligence functions, with target selection justified using a matrix.
- Partnership agencies participate and are tasked at level 1 and level 2 TCG meetings (ie fire brigade, local council resources, British Transport Police, UK Immigration Service).
- There is evidence that the level 2 TCG meetings are focused with control and direction given by the ACC (operations support).
- There is a dedicated intelligence officer in RPU who attends the level 2 TCG meeting and takes issues away for dissemination via the level 1 meeting which is chaired by the superintendent.

Work in Progress

- The minimum establishment policy for operational intelligence roles is being implemented but is not yet fully complete.
- Work continues to develop and introduce an intelligence vision for the force. It is intended that this will provide enhanced intelligence management processes and will coincide with the introduction of IRIS intelligence.

Areas for Improvement

- There is no evidence of the use of an enforcer ensuring timely and effective response and feedback on allocated actions. This falls to the chair, usually the ACC (operations support). Consideration should be given to the use of an enforcer-type role to follow up on actions prior to the two-weekly meetings taking place.
- Evidence showed that there were occasions when districts did not follow the correct protocols when bidding for staff and resources via level 2. All requests for level 2 resources should go via the level 2 TCG process.
- Currently DV intelligence is not collated; there are plans to employ a standalone intelligence system for DV but this has not yet been ratified.
- Partner agencies attend TCG; while their contributions at this stage are limited the force views this as a step forward in the sharing and use of intelligence.

7 Leadership and Direction

7A Leadership

Grade	Direction of Travel
Good	Not Graded

National Grade Distribution

Poor	Fair	Good	Excellent
0	4	35	4

Contextual Factors

Cleveland Police now has stability and continuity within its chief officer team. The chief constable has the longest length of service with the force, having been with it for three years.

The Chief Constable inherited a force embarking on a programme of great change amounting to a major restructuring. The image of the force and the morale of its staff had been affected by years of negative media comment, local and national, arising out of Operation Lancet. About the same time, the PSU engaged with the force as it had been identified as a potential underperformer in comparison with similar forces. It was experiencing high levels of robbery and vehicle crime and three of its four BCUs were in the bottom quartile for target crime performance. Some time after the Chief Constable's arrival in force, a £7.3 million budget deficit was identified. This was later attributed largely to a lack of control in recruitment of staff that had existed in force. As a result, the Chief Constable and Police Authority sought financial help from the Home Office, which ultimately agreed to a grant of £6.3 million under special funding arrangements. The force and Police Authority have embarked upon a major programme of modernisation in order to achieve financial stability for the future. Cleveland Police is one of the police forces at the centre of the strategic forces debate which, again, is generating great uncertainty in force.

The Chief Constable's strategic vision for the force is clear and well communicated. Putting People First permeates the organisation and is firmly supported by the Police Authority. The vision is frequently and enthusiastically presented by members of the executive team during open forums and visits to police stations, which are a regular feature of life in force. The number of these forums has doubled recently as the Chief Constable strives to keep people informed on the need to modernise the force to achieve financial stability. Members of the force executive attend district level IAGs. The Chief Constable and his team continue to invest a good deal of time in operational patrols and visits to victims of crime.

The Chief Constable and the Police Authority have addressed the strained working relationships that previously existed. There is now active engagement of the Police Authority and force in the corporate planning cycle. This has led to joint production of corporate documents and the full involvement of the Police Authority in all planning and budgetary processes through its panel structure and executive. The Chief Constable and chief executive work as a team to maintain the case for special funding from the Home Office.

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The executive team has directed great personal energy and commitment to Operation Delivery, the major programme of projects and activities designed to assure increased performance of the force and disengagement from PSU. Few areas of operation are untouched by Delivery which has called for clear direction, careful co-ordination and support for some considerable time.

Strengths

- The force has stability and continuity within its chief officer team. The Chief Constable has been with Cleveland Police since April 2003, the DCC joined him in June the same year. The ACCs for crime and support and territorial operations both arrived in the organisation in February 2004 and the ACO for finance and commissioning took up her post in March 2004.
- The Chief Constable continually monitors the skills balance within the executive team and conducts formal performance reviews with each member; he has planned a change in portfolio for his ACCs to take place later this year in order to spread and develop skills and expertise. He intends also to make adjustments to the respective portfolios of his deputy and ACO finance and commissioning.
- Members of the force's executive team hold a number of national ACPO portfolios.
- In his inspection of corporate governance arrangements in force, conducted last summer, Her Majesty's Inspector observed that "the force has a clear strategic vision and direction, which is effectively communicated by the Chief Constable and the force executive and re-emphasised by the Police Authority".
- The ACC (crime and support) is supplied with a list of members of the community who have made calls for service. He makes contact with these people to seek feedback on the force's performance and to check the reality of delivery of the vision.
- Open forums for staff are a regular feature of life in force. Recently the number of these events taking place has doubled. This is in order to keep staff closely informed while the force continues with the restructuring needed to achieve financial stability.
- The Chief Constable meets all recruits to the organisation and those successful in promotion at every level.
- The Chief Constable attends the force's well-established IAG, which has an independent community member as chair and vice chair.
- The BPA annual conference was hosted by the Chief Constable in 2005 and supported by the Federation in partnership with Humberside Police. This force provided financial and staffing support to the event and the Chief Constable delivered its keynote address.
- There is a wealth of experience of major change among the force's executive. The Chief Constable has been involved in major restructuring in Merseyside and Nottingham forces, the DCC in Northumbria and Durham. Both ACCs have been involved in restructuring and implementation of major projects in their previous force, West Yorks. The ACO finance and commissioning has experience of major change

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in the private sector in the automotive, financial management and corporate governance sectors.

- Modernisation workstream proposals and supporting reviews have been developed by a team headed by a chief superintendent and comprising police officers and staff and Police Authority officers with a wealth of project management and critical review experience between them.
- In his inspection of corporate governance arrangements in force, conducted last summer, Her Majesty's Inspector observed that "the strained working relationships between the force and the authority that had existed... were found to have been addressed".
- The force operates a corporate planning cycle schedule which identifies the timetable for key activities, including strategic, budgetary and resource planning. The cycle was drawn up in consultation with the Police Authority, which is now actively engaged with it.
- The force executive and Police Authority hold joint public consultation events. Between April and end of December 2005, some 76 of these had taken place, a dramatic increase over the previous year.
- The Chief Constable holds regular meetings with the chief executives of the unitary authorities within the force area and executive officers from the CPS, HMP, probation service and courts in order to discuss issues and share good practice.
- The force has retained its liP award.
- It is the policy of chief officers to monitor events in force closely and to acknowledge good work immediately by telephone call or email to the officers involved.
- All business areas have a clear chief officer lead. Their lead responsibilities are delivered through MPR with their respective functional leads and a series of Gold, strategy or steering groups which focus on sharing good practice.
- The force has a formal process for the development of new policy. The process requires consultation to take place as well as the European Convention on Human Rights (ECHR), DDA and other legal checks before new policy is approved by executive group. The force has a legal executive, diversity officer and race equality scheme manager to support this process.
- There was evidence from a number of sources to support the Chief Constable in the way that he has led the force through a very difficult couple of years and that he is taking a positive stance on behalf of the force in relation to the strategic force issue.

Work in Progress

- While there is an acceptance that there was a need to take back control from what was seen as four separate police forces and create some corporacy, there is a feeling that consultation from the executive is lacking on occasions. To resolve this, the Chief Constable has, in the last couple of weeks, re-introduced the executive meeting at which a new strategic planning group was formed with an assortment of

'feeder' groups to ensure the force manages business as required.

Areas for Improvement

- There needs to be development of a comprehensive corporate communications strategy covering internal and external mechanisms.
- The Force needs to begin a programme of staff surveys to gauge morale followed by action planning to use the results.
- The force relies on a system of 'all messages' on the force intranet system which is being used to advise staff across the force of any new process or legislation. There are occasions when officers, due to leave and operational reasons, may miss important messages as they are not followed up by other ways of input.
- The Chief Constable currently strives to ensure that the force works with his vision of Putting People First. The force needs to reinforce this vision within the organisation to show that it includes staff as well as the public.

7B Performance Management and Continuous Improvement

Grade	Direction of Travel
Good	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
0	12	26	5

Contextual Factors

The force's chief officer team is itself fully engaged in the drive to improve performance of the force. With PSU support, the force has refined its performance management arrangements. It has identified and modelled its overarching framework and defined the link and feeds between the key elements. The performance review process is clearly driven by the force's NIM control strategy. The control strategy informs the strategic performance group and sets the agenda for the Chief Constable's performance reviews with his chief officers and their resulting reviews with service unit managers.

Strengths

- There are performance targets in all chief officers' PDRs.
- Key performance reports are made available on force intranet and presented at strategic performance group.
- The Chief Constable established an operational performance team in 2005 comprising two chief superintendents and a small number of staff, with a remit to support policing districts and other operational BCUs to improve performance. This team also has the ability to appoint teams of specialists to support BCUs in which performance falls below required levels.
- With PSU support, the force has refined its performance management arrangements. It has identified and modelled its overarching approach within a framework that defines the links and feeds between key elements including performance planning, improvement and review, and NIM.
- The force has implemented a corporate MPR process supported by a formal operational performance review framework. This reinforces the links between the strategic planning process and NIM and performance reviews at all levels throughout the force.
- The Police Authority's performance subgroup has full access to performance data and holds regular accountability meetings with chief officers. This is supplemented by each BCU having a dedicated Police Authority subgroup which meets monthly with the management team to discuss all activity in the BCU.
- Operational Information Console (OIC Web) is an intranet-based system that is able to present to any workstation, performance information at service unit, team or

individual level. It also has a live link to the force's command and control system and can provide information on the status of police units and numbers and types of events outstanding. It is extensively used to monitor and manage performance in force.

- The force operates a corporate planning cycle schedule (corporate planning cycle, 2006/07) which identifies the timetable for key activities, including strategic, budgetary and resource planning. The force target-setting process is well established and all measures and targets are agreed by the force executive, Police Authority and district command teams.
- The force's strategic assessment is used to determine policing priorities which are set out in the local policing plan. CDRP and LSP priorities are considered during the planning process and have their own section within the policing plan. There are high levels of consistency between force, LSP and CDRP priorities. In addition, there is strong support for force and CDRP priorities in BCU action plans.
- The force has seized the opportunities presented by police reform legislation to recruit PCSOs and to accredit neighbourhood wardens and those working in the licensing trade.
- There are elements of the corporate performance framework that have been identified as good practice by the PSU. Once the PSU has disengaged this year, performance will be driven by the ACCs through a series of Gold groups and the strategic performance group.

Areas for Improvement

- While the force operates a series of MPRs with all staff, there are some areas of the organisation at middle ranks where a backlog has occurred and MPRs have not been carried out.
- There was a new corporate MPR process introduced in May this year. However, there are no measures of the qualitative work and PIs needed for NHP; the force should consider working on a performance management framework to look at the qualitative style of PI to link in directly with the QoSC and citizen focus.

GOOD PRACTICE

TITLE: Increased Performance Management
PROBLEM: Refining Performance Management Arrangements
With Police Standards Unit's (PSU) support and financial backing, Cleveland Police has significantly refined its performance management arrangements.

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SOLUTION:

Its aim was to embrace the ten key points identified by PSU which support effective management of performance:

1. Clarity about the roles and responsibilities of police authorities, chief officers and managers for performance
2. A performance framework linked to corporate planning, budget and resources management
3. Chief officer ownership and involvement in the performance review process
4. Performance review structures to hold staff to account at all levels and across operational and support departments
5. Recognition of good performance and follow-up where performance falls short
6. Continuous improvement evident throughout the organisation
7. Clear priorities widely understood by police officers and staff at every level
8. Individual objectives and appraisal linked to performance
9. Timely, accurate and relevant data to inform decision making
10. Easily captured and clearly reported performance data

Cleveland Police has identified and modelled its overarching approach within a framework that defines the links and feeds between key elements including performance planning, improvement and review, and NIM (Strategic Performance Cycle). The force's performance review process is driven by the force's NIM control strategy. This informs its Strategic Performance Group and sets the agenda for the chief constable's performance reviews with his chief officers and their resulting reviews with service unit managers.

According to PSU, the greatest challenge in successful performance management rests with forces' ability to obtain and present timely, accurate and relevant performance data. National guidance suggests that information solutions are most likely to focus around the use of data warehousing technologies.

OUTCOME(S):

Operational Information Console, or OIC Web, is this force's intranet-based means of presenting performance information at service unit, team or individual level on, for example, live crimes, intelligence submissions, stops and searches, FPNs and crime property to any workstation. It also has a live link to the force's command and control system and can provide information on status of police units and numbers and types of events outstanding. OIC Web takes data from the force's data warehouse which receives them from supporting systems, so the information presented is as near real time as is practical.

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Appendix 1: Glossary of Terms and Abbreviations

A

ACC	assistant chief constable
ACO	assistant chief officer
ACPC	area child protection committee
ACPO	Association of Chief Police Officers
AIM	active intelligence mapping
ANPR	automatic number plate recognition
ASB	anti-social behaviour
ASBO	Anti-Social Behaviour Order

B

BCS	British Crime Survey
BCU	basic command unit
BME	black and minority ethnic
BPA	Black Police Association

C

CAI	child abuse investigation
CDRP	crime and disorder reduction partnership
CMU	crime management unit
CPS	Crown Prosecution Service

D

DCC	deputy chief constable
DDA	Disability Discrimination Act
DV	domestic violence

F

FIDO forensic intelligence dispatch office

G

GONE Government Office for the North East

H

HICT head of information and communications technology

HMIC Her Majesty's Inspectorate of Constabulary

HOLMES Home Office Large Major Enquiry System

HR human resource

HSE Health and Safety Executive

I

IAG independent advisory group

ICT information and communications technology

IiP Investors in People

IRIS integrated records information system

IS&T information systems and technology

L

LCJB local criminal justice board

LSCB local safeguarding children board

M

MAPPA multi-agency public protection arrangements

MIRSAP major incident room standardised procedures

MISPER missing person

MPR monthly performance review

MSF most similar force(s)

N

NCIS	National Criminal Intelligence Service
NCPE	National Centre for Policing Excellence
NCRS	National Crime Recording Standard
NIM	National Intelligence Model
NHP	neighbourhood policing
NSPIS	National Strategy for Police Information Systems

O

OBTJ	offence brought to justice
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P

P&OD	people and organisational development
PCSO	police community support officer
PFI	private finance initiative
PI	performance indicator
PIP	professionalising the investigative process
PNC	Police National Computer
POCA	Proceeds of Crime Act
PPU	public protection unit
PSU	Police Standards Unit
PURE	police use of resources evaluation

Q

QoSC	quality of service commitment
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R

REG	race equality group
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S

SARA scanning, analysis, response, assessment

SIO senior investigating officer

SOCA Serious Organised Crime Agency

SPG strategic performance group

SPOC single point of contact

T

TCG tasking and co-ordinating group

V

VCMM volume crime management model

ViSOR Violent and Sex Offenders' Register