

Her Majesty's Inspectorate of Constabulary



HMIC Inspection Report
Cleveland Police
Neighbourhood Policing
Developing Citizen Focus Policing

September 2008



Cleveland Police – HMIC Inspection

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Introduction to HMIC Inspections

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

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

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

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

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

HMIC Business Plan for 2008/09

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

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

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

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

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

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

Programmed Frameworks

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

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

Neighbourhood Policing

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

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

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

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

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

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

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

Developing Citizen Focus Policing

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

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

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

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

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

Statutory Performance Indicators and Key Diagnostic Indicators

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

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

Neighbourhood Policing

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

Developing Citizen Focus Policing

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

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

Developing Practice

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

The Grading Process

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

Meeting the standard

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

Force Overview and Context

Cleveland police has:

- Four basic command units (BCUs);
- Thirteen sectors and 88 Neighbourhood Policing teams (NPTs);
- 157 officers dedicated to Neighbourhood Policing; and
- 163 PCSOs dedicated to Neighbourhood Policing (target is 197).

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

Geographical Description of Force Area

The Cleveland Police area covers approximately 230 square miles and has a population of more than 558,206. The force area is divided into four policing basic command units (BCUs), known locally as policing districts. There are four unitary local authorities within the force area (Hartlepool, Redcar and Cleveland, Stockton and Middlesbrough) and their boundaries are coterminous with the 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 force prison liaison officers provide a valuable function in keeping records up to date on the imprisonment and release of offenders in the area.

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. There are 37 control of major accident hazard (COMAH) sites across the area that are closely monitored and on which risk assessments are carried out.

The industrial heart of the area has a strong infrastructure that is well served by the transport network, including an international airport and the UK's second busiest seaport. The force's rural areas border the North Yorkshire Moors, offering great beauty and scope for leisure and sporting activities. The area hosts Premier League and First Division football, a marina and the Tees Barrage. The coastline includes the highest sea cliffs in England and part of the Captain Cook Heritage Trail.

Each of the four districts has town centres offering quality shopping by day and a lively night-time economy. Middlesbrough houses the University of Teesside, which supports approximately 20,000 students, and a new modern and contemporary art gallery, Middlesbrough Institute of Modern Art (MIMA), which opened in January 2007. Stockton includes Durham University's Queen's campus, where nearly 2,000 students are based within a modern waterfront location.

Demographic Description of Force Area

The Cleveland Police area accommodates a population of more than 558,206. The area is considered to be one of the most densely populated locations in the country, with 9.23 people per hectare compared with a national average of 3.5 people per hectare. In Middlesbrough, this figure rises to 25.4 people per hectare. In terms of the social and cultural diversity, the 2001 census results showed that the resident black and minority ethnic (minority ethnic) population was estimated to be 1.9%, the majority of whom live in Middlesbrough. This compares with 2.8% and 2.4% for the Tees Valley sub-region and the north-east region.

In addition to being urban in nature, parts of the area are considered to be highly deprived. All four territorial districts have large areas of socioeconomic deprivation; 34 of the 88 wards in the force area are in the top 10% of the most socially deprived wards in the country (2007 data). The unemployment rate is 3.7% compared with a Tees Valley average of 3.5%, a north-east regional average of 2.9% and a 2.1% national average.

In 2007/08 the establishment comprised 1,727 police officers, 755 police staff, 197 police community support officers (PCSOs) and 185 special constables. The force is committed to maintaining police officer numbers; officers will continue to 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 being extended through the use of community safety accreditation schemes.

The new district headquarters (HQ) in Redcar and Cleveland and Middlesbrough and new police offices in South Bank and Redcar are open. These facilities have increased cell capacity and improved working practices: they provide better access for the public and promote community policing. By outsourcing these custody facilities has enabled redirection of police officers to provide additional capacity to tackle serious criminality and the threat to national security.

The net annual revenue budget for the force (2008/09) is set at £124.62 million. Financial management within Cleveland Police is highly devolved with budgets devolved to the most appropriate level.

Staff Changes at Chief Officer Level

There have been a number of changes to the management structure of the force since the last inspection. A new assistant chief constable (ACC) has been appointed to replace the previous incumbent who moved to an adjoining force on promotion. The deputy chief constable (DCC) retired in June 2008 and his replacement will take up the post in October 2008.

Strategic Priorities

The Chief Constable's vision for Cleveland Police is 'Putting People First', which is about delivering the best service possible to the people of Cleveland, with the aim, by 2014, of being a leading force in the delivery of citizen-focused neighbourhood policing.

The force's policing plan provides details of the 2008–11 policing priorities, which have been identified as follows:

- to provide citizen-focused neighbourhood policing by applying the principles of Putting People First;
- to reduce the harm caused to our communities by drugs;
- to reduce crime and anti-social behaviour; and
- to protect the public from the threat of serious crime and terrorism.

Force Performance Overview

Force development since 2007 inspections

The force has been working closely with HMIC to improve the area identified as 'poor' in the 2006 baseline inspection and to address the highlighted areas for improvement from this and subsequent inspections. Action plans have been developed and good progress is being made.

The force has continued to deliver crime reduction, with an ongoing commitment, together with partners, to enhance the quality of life for all those who live and work in the force area. Detection rates in all recorded crime categories have improved and there has been significant progress in reducing crime.

During 2007/08 neighbourhood policing was rolled out to all areas of the force. This builds on the nationally recognised success of the pilot site at Hartlepool and now all communities across the Cleveland Police area have a locally based dedicated neighbourhood policing team, made up of police officers, PCSOs and partnership staff, who are clearly identifiable and known to the community. These teams have a key role to play in speaking with the local community to identify and resolve, with appropriate partners, issues of concern that affect the neighbourhood. In addition, a police volunteer scheme has been launched to support the neighbourhood teams by utilising the skills, experience and free time of members of the community. The aim is to recruit 100 volunteers during 2008.

Developments since phase 1 inspection 2007

Recommendation 1 – Neighbourhood Policing Inspection 2007:

HMIC recommends, as a matter of priority, that the force should review and reassess the training being delivered to PCSOs, taking cognisance of good practice elsewhere in the country.

Response:

This review has been undertaken and a new training programme has been put in place. Initial feedback indicates that this provides PCSOs with a far more rounded and focussed training more relevant to their role.

Neighbourhood Policing

2007/08 Neighbourhood Policing Summary of judgement	Meeting the standard
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Exceeding the standard

During this inspection the force was assessed against SGC in a number of key areas of Neighbourhood Policing. To discern between forces, a moderation process has been applied to determine the grading of the force.

While the force is not exceeding the standard, it can demonstrate that its' good practice is externally recognised and it is an active participant nationally in both neighbourhood policing and problem orientated policing.

Strengths

- The Chief Constable was a guest speaker at a regional conference on neighbourhood management held in Newcastle upon Tyne where examples of effective joint neighbourhood management with other partners were used as case studies, notably Hartlepool and the community court in Middlesbrough.
- The force is a participant in the annual Tilley awards for POP, and while not having won the award outright, it was commended in 2007 for the Burbank neighbourhood management initiative in Hartlepool.
- The force has been visited by representatives from Northumbria and Humberside to examine the Neighbourhood Policing pathfinder site in Hartlepool, and from Cheshire to look at the Cleveland approach to community engagement.

Work in progress

- The force is active in the field of problem-orientated policing (POP) and will host a national conference on the subject during 2008.

Meeting the standard

Following the moderation process, Cleveland was assessed as **meeting the standard** for neighbourhood policing.

Neighbourhood policing has been implemented to a consistent standard across the force.

Strengths

- The last 12 months have provided a sound foundation for the future development of Neighbourhood Policing within Cleveland Police, with great improvements in structures

and processes. There has been a noticeable improvement, confirmed by partners and members of the public, in the delivery of Neighbourhood Policing across the force area. It is now effectively embedded in all four districts and staff are beginning to develop good relationships with communities and partner agencies.

- The implementation of an effective abstraction policy has proved particularly beneficial for the delivery of Neighbourhood Policing.
- There is a clear commitment from the senior management team, all district command teams and the police authority to the delivery and sustainability of Neighbourhood Policing.
- The coverage of neighbourhood staff is universal across the force area and there is good evidence of effective community engagement and joint problem solving (see later sections).
- The operational performance team (OPT) has reviewed Neighbourhood Policing and produced a comprehensive 21-point action plan to improve this area of business even further.

Work in progress

- In order to ensure the sustainability of Neighbourhood Policing the force is engaging with local authorities and partner agencies regarding the long-term funding of the 52 police community support officers (PCSOs) who are wholly or partly funded from outside the main police budget. Both the force and local authorities are confident of a successful resolution during 2008, given the success to date of Neighbourhood Policing and the role of the PCSOs in particular.

Areas for improvement

See later sections.

Neighbourhoods are appropriately staffed (coverage).

Summary statement

The force is deploying, across all its basic command units (BCUs), the right people in the right place at the right times to ensure its neighbourhoods are appropriately staffed.

Strengths

- All neighbourhoods across the force area are coterminous with local authority ward boundaries. If any of these boundaries change, the neighbourhood configuration will also be adjusted. There is a commitment that boundaries are flexible enough to identify emerging communities, to be modified if necessary and to service requirements across ward boundaries – the emerging Polish community in Hartlepool is cited as an example of where a new community crosses existing boundaries. There is evidence of adjustments being made following discussions with partners in Kirkleatham in Redcar and Cleveland district.
- While existing neighbourhoods and wards are clearly defined, the force undertook an extensive review and evaluation of all aspects of Neighbourhood Policing,

including boundaries, during autumn 2007. The process included consultation with partner agencies and the outcome was a decision to maintain coterminosity with existing local authority boundaries.

- All neighbourhoods across the force area are now fully staffed (although there are shortfalls due to sickness, courses etc) with a named and identified police constable supported by a number of PCSOs. The staffing of the neighbourhood is dependent on the degree of priority and need identified within that community.
- The force's resource management group (RMG), which is chaired by an assistant chief constable (ACC), is the locus of staff allocation across the organisation. The staffing of Neighbourhood Policing is the top priority within that group.
- Knowledge and experience of Neighbourhood Policing is now recognised as essential for anyone applying for promotion to both sergeant and inspector ranks.
- There is currently little turnover within the Neighbourhood Policing teams, but the force is conscious of the need to address succession planning and the RMG has responsibility for this area of business. Police constables and sergeants are expected to commit themselves to Neighbourhood Policing for a minimum period of two years.
- Leaflets have been produced and distributed to inform the communities about their neighbourhood police officers and staff and provide contact details. Entries are also made on the force website and there is evidence of contact cards being produced and distributed in some of the neighbourhoods.
- There is a clear and effective abstraction policy with a 100% target. There has been a significant improvement in the level of abstraction from neighbourhoods during 2007/08 due to this robust process. There was evidence from all the staff interviewed that abstractions were now very infrequent and if they occurred a report had to be sent to the district commander.
- A supportive system between neighbourhoods is in evidence, with one neighbourhood team being able to support an adjoining team if approved by the relevant inspector.
- The abstraction policy makes allowances for the refreshing of the existing specialist skills of some neighbourhood staff, eg firearms officers, Home Office Large Major Enquiry System (HOLMES) staff and casualty bureau staff.
- All abstractions are monitored and people held to account through the monthly performance review (MPR) process. Abstraction levels can also feature in the MPRs of district commanders undertaken by the ACC (operations) if figures are seen to be contrary to the policy.
- Neighbourhood staff and community representatives confirm that they work closely together to identify community problems and joint priorities. These are then addressed via the various partnership agencies involved in co-ordinated service delivery. Consultation with members of the public and neighbourhood staff during on-site reality checks confirm their satisfaction with how these arrangements are working in practice.

- Neighbourhood Policing staff are intelligence-led as well as being responsive to public priorities. While they can be deployed to incidents by the force communications room, force policy, which is applied strictly, dictates that they can only service incidents that occur on their neighbourhood.
- The RMG is responsible for matching staff profiles and experience to neighbourhood requirements. The force is keen not to move officers from one neighbourhood to another, but there was evidence of staff being trained to address local neighbourhood issues, an example being the training of staff in Hartlepool in basic Polish to assist in better liaison with an emerging minority community.
- Deployments of Neighbourhood Policing staff are in line with the priority plans for their neighbourhood, with occasional deployment by the communications centre to other response issues when call grading dictates a speedy deployment and response officers are not available. This happens infrequently and the policy dictates that they will only be deployed on their neighbourhood.
- Effective joint working between the neighbourhood teams and communication centre was in evidence through a project in the Thornaby area where the Neighbourhood Policing inspector was involved directly in the deployment of neighbourhood staff through the communications centre. This allowed appropriate staff to attend incidents of ASB when they occurred, dealing swiftly with neighbourhood issues while at the same time managing the incident queue effectively. This highlighted the benefit of a close relationship between the communication centre and neighbourhood supervision.
- There is a specific despatch policy for Neighbourhood Policing staff and how they will be deployed. To support this, neighbourhood staff have provided an input to communications staff to detail what can and cannot be passed to them. Technological advances have allowed for ward-based information to be overlaid onto the command and control system, and GPS has been added to airwave radios to better locate resources (see Areas for improvement).
- There is evidence of effective self-briefing supported by the IMAP briefing tool, which was universally praised by Neighbourhood Policing staff. (IMAP is an IT-based visual mapping of crimes and incidents.)
- Evidence is starting to emerge that Neighbourhood Policing is becoming the cornerstone of service delivery across the force area, and that other key policing functions such as response policing, the criminal investigation department (CID) and support are starting to support Neighbourhood Policing, rather than the reverse. This is positive and the force is keen to build on this finding by promoting Neighbourhood Policing at every opportunity with staff not directly engaged with neighbourhoods through the Team Cleveland initiative.
- Middlesbrough district has recently aligned its response teams to neighbourhood beats. Once response officers have a good understanding of neighbourhood priorities, it is hoped this will prove beneficial in the management of neighbourhood issues.
- All Neighbourhood Policing staff have taken part in joint problem-solving training with a range of partner agencies eg local authority, key individual networks (KINs)

and housing associations. Both staff and partners were complimentary about the quality of the training.

- Partner agencies, notably the crime and disorder reduction partnerships (CDRPs) evidenced significant development in Neighbourhood Policing within Cleveland within the last 12 months. Joint problem solving is taking place across the CDRP areas, with some co-location with council and community safety resources. Police and community safety teams are co-located in Stockton, there are plans to co-locate all of the community safety teams in local authority premises in Hartlepool and there are similar plans in other areas where partnership activity is developing quickly.
- There is good evidence of formal and informal reward and recognition for neighbourhood staff. Examples include nominations for the community officer of the year, PCSO of the year at BCU level, commendations at force and BCU level, community awards in Redcar and Cleveland, and formal and informal recognition by ACPO and district commanders. Neighbourhood staff also receive recognition in the form of special priority payments (SPPs).

Work in progress

- The general issue of funding and potential gaps is highlighted in the force risk register as “inability of the force to manage reductions in funding”; this includes issues relating to the funding of PCSOs via funding streams other than the police authority. The force is confident, however, that ongoing negotiations with local authorities and other funding stream providers during 2008 will prove successful.
- The force is currently working towards an establishment of 197 PCSOs, with an existing 163 currently in post and allocated to neighbourhoods across the force area. There are 52 PCSOs who are either wholly or partly funded by partner agencies; this includes 21 in Hartlepool and 6 in East Middlesbrough. Funding for the 21 in Hartlepool is due to expire in the spring 2009 and the force has commenced negotiations with Hartlepool Borough Council to maintain funding.
- The force has taken a decision that the names and photographs of Neighbourhood Policing staff will be posted on the organisation’s website. Some staff have expressed concern regarding the implications of this for their right to privacy and a legal challenge is being considered. It is believed the forthcoming Government Green Paper on Policing will address this issue.
- The current abstraction policy is being reviewed by the force during 2008 in the light of national guidance indicating that a target of 95% is more appropriate than the current 100% adopted in Cleveland.
- Feedback received during the inspection confirmed that in many instances, the only staff available to service requests for assistance from the public on neighbourhoods, are PCSOs; however, their powers and responsibilities are both limited and strictly defined. This results in under-utilisation, particularly when they are deployed in response to lower-level instances of crime and are not able to take reports of minor crime. The direct impact is lengthened incident queues in some districts and potentially reduced public satisfaction. There is an anomaly in that police staff on enquiry counters can take reports of crime not requiring a statement but PCSOs currently cannot. The force intends to undertake a pilot scheme in Stockton district where this issue can be explored in greater depth.

- The force has effectively addressed a key recommendation from the last Her Majesty's Inspectorate of Constabulary (HMIC) inspection relating to the training of PCSOs. The training course was reviewed and best practice from elsewhere was sought and implemented. The first two weeks of the new course is run in conjunction with the probationary constable induction training. The new course has still to be evaluated and the force plans to undertake this later in 2008.
- A recent review of Neighbourhood Policing undertaken by the OPT has identified gaps in the skills level of some Neighbourhood Policing staff in the areas of chairing meetings and public speaking. Eighteen courses are planned to start in May 2008 to address these areas for Neighbourhood Policing sergeants and constables.
- The force acknowledges that there are significant variations in supervision ratios at both sergeant and inspector rank across the four districts. This issue has been researched by the OPT, which has put forward an action plan to address the problem. A number of sergeants' posts, particularly within support roles, have been identified as being suitable for conversion to Neighbourhood Policing; a decision is anticipated from the force executive by summer 2008 regarding the transfer of these posts. HMIC considers that culturally, the realignment of sergeants' posts in favour of Neighbourhood Policing would send a strong message that the executive are highly supportive of this area of business.
- A bid has been submitted within the Hartlepool district to the New Deal for Communities (NDC) in an attempt to secure funding for an additional inspector to bolster supervisory capacity within the town. The situation is particularly acute in Hartlepool, with one inspector to 79 neighbourhood staff.

Area for improvement

- While neighbourhood staff try to keep communication centre staff up to date with priorities arising out of tasking, there is little evidence to show that this informs their deployment procedures. While it is recognised that it is unrealistic to expect the communication centre to have knowledge of all ward-based priorities, there are key themes warranting the timely deployment of neighbourhood officers or PCSOs which are clearly being missed due to the priority grading of incident logs. The force should consider ways in which the communications centre staff can be made more aware of neighbourhood priorities.

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

Summary statement

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

Strengths

- Substantial evidence was adduced which confirms that effective community engagement is taking place across the whole force area and that innovative approaches have been adopted to consult with the public. These include initiatives such as afternoon meetings with the elderly via Help the Aged in Redcar and

Cleveland, the introduction of Faith Watch, including visiting mosques in both Hartlepool and Middlesbrough, and consultation with the youth parliament in Middlesbrough.

- In addition to the traditional forms of consultation such as Scarman tier 3 meetings, regular effective contact is maintained with the force level independent advisory group (IAG) and the district level IAGs.
- At a local level reality checks carried out during the inspection confirmed that KINs are consulted regularly regarding local priorities and that feedback is provided to them with regard to the resolution of problems. Consultation with representatives of KINs confirmed their satisfaction with how the approach was working.
- At South Bank in Redcar and Cleveland HMIC staff visited a local police consultative meeting involving members of the black and minority ethnic community. There was effective discussion of the problems affecting the neighbourhood, together with priority identification by the community. Feedback was provided by the neighbourhood officers and members of the public questioned were pleased with the process.
- CDRP representatives confirmed that recent research in both Stockton and Hartlepool has identified that the public in those districts are more likely to report crime. Data quoted indicated that 79% of those surveyed in Stockton and 55% in Hartlepool said they would be likely to report a crime, compared with the national average of 39%. It is considered that this reflects positively on the effectiveness of community engagement in those areas.
- Chief inspectors responsible for Neighbourhood Policing in each district monitor the content of local websites. An example was provided from L district where the chief inspector responded to comments raised in a blog in order to correct misinformation about a Neighbourhood Policing matter.
- The Ringmaster system is being used to communicate directly with Neighbourhood Watch co-ordinators across the force area. In some of the operational districts neighbourhood constables utilise the Neighbourhood Watch co-ordinators and their network as an integral part of the consultative process.
- Police authority members carry out visits to the districts and have visited estates with community officers in order to reality check the effectiveness of community links.
- One particularly innovative method of engagement with youth is a joint agency bus deployed in challenging neighbourhoods in Redcar and Cleveland involving volunteers, police and staff from the local authority. The idea is to engage with youth on a range of partnership issues and offer a broad spectrum of services.
- Responding to an emerging problem primarily in the Asian community, Cleveland Police held an honour-based violence conference during 2007, resulting in the formation of an honour-based violence team. Neighbourhood, CID and minority liaison officers were all engaged and, utilising the IAG, effective links have been established with the minority ethnic community.

- More conventional engagement includes the use of a dedicated ward-based mobile phone, dedicated Neighbourhood Policing telephone numbers and specific patrol routes eg visiting shops, schools and housing associations, home visits to the elderly, attending coffee mornings, community council meetings and surgeries and visiting members of the public at home.
- The police authority also uses the innovative interactive voting system IML: when members of the audience at meetings are asked their views on issues, they can respond immediately through hand-held electronic terminals. This technique is particularly useful when consulting with young people through dedicated youth panels. There was positive feedback regarding the variety of engagement streams; however, the force acknowledges the emphasis is around enhanced visibility and community/neighbourhood engagement that promotes a greater cross-flow of information.
- There is evidence that neighbourhood teams have good relationships with their communities, with a good flow of community intelligence and evidence of information being shared with officers. A wide variety of contacts, including emails and texts, have supplemented face-to-face contacts and meetings as a source of community information and intelligence on a regular basis. Other sources of information include social housing, resettlement centres for former prison inmates, community contact centres and local authority advice centres. There is also evidence of efforts being made to engage with hard-to-reach and emerging communities, such as the Polish and deaf communities. Reality checks also confirmed that members of the public are used to identify and help locate individuals who are wanted or absconders from justice.
- Reality checks conducted during the course of the inspection confirmed high levels of satisfaction from members of the public, representatives of community groups, youth and members of the minority ethnic community with the methods and effectiveness of community engagement.
- Neighbourhood chief inspectors are the local contact for the Rich Picture initiative. Briefings have been provided to 96% of all community staff by representatives from special branch (SB). There is a good understanding at neighbourhood level of the issues relating to 'rich picture' and the role of neighbourhood staff in that process.
- Staff confirmed that they had received briefings on both vulnerable communities and organised crime groups (OCGs) within their neighbourhoods, including advice on the use of the Proceeds of Crime Act 2002 (POCA). These briefings focus staff on key areas that require additional intelligence. An example from Guisborough, Redcar and Cleveland was the 'Too much bling, give us a ring' initiative which, as a result of community information, led to the arrest and conviction of a previously unknown OCG member who had been dealing drugs and the recovery of substantial assets under POCA legislation.

Work in progress

- The recently appointed head of media and marketing is developing the force website to assist with community consultation via electronic surveys, community engagement and communicating positive media messages or explanations of actions taken. She is also negotiating with the press across Cleveland to obtain

newspaper space on a weekly basis to promulgate Neighbourhood Policing and its development.

- The volume of neighbourhood information and intelligence has increased significantly and staff have difficulty in accessing computer terminals. The force is aware of the problem and is due to pilot hand-held mobile data terminals in Hartlepool. The start date for the pilot is summer 2008.

Area for improvement

- While effective community engagement was apparent across all four districts, there was no corporate process to test and monitor the quality and effectiveness of the engagement mechanisms. Confirmation was received that this was not an area that had been included in the review or as part of the ongoing MPR process. HMIC is confident that effective community engagement is being undertaken but the force should develop a process to quality assure and test its scope and methodology across the force area.

Joint problem solving is established and included within performance regimes.

Summary statement

Joint problem solving involves the police with partners and communities across all neighbourhoods. Joint problem-solving activity is routinely evaluated, and demonstrates significant problem resolution at neighbourhood level.

Strengths

- Joint problem solving has become embedded across the force following the delivery of joint training with partners including area-based problem-solving groups, problem profiles, area plans and good engagement with all key partners including the health service. Individual problems are monitored in each district by the neighbourhood chief inspector and POP co-ordinator and they also form part of the district commander's MPR with the ACC (operations).
- Each district received £15,000 to deliver joint problem-solving training which was facilitated via the joint action groups (JAG)s and delivered during 2007 by staff from Government Office North East (GONE).
- Upon completion, individual problems are evaluated by the POP co-ordinator in each district and good practice and learning is disseminated via Sharepoint on the force intranet. Sharepoint is also the repository of all POP issues so that access can be gained, with appropriate authority, from anywhere in the force area.
- The district community safety plans developed by the district safer communities partnerships emphasise the importance of problem solving through the JAGs in tackling the priorities of the partnership. Partners are tasked and held to account through district tasking and co-ordination group (TCG) processes to assist in the resolution of problems.

- The force uses the EPIC (enforcement, prevention, information and communication) model to address priority actions within each neighbourhood that are identified after consultation with the community eg within the priority plan for Grange ward. Each of the ward priorities have activity identified for police, partners and public.
- Evidence from the documentation for the ACC's performance review process with districts clearly shows that problem solving features and is an intrinsic part of that process.
- The ACC (territorial) (ACC (T)) holds quarterly meetings with the chief executive officers (CEOs) of the four local authorities within the force area to identify areas where the organisations can work together and assess progress in terms of collaborative arrangements. The ACC (T) also holds quarterly meetings with GONE where initiatives and funding streams are discussed, eg the future funding of PCSOs. There was no evidence adduced during the inspection of problems or blockages from partners; on the contrary, partnership engagement is viewed positively and as a strength by all those involved.
- There are examples of collocation with partners in each of the operational districts. Evidence was adduced that confirms this method of close partnership working has resulted in better understanding of the roles of the partner organisations and improved problem solving.
- Partnership analysts' work within police intelligence offices across the force area and the difficulties that were identified in some districts during the initial inspection of Neighbourhood Policing arrangements have now been resolved. Almost universal feedback was received from key partners confirming their perspective that relevant information and intelligence is made available to them.
- Evidence was established which confirms that partner organisations routinely participate in the level 1 TCG process in each of the four operational districts. They are tasked and held to account for their actions in terms of actions to resolve problems eg joint action to address problems associated with off-road motorbikes in Middlesbrough and Hartlepool.
- Joint strategic assessments with partners have been produced for each operational district and these take cognisance of local area agreement (LAA) and local strategic partnership (LSP) targets.
- The TCG tasking document has been improved in some areas, and now includes a summarised record of local crime and disorder hotspots. This is proving popular with staff and raises awareness for all staff in the district of the generic neighbourhood priorities.
- Action relating to neighbourhood priorities on specific problem-solving initiatives is reported back to the group or individual raising the issue before sign-off is authorised. Feedback regarding progress is also provided to the community on a regular basis. This is an integral part of the priority plan process. In Middlesbrough district signing off high-level issues is a joint decision with partners.
- Joint problem-solving training with partners was delivered by staff from GONE during 2007.

Work in progress

- While there is currently no overarching force strategy for multi-agency POP, this deficiency has been highlighted within the OPT review of Neighbourhood Policing and the force is in the process of developing such a document which should be ready by Autumn 2008.
- The links between community intelligence and officers working outside the Neighbourhood Policing environment have not yet fully developed. Officers have an understanding of how serious issues such as critical incidents impact upon the neighbourhoods and there is a good flow of information in this respect. However, their understanding is not so good when it comes to identifying the impact that low-level crimes and incidents have on the community, and often this information is not shared. The links between neighbourhood and response teams are improving, allowing a shared understanding of each other’s roles. Response team officers in Redcar get allocated priorities aligned to neighbourhoods, response teams in Middlesbrough have been aligned to neighbourhoods and the force is actively pursuing better integration between neighbourhoods and other disciplines.

Areas for improvement

- While partners acknowledge that effective tasking and co-ordination is taking place within each of the four districts, the processes being adopted differ. An opportunity exists to benchmark these processes to establish which is the most effective and to apply this corporately across the force.
- Though there was evidence of structures to sanction the signing-off of priorities raised within communities, it was apparent that the processes in use were not being applied consistently across the organisation as a whole eg from feedback received during reality checks within the H and S districts. The force should satisfy itself that the processes being used to sign off priorities are being monitored and enforced effectively, and that consistency of approach is introduced.

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

FORCE	SPI 2a Percentage of people who think that their local police do a good or excellent job		KDI Percentage of people who ‘agree local police are dealing with anti-social behaviour and crime that matter in this area’		SPI 10b Percentage of people who think there is a high level of anti-social behaviour	
	Difference from MSF (percentage point pp)	2005/06 to 2007/08 change	Difference from MSF	2005/06 to 2007/08 change	Difference from MSF	2005/06 to 2007/08 change
Cleveland	- 2.0 pp	+0.8 pp	- 0.7 pp	-2.4 pp	+0.1 pp	-1.2 pp

Summary statement

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

The SPI / KDI data also shows that force performance is unchanged compared with two years ago.

Context

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

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

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

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

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

49.8% of people surveyed in the year ending March 2008 think that their local police do a good or excellent job, which is not significantly different to the average for the MSF.

Force performance was statistically unchanged in the year ending March 2008; 49.8% of people surveyed think that their local police do a good or excellent job, compared with 49.1% in the year ending March 2006.

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

51.5% of people surveyed in the year ending March 2008 'agree local police are dealing with anti-social behaviour and crime that matter in this area', which is not significantly different to the average for the MSF.

Force performance was statistically unchanged in the year ending March 2008; 51.5% of people surveyed 'agree local police are dealing with anti-social behaviour and crime that matter in this area', compared with 53.9% in the year ending March 2006.

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

18.2% of people surveyed in the year ending March 2008 think there is a high level of anti-social behaviour, which is not significantly different to the average for the MSF.

Force performance was statistically unchanged in the year ending March 2008; 18.2% of people surveyed think there is a high level of anti-social behaviour, compared with 19.4% in the year ending March 2006.

Strengths

- SPI 2a: public confidence has improved over three years and the force is now the second highest in its MSF group and above the MSF average.
- The satisfaction SPIs 1a (making contact), 1b (action taken), 1c (follow-up), 1d (treatment by staff) and 1e (overall service) have all shown an improving trend over the last three years. Particularly noteworthy is the 11% increase in satisfaction with follow-up (SPI 1c).
- The satisfaction of users with the overall service provided (SPI 1e), has improved significantly from 77% in the 12 months to March 2006 compared with the most recent data for the 12 month period to March 2008 which showed a figure of 82%. This 5% improvement is statistically significant and reflects the effort put in to this area of business by the force.
- The force is monitors both quantitative and qualitative data using iQuanta information. Force performance is monitored at the strategic performance group and individual district performance at MPR meetings between the ACC (T) and the relevant district command teams.

Work in progress

- Public satisfaction and the drivers behind it are being examined in more depth by the corporate performance and planning department during 2008. They acknowledge that additional research is required.

Area for improvement

- Based on the above data it is clear the force need to better understand what impacts on people's satisfaction and their perceptions, in particular the KDI (the percentage of people who feel the police are dealing with things that matter to the community). Once there is a better understanding of the issues impacting on perception and satisfaction, the force should consider utilising the newly appointed media and marketing manager to maximise opportunities to communicate the good work the force is undertaking and target the relevant audience.

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

Summary statement

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

Strengths

- There is a fundamental belief in the force that Neighbourhood Policing will have a beneficial effect on all qualitative indicators. Research undertaken with partners in Middlesbrough and Redcar has indicated that when people know their local officer there is a positive impact on their opinions of the force and overall perceptions. Research indicates this could represent improvements in the order of 20–30%.
- There is now a clear corporate emphasis towards neighbourhood teams and focusing on quality and not quantity. The corporate message is that staff will be assessed on the impact they have on the ward priority plan.
- Qualitative satisfaction indicators are reported as part of the performance management process at corporate and district level and inform the relevant planning processes.
- There is a range of both formal and informal community feedback processes including local priority plans, JAGs and the POP process. The information generated by these processes is considered through formal annual planning processes and also influences local priority setting on a more regular monthly basis.
- Quality of life surveys are undertaken annually by the police authority and are used to influence the development of the force policing plan and local plans. An example of local departmental surveys can be found in the communications centre, where the quality team undertakes telephone surveys with customers not only to inform them of the progress of a reported incident, but also to gauge feedback and thereby influence service delivery.
- Quality of service and direction and control (DC) complaints are co-ordinated by the professional standards department (PSD), due to the link with legislation associated with the Independent Police Complaints Commission (IPCC). Any corporate issues emanating from these complaints are promulgated by the PSD to the rest of the force in the form of a regular digest.
- The force monitor feedback via newspaper articles and blogs, and in Redcar and Cleveland the neighbourhood chief inspector responds to the person direct on the blog to rectify any misconceptions or address areas of concern.
- The communications department has a quality team that actively seeks feedback from the public and any areas of concern are addressed with supervisors at monthly meetings and with staff on a quarterly basis. Performance in the interim period is monitored and additional meetings are scheduled as required.
- There was good evidence in all the districts where reality checks were undertaken by HMIC staff of effective community feedback informing service delivery. The

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feedback through formal and informal mechanisms influenced the priority setting process and joint problem solving addressed the issues. In Thorntree Park Barclays had contributed £25,000 towards a youth diversion project; as a result a rate of 81 reports of ASB per month in March 2007 had been reduced to 38 reports in March 2008. In South Bank 15 special constabulary officers were particularly active, addressing community concerns and undertaking problem solving, including the obtaining of Anti-Social Behaviour Orders, with the help of evidence from the community against key targets.

Work in progress

- There is an acknowledgement that utilising survey data at neighbourhood and sector level can be expensive and problematic given the small sample sizes and high confidence intervals. The force is actively looking at alternative methodologies such as joint focus groups with partners, electronic feedback via the website and monitoring press articles and a decision is expected before the end of 2008.
- A new media strategy has recently been developed which has as one of its main aims the need to increase public confidence.

Areas for improvement

- The force has a comprehensive understanding of quantitative indicators; however, the understanding of what factors influence qualitative indicators in the form of public satisfaction and perceptions is less apparent. The force should utilise research undertaken elsewhere in the country by other forces to identify the factors and issues that impact on satisfaction and perception so that it can target effort in these areas.
- The force has been praised by HMIC in the past for its approach to performance management and its success in achieving disengagement. The focus of staff is still clearly on quantitative outcomes and significant effort will be required by the force to obtain a more balanced approach, using both quantitative and qualitative indicators to better inform an overall assessment of performance.
- The MPR process has been one of the catalysts for improved performance across the force area and has galvanised the organisation into having an effective performance culture. One of the downsides is the associated bureaucracy and burden on supervisory officers, especially in those areas of the force, notably Neighbourhood Policing, where the supervision ratios are large eg one sergeant to 15–20 staff. HMIC acknowledges the importance of the individual performance management regime in Cleveland, but in an era when ways are being sought to reduce bureaucracy and improve visibility of supervisory officers and qualitative indicators are of necessity more long-term, the force should consider if individual performance reviews are still required at monthly intervals or if this frequency could be altered to bi-monthly or quarterly. It is understood the communications department have already adopted this system with no detrimental impact on performance.

The force demonstrates sustainable plans for Neighbourhood Policing.

Summary statement

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

Strengths

- Confirmation was received that Neighbourhood Policing is mainstreamed within the force budget and PCSOs are funded within the medium-term financial plan until 2011. The estates strategy takes full cognisance of Neighbourhood Policing in planning for the future. HMIC is confident that the force and police authority are fully committed to the long-term development of Neighbourhood Policing.
- The recent 9.9% rise in the precept, which is not subject to government capping, provides funding to support Neighbourhood Policing as a long-term commitment.
- Very positive feedback was received from the two representative members of the Cleveland Police Authority who lead on Neighbourhood Policing. They expressed a perspective confirming the police authority's commitment and desire to support the force in terms of the continued delivery of Neighbourhood Policing. The police authority is very positive about the progress of Neighbourhood Policing and reality checks by members of the authority have reinforced this view. They also confirm that individual councillors from each of the four districts are very supportive.
- The force responded very positively to the feedback contained within the 2007 HMIC inspection of Neighbourhood Policing and produced an action plan to cover both the recommendations and the areas for improvement. There has been a noticeable improvement in the intervening period in relation to Neighbourhood Policing and there is a confidence among all staff and satisfaction among the public interviewed during reality checks with the progress of Neighbourhood Policing and the style of policing being adopted in Cleveland.
- Leadership is effective and has been a key factor in delivering effective Neighbourhood Policing. Staff are held to account at all levels. District commanders and their teams have been effective in forging excellent partnership links across the full range of partners and agencies. No negative feedback was received from any partners, community representatives or members of the public during the inspection process.
- Confirmation was received that the Cleveland Police Authority is directly involved in the governance and scrutiny of Neighbourhood Policing by its attendance at and involvement in the Neighbourhood Policing project board. Two members of the authority are nominated as leading within this area of service delivery; they were both interviewed during the inspection and were effusive in their praise of the force and what has been achieved. Both members are proactively involved with the organisation, neighbourhood officers and the consultation processes underpinning service delivery.

Work in progress

None identified.

Areas for improvement

None identified.

Developing practice

See Appendix 2.

Developing Citizen Focus Policing

2007/08 Developing Citizen Focus Policing Summary of judgement	Meeting the standard
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Exceeding the standard

During this inspection the force was assessed against SGC in a number of key areas of Developing Citizen Focus Policing. To discern between forces, a moderation process has been applied to determine the grading of the force.

While the force is not exceeding the standard, it can demonstrate some innovation and significant improvements over time in both SPI 1e, overall satisfaction and a reduction in the gap between white victims and victims from minority ethnic groups.

Strengths

- The force has sound examples of innovative approaches that are aimed at improving service delivery, public satisfaction and quality of service. The community court in Middlesbrough has proved both effective and popular, while the force has been pioneering work looking at honour-based violence, primarily working with the Asian community.
- Two policewomen from Cleveland have been honoured by winning the international police woman of the year award for 2007 for their work in breaking up a drugs importation ring.
- There has been significant improvement in call management over the last four years. Cleveland was once one of the worst-performing forces in respect of call management; however, following significant investment in a new Siemens system, new processes, a drive on quality and innovative management there has been a dramatic turnaround. Figures for call answering in Cleveland police are now very good, with 99% of both 999 and other calls regularly being answered within target. HMIC applauds the force and the police authority for their investment and hard work in this area of business, which has resulted in Cleveland now being one of the best performing forces in the country in relation to initial handling of calls from the public.
- The force is a participant in the annual Tilley awards for POP and, while not having won the award outright, it has been commended in 2007 for the Burbank neighbourhood management initiative in Hartlepool.
- Cheshire Police has visited the force to examine the community engagement model in Cleveland, which has been identified by HMIC as being of a high standard.
- There has been a statistically significant increase of 5% for the indicator SPI 1e when the data for the 12 months to March 2006 (77%) is compared with the 12 months to March 2008 (82%). The latter result is stable when compared with the MSF average.

Work in progress

- The force is to host a national conference for IAGs in November 2008.
- The indicator SPI 3b (satisfaction of minority ethnic victims with the overall service provided) has reduced slightly from 76.7% for the 12 months to March 2006 compared with 74.6% for the 12 months to March 2008, although there has been a statistically significant reduction in the gap between minority ethnic victims and white victims, with white victims being 6.9% more satisfied than minority ethnic victims (based on data to March 2008). The force has plans in place to address the drivers for minority ethnic satisfaction to improve this area of business during 2008/09.

Meeting the standard

Following the moderation process, Cleveland was assessed as **meeting the standard** for developing a citizen focus.

A Citizen Focus ethos is in the process of being embedded across the force, establishing an initial baseline.

Summary statement

The force does not yet have a comprehensive understanding of the needs of its communities, although service improvements are frequently made to improve local service delivery. The force does not yet fully communicate the National Quality of Service Commitment (NQoSC) standards, the Code of Practice for Victims of Crime (VCoP) standards and the force corporate/accessibility standards to its communities.

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

Strengths

- There is evidence which confirms the force uses many means to obtain the views of members of the public, whether service users or not. These include Scarman tier 3 consultation processes, public surveys (the latest being a MORI survey in March 2008), face-to-face meetings, youth inclusion processes to tackle specifics such as criminal damage, working with the IAG structure at both force and local levels and the scanning of media articles and internet communications, eg blogs. Feedback received during the inspection process confirmed that these mechanisms are used to inform and improve service delivery at force and local level, eg through the communications centre and priority plans in individual neighbourhoods.
- Good partnership arrangements exist throughout the force and joint local surveys are a common feature of consultation. Examples identified include a town-wide survey in Middlesbrough and satisfaction surveys in Hartlepool. The results of these surveys feed in to the planning cycle of both organisations and directly impact on service delivery.

- The police authority's consultation strategy 2008–11 identifies the range of consultation that is undertaken with members of the public including youth and hard-to-reach groups.
- The annual quality of life survey and local policing plan surveys are supplemented by questions posed to local authority citizen's panels. These are held quarterly and engage between 1,000 and 2,000 people who are questioned across a range of issues. At public meetings run by the police authority the innovative interactive voting system IML is used: members of the audience are asked their views on a range of issues and can respond immediately using hand-held electronic terminals. This technique is particularly useful when consulting young people through dedicated youth panels, crucial crew events or the youth parliament. Feedback from these surveys and events is used by the force to assess levels of public satisfaction and confidence and to inform future planning and service delivery.
- Cleveland has a number of IAGs at both strategic and district level. The strategic group has an independent chair and is attended by the Chief Constable. All the groups are consulted about important issues as well as critical incidents and they are encouraged to have regular contact with police personnel. The organisation and structure replicates ACPO best practice.
- The PSD monitor and co-ordinate all complaints from members of the public. Each complaint has a lessons learnt sheet attached, and following investigation learning is abstracted and communicated to the wider organisation by the PSD. On a quarterly basis a full list of lessons learnt is forwarded to the force executive and is then presented to the police authority. Feedback confirmed satisfaction with the resilience of this approach and the impact achieved in altering the behaviour of officers.
- The recently appointed head of media and marketing is developing the force website to assist with community consultation via electronic surveys, community engagement and communicating positive media messages or explanations of actions taken. She is also negotiating with the press across Cleveland to obtain newspaper space on a weekly basis to promulgate Neighbourhood Policing and its development. Media content, whether newspaper or television coverage, is monitored and a resume is produced for senior officers. Issues of particular concern are brought to their immediate attention. A comprehensive communications strategy has also been produced.
- The Putting People First (PPF) initiative was first launched in October 2003 by the then new Chief Constable; however, due to a range of other issues that redirected the attention of the senior management and the force in the intervening period, it had not been at the forefront of force activity. In 2007 this programme was revitalised under the direction of an ACC and a project board was established to drive this area of business. At the heart of the project are the four Ps – people, problem solving, partnerships and professionalism. There is a cross-over with Neighbourhood Policing but the internal and external agendas are of particular relevance to Citizen Focus. The force website identifies the areas to be addressed; for the public these are set out as; listening and acting; getting a reassurance message across to the public; effective consultation; communications strategy; random dip sampling of victims; and visits to victims from the command team.

- A quality team, comprising three communications centre team leaders, conduct telephone surveys and call-backs to members of the public. This is used to test both the quality of call handling and the quality of the response being provided by the force. The product of this consultation is then fed to a dedicated POP co-ordinator in the communications centre who uses the data to assess the potential to improve overall performance.
- The OPT, as part of its review of Neighbourhood Policing, also looked at aspects of Citizen Focus and reinforced with staff the importance of this area of business. An action plan has been produced that will be taken forward by the Citizen Focus project board.
- The force is making efforts to contact hard-to-reach groups as part of the consultation process. In Hartlepool Neighbourhood Policing staff are receiving language training in basic Polish to better communicate with and consult the growing migrant population.
- The names of all neighbourhood staff have been communicated to people locally and their names and photographs are also on the force website in order to improve public awareness of their neighbourhood staff. (See also Work in progress). In many cases neighbourhood officers are also ensuring that members of KINs have their personal mobile telephone numbers.
- There has been considerable investment in the criminal justice unit (CJU) following the report 'No Witness, No Justice', and arrangements are in place to identify vulnerable witnesses and access court results early to keep them informed.
- The Chief Constable, supported by other members of the top team, has been giving briefings to staff in all districts regarding the importance of Citizen Focus and explaining the overall PPF initiative.
- Surveys and focus groups undertaken by the police authority involving members of the lesbian, gay, bisexual and transgender (LGBT) community are fed back to districts to impact on both planning and service delivery.
- The police authority is represented on the force's strategic performance group which monitors both quantitative and qualitative performance. Separate presentations are provided to the full authority in addition to feedback by the police authority representative.

Work in progress

- The police authority, as part of its consultation strategy, is considering the use of focus groups to target particular hard-to-reach members of the community, including the small minority ethnic community in Cleveland. The honour-based violence initiative undertaken by the force used this approach to engage with members of the British Asian community.
- The force is introducing an initiative during 2008 to promote its services to people who are deaf. An example is utilising a PCSO with British Sign Language skills to attend clubs for people who are deaf or hard of hearing.

- As part of its implementation of the Neighbourhood Policing agenda, the force is promoting Faith Watch, in which local officers work with different religious groups eg mosques and churches to assess their needs and to improve relationships and service delivery.
- Following a force-wide review by the OPT, front counter services are being improved within some of the force's older operational stations eg Stockton. Part of this enhancement is the provision of flat screen visual display units to inform members of the public of strategic messages and performance data. Enquiry counter staff are receiving training in customer service, and the force is in the process of ensuring all enquiry counters have ease of access for the disabled. This is an ongoing part of the estate strategy.
- The force has taken a decision that the names and photographs of Neighbourhood Policing staff will be posted on the organisation's website. Some staff have expressed concern regarding the implications of this for their right to privacy and a legal challenge is being considered. It is believed the forthcoming Government Green Paper on Policing will address this issue.
- The police authority is represented on the Neighbourhood Policing board, which at the time of the inspection was in the process of transition to a Citizen Focus programme board. The police authority representatives on the board feed back to the full police authority as required and the force also provides information and feedback as necessary to the police authority. Police authority members have good contacts with district commanders and frequently visit stations to talk to officers or members of the management team.

Areas for improvement

None identified.

Quality of service complaints are dealt with effectively

Strengths

- The Chief Constable launched the PPF quality of service initiative on his arrival in 2003. The essence of the initiative is encapsulated by emphasising the commitment to deal with people professionally at all times, and is aimed at both the public and members of the organisation. (See also Work in progress.)
- One of the strategic policing objectives in the local policing plan 2007/08 and the corporate policing strategy 2007–10 is to “provide a citizen-focused service”. This is accompanied by a list of actions that will be undertaken to achieve this objective.
- The force's CJU informs all witnesses of progress being achieved as individual cases progress through the criminal justice system in accordance with the VCoP. Though recognised as a challenge, the unit also seeks to tailor this service to the needs of individuals eg recognition that some witnesses only want to know the final result of a case.
- The force has invested in the CJU, providing it with more staff as a result of the report ‘No Witness, No Justice’. It is now focused on witness care and staff in the CJU act as gatekeepers to ensure that all vulnerable witnesses or complainants

have been identified and receive the appropriate level of contact and care in accordance with the VCoP.

- Both a strategic assessment of Citizen Focus and an overall strategy have been developed. These documents will influence and inform the workings of the Citizen Focus project board and help guide the approach of the force in this area of business.
- The force does not receive large numbers of quality of service and DC complaints but treats them all in line with IPCC requirements. Any such complaints are recorded and co-ordinated by the PSD. They are researched by the individual operational district or department from where they emanated. All complainants are afforded an opportunity to appeal to the IPCC to challenge decisions by the force to treat a complaint as a DC issue. This is an unusual approach but one which helps reinforce the Citizen Focus approach; appeal levels are low. Each complaint has a lessons learnt sheet attached, and following investigation learning is abstracted and communicated to the wider organisation by the PSD. On a quarterly basis a full list of lessons learnt is forwarded to the force executive and is then presented to the police authority. Feedback confirmed satisfaction with the resilience of this approach and the impact achieved in altering the behaviour of officers.

Work in progress

- While HMIC acknowledges the importance attached to the PPF initiative, it was apparent that few members of the organisation really understood its meaning and ethos. Following significant challenges for the organisation in recent years, such as engagement with the police standards unit (PSU) and substantial budgetary difficulties, the focus of the activity has of necessity been directed into other areas resulting in the message and meaning of PPF being diluted. This has been acknowledged by the force and a programme board chaired by the Chief Constable has been established to reinvigorate and drive this important initiative. This programme board will co-ordinate the activities project boards with an employee focus (Team Cleveland), a business focus (organisational governance project) and a Citizen Focus (Citizen Focus project) and provide strategic direction.
- At the time of the inspection a Citizen Focus project board, chaired by the ACC (T) had been established. Its aim is to drive the broader Citizen Focus agenda and it will report to the PPF programme board. There are several workstreams including Neighbourhood Policing, contact management, service improvement, communicating with the public and criminal justice. The aim is to bring together all aspects of the external Citizen Focus agenda. This board structure will be replicated at district level in a manner that proved successful with the implementation of Neighbourhood Policing.

Areas for improvement

- Evidence adduced during the inspection confirmed that the PPF initiative and programme board were perceived as having an internal focus. This was reinforced on the force website where it is stated that the force will achieve PPF by;
 - investing in our staff;
 - supporting our staff; and
 - giving our staff the skills and equipment they need to do their job.

HMIC is pleased with the importance the force is attaching to its staff but Citizen Focus is also about externally-facing activity, and interactions and the development of the Citizen Focus project board is to be welcomed. (This had just been established at the time of the inspection.) However, it is important that there is congruence between these two vital projects, that they are effectively co-ordinated and that staff are aware of what they are seeking to achieve. If PPF is the overarching programme that is to be both internally and externally facing it is essential that this is made more explicit in all communications and documentation including the website.

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

Strengths

- The strategic policing and performance panel of the police authority receive performance reports on all statutory performance indicators and quality of service measures on a quarterly basis, including aspects of the NQoSC.

Work in progress

- HMIC understands that the force's commitment to monitor its compliance with the NQoSC will be addressed within the project board that is being established to drive the wider Citizen Focus agenda. An embryonic action plan designed to monitor the NQoSC has been developed and will be implemented during 2008.

Areas for improvement

- While the inspection identified pockets of good practice regarding the monitoring of compliance with the NQoSC, notably communication centre practice, PSD monitoring of DC complaints and good practice within the CJU, this was unco-ordinated at a corporate level and its profile needs to be raised across the organisation as a whole. HMIC considers that this would be assisted by having compliance with NQoSC standards as part of the overall performance monitoring process at corporate, district and departmental level.
- It is apparent from documentation provided during the inspection that the force made a commitment to implement NQoSC standards during 2005. A gap analysis to underpin the commitment was undertaken and forwarded to the ACPO quality and standards portfolio during December 2004. This indicated that the force was broadly compliant with requirements at that time but specific action plans also needed to be prepared. There was no evidence adduced during this inspection to confirm that all the NQoSC standards had been communicated to the public and staff. If this had happened initially, when they were first published, there is little understanding of them now, apart from within call handling, given the significant investment in this area of business, and within the CJU as a response to the report 'No Witness, No Justice'. HMIC believes that while the NQoSC is still important to the force and is implemented in various forms across the organisation the approach is not co-ordinated or applied corporately and has lacked momentum in recent years, having been subsumed within other initiatives such as VCoP. It is essential that Citizen Focus standards are drawn together into one comprehensive, corporate initiative

and clearly communicated to both the public (especially vulnerable groups) and all police staff and officers.

The force has integrated Citizen Focus and operational activity, such as contact management, response, Neighbourhood Policing, investigation and the criminal justice process.

Summary statement

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

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

Strengths

- There is clear evidence in many parts of the organisation eg the communications centre, districts, the PSD and criminal justice, of a commitment to NQoSC and the VCoP. The force undertook gap analyses three years ago and identified gaps that were then actioned, and ongoing monitoring now rests with the police authority.
- The force has acknowledged that its overall approach to Citizen Focus requires better co-ordination, and what was the Neighbourhood Policing project board has now been broadened to encompass the overall Citizen Focus agenda.
- In relation to staff accessibility, the force had realised that when neighbourhood officers were off duty or on annual leave there had to be a fallback position so that callers were responded to effectively. They have developed a team mail box that can be accessed by other team members so the appropriate action can be implemented despite the absence of the originating officer.
- When members of the public call the centralised communication centre, there is district recognition so staff can identify where the caller originates from and respond accordingly. This provides greater reassurance to the caller that the call handler knows the area and can deal with their problem.
- Feedback from staff confirmed that there were effective processes to ensure that officers and police staff could be contacted while on duty via airwave. When off duty there was also a clear process for messages to be delivered to staff by email from the initial call taker.
- The ACC (T) is the recently designated ACPO lead for Citizen Focus and quality of service. He is the chair of the Citizen Focus project board, and it is clear that while the force is in the early stages of reinvigorating its approach to Citizen Focus, he is aware of the actions required to progress the agenda as a matter of priority. The Chief Constable is also taking an active role in pushing the Citizen Focus agenda during briefings and meetings with staff.
- There is good evidence of formal and informal reward and recognition for all staff. Examples include nominations for the community officer of the year, PCSO of the

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year at BCU level, commendations at force and BCU level, community awards in Redcar and Cleveland and recognition by ACPO and district commanders. Following the excellent performance and significant improvement in performance in the communications centre, the deputy chief constable (DCC) sent a personal letter to all staff in that department thanking them personally for their endeavours.

Work in progress

- An extensive gap analysis has been undertaken entitled 'Making Citizen Focus business as usual'. This will form the core of activity during 2008 for the separate workstreams set up as part of the Citizen Focus project board.
- Specific training is being undertaken during 2008 for enquiry counter staff to enhance customer service.
- The force has commenced training supervisory staff from all disciplines, starting with sergeants, inspectors and police staff equivalents, with corporate leadership development days which stress the importance of quality of service, PPF and Citizen Focus. The feedback from staff interviewed was generally positive, indicating that, while original in format, the message and learning was clear. It is intended that this training will be rolled out to other members of the organisation during 2008.

Areas for improvement

- While the force can evidence quality of service standards in individual districts and departments, it was apparent that this was occurring despite the lack of any overarching corporate guidance or co-ordination. There was no one document that brought together what the standards of the organisation are or what the public of Cleveland could expect. The Citizen Focus project board needs to re-energise and co-ordinate a corporate approach to overall quality of service and Citizen Focus across the whole organisation and make effective links between PPF, Citizen Focus and quality of service, including the development of a clear set of corporate standards for this area of business.
- The profile of Citizen Focus needs to be raised and appear as a 'golden thread' running through all training courses.
- There was little evidence to substantiate that corporate standards in relation to Citizen Focus or quality of service have been branded, publicised or communicated effectively across the organisation or to members of the public. This is an issue that the Citizen Focus project board needs to prioritise once the corporate standards have been established.

Performance processes include local satisfaction measures and locally established priorities.

Strengths

- Hartlepool was the pathfinder site for Neighbourhood Policing, and as part of the evaluation an independent survey was undertaken on behalf of the police and local authority by MORI. This showed significant improvements in confidence, satisfaction

and perceptions and is a good example of the force's willingness to assess qualitative aspects of performance at a district level.

- The police authority monitors qualitative indicators for the force on a quarterly basis and partnership data is utilised in the development and monitoring, where appropriate, of local priorities at sector and neighbourhood level.
- Documentation provided relating to the corporate performance review process confirmed that qualitative indicators including both perception and satisfaction are utilised, and qualitative data is available at both force and district level.
- There is a range of both formal and informal community feedback processes including local priority plans, JAGs and the POP process. The information is considered through formal annual planning processes and also influences local priority setting on a more regular monthly basis.
- Quality of life surveys are undertaken annually by the police authority and are used to influence the development of the force policing plan and local plans. An example of local departmental surveys can be found in the communications centre, where the quality team undertakes telephone surveys with customers, not only to inform them of the progress of the incident but also to gauge feedback and thereby influence service delivery.
- Quality of service and DC complaints are co-ordinated by the PSD due to the link with legislation associated with the IPCC. Any corporate issues emanating from these complaints are promulgated by the PSD to the rest of the force in the form of a regular digest.
- Documentation provided confirmed that problem solving and CDRP issues are included in the ACC's MPR with command teams eg Redcar and Cleveland.

Work in progress

- The use of surveys, unless specifically targeted, can be problematic. The sample size and resulting high confidence intervals can make data problematic, while larger samples in each neighbourhood can be expensive. The force is therefore exploring different methodologies to identify how best to assess qualitative issues at sector and neighbourhood level, eg focus groups, web-based responses, press feedback or monitoring community meetings.
- Satisfaction indicators linked to the Citizen Focus strategy will be assessed by a range of sources, eg community meetings, interactions and surveys. Web-based surveys and feedback are also being developed via developments on the force website.

Areas for improvement

- Responsibility for monitoring quality of service issues currently rests with the police authority. HMIC is of the view that this should form an intrinsic part of the ongoing Citizen Focus project and that all qualitative indicators, NQoSC targets and quality of life issues should feature in the force performance review process. This would help raise the profile and importance of Citizen Focus.

- There was some evidence in documentation supplied that qualitative issues feature in the minutes of district command team meetings, eg Stockton, but this was far from universal. The overriding emphasis was on quantitative data. This, while understandable given the recent history of the force, should be balanced with qualitative information on a regular basis. The force should ensure that both districts and departments feature the relevant qualitative indicators relating to Citizen Focus or NQoS in their formal performance review processes, even if only by way of raising the profile of Citizen Focus while awaiting the development of more locally-based, regular data sources.

Performance Indicators

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

FORCE	SPI 1e Satisfaction with the overall service provided		SPI 3b Satisfaction of users from minority ethnic groups with the overall service provided	SPI 3b Gap – comparison of satisfaction for white users and users from minority ethnic groups with the overall service provided
	Difference from MSF	2005/06 to 2007/08 change	2005/06 to 2007/08 change	12 months to March 2008
Cleveland	- 0.7 pp	+ 5.0 pp	- 2.0 pp	+ 6.9 pp

Summary statement

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

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

Satisfaction of users from minority ethnic groups with the overall service provided is statistically unchanged.

There is a satisfaction gap between white users and users from minority ethnic groups with the overall service provided. Users from minority ethnic groups are 6.9 percentage points less satisfied.

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

Context

The SPI statistics are obtained from the PPAFs to March 2008. These statistics are survey based and have been analysed for statistical significance, which can be

explained in lay terms as follows: ‘The difference in performance between the force and the average for its MSF is unlikely to have occurred by chance.’

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

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

Victims of crime and users of police services are surveyed using Cleveland Police’s own user satisfaction surveys, which comply to national standards and thus allow comparison with other forces. Surveys are based on a sample size of 600 interviews per BCU.

SPI 1e – satisfaction with the overall service provided.

82.0% of people surveyed in the year ending March 2008 were satisfied with the overall service provided, which is not significantly different to the average for the MSF.

Force performance significantly improved in the year ending March 2008; 82.0% of people surveyed were satisfied with the overall service provided, compared with 77.0% in the year ending March 2006.

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

Force performance was statistically unchanged in the year ending March 2008; 74.6% of users from minority ethnic groups were satisfied with the overall service provided, compared with 76.7% in the year ending March 2006.

There is a satisfaction gap between white users and users from minority ethnic groups with the overall service provided. Users from minority ethnic groups are 6.9% less satisfied. However, the current gap between white and minority ethnic victims of 6.9% has improved significantly, compared with much higher figures recorded in previous quarters in 2007.

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

Strengths

- The data for the period March 2006 to March 2008 shows an improvement in the overall satisfaction of white victims from 77.0 % to 82.0%. This improvement is statistically significant and is gradual and consistent over time, reflecting the effort placed on this area of business. The data is stable compared with the MSF average.
- The satisfaction SPIs 1a (making contact), 1b (action taken), 1c (follow-up), 1d (treatment by staff) and 1e (overall service) have all shown an improving trend over the last three years. Particularly noteworthy is the 11% increase in satisfaction with the follow-up to incidents, SPI 1c.

- Reality checks undertaken in all four districts with minority ethnic members of the community were positive, both in relation to Neighbourhood Policing and in relation to the efforts made by the force on consultation and service delivery.
- The satisfaction of minority ethnic victims for the 12 months to March 2008 at 74.6% is statistically stable compared with the 12 months to March 2006, although the headline figure has dropped 2.1% from 76.7%. This could be accounted for by the large confidence intervals associated with this indicator.
- Each BCU has a minorities liaison officer and in some districts, eg Hartlepool, innovative approaches are being adopted such as messages being placed on the Ringmaster system in Polish, while in another district PCSOs are being taught British Sign Language so they can communicate with the deaf.

Work in progress

- Conscious that the performance in relation to the satisfaction of minority ethnic victims could be better, the force has undertaken research using iQuanta data to ascertain the underlying causes of the discrepancy in satisfaction between white victims and minority ethnic victims, and has developed an action plan driven by the Chief Constable.
- The force has acknowledged that the gap between white victims and minority ethnic victims is unacceptable and, notwithstanding arguments in relation to sample sizes, it has developed an action plan to address this issue as a matter of urgency. This includes:
 - All hate crime incidents being monitored at management team level;
 - 100% compliance with the hate crime policy;
 - all minority ethnic victims being contacted with follow-up activity;
 - All minority ethnic victims and witnesses of road traffic collisions (RTCs) being revisited and informed of follow-up action;
 - Policy compliance in relation to racist incidents being strictly adhered to and monitored for compliance; and
 - All minority ethnic victims receiving a response and service more appropriate to their specific requirements.

Area for improvement

- The gap between the overall satisfaction of white victims and that of minority ethnic victims has improved significantly and is now 6.9%. This is a dramatic improvement on the headline figure of 22.6% for the 12 months to December 2007, which may have been a statistical aberration or a feature of the large confidence intervals of +/- 10%. However, there has been a reduction of 2%, albeit not significant, in the satisfaction of minority ethnic victims when the figures for March 2008 are compared with those recorded in March 2006. Overall, while HMIC is encouraged by this improving trend it remains an area of concern and the force should take whatever steps necessary to eliminate this gap and take steps to improve the satisfaction of minority ethnic victims.
- It is clear that, notwithstanding the statistical confidence intervals, there is little understanding of why there is a difference between the satisfaction of white victims and minority ethnic victims and why the satisfaction of the latter group lags behind

that of white victims. The force, together with the police authority, needs to identify the causes of this difference in an academically robust manner so that effective responses can be put in place reflecting best practice from elsewhere in the country. This will support the decisive action already taken by the force and acknowledged by HMIC.

- The communications centre is more advanced than the rest of the force in its approach to customer feedback and quality of service issues, but it does not monitor the satisfaction of minority ethnic members of the public as a separate indicator. Given the overall problem in this area, the force should address this issue.

Developing practice

See Appendix 2.

Appendix 1: Glossary of Terms and Abbreviations

A

ACC	Assistant Chief Constable
ACO	Assistant Chief Officer
ACPO	Association of Chief Police Officers
ASB	Anti-social Behaviour
ASBO	Anti-Social Behaviour Order

B

BCS	British Crime Survey
BCU	Basic Command Unit
BPA	Black Police Association

C

CDRP	Crime and Disorder Reduction Partnership
CMU	Crime Management Unit

D

DCC	Deputy Chief Constable
DV	Domestic Violence

G

GO	Government Office
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H

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

I

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

L

LCJB	Local Criminal Justice Board
LSCB	Local Safeguarding Children Board

M

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

N

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

O

OBTJ	Offender brought to Justice
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P

PCSO	Police Community Support Officer
PFI	Private Finance Initiative
PI	Performance Indicator
PIP	Professionalising the Investigative Process

PURE Police Use of Resources Evaluation

Q

QoSC Quality of Service Commitment

R

REG Race Equality Group

S

SARA Scanning, Analysis, Response, Assessment

SOCA Serious and Organised Crime Agency

SPG Strategic Performance Group

SPOC Single Point of Contact

T

TCG Tasking and Co-ordinating Group

Appendix 2: Developing Practice

INSPECTION AREA: Cleveland – Redcar and Cleveland district
TITLE: Under 21 alcohol ban
PROBLEM: <p>Anti-social behaviour (ASB), disorder and crime in Saltburn town, associated with youths under the influence of alcohol.</p>
SOLUTION: <p>Following regular incidents of ASB in the town, many of the young people arrested were found to be under 18 years old and under the influence of alcohol. Arrest and enforcement powers, although effective at the time, had little long-term benefit, with problems reoccurring the following weekend. Young people were obtaining alcohol through others aged 18 years or over who purchased it from local off-licences. Youths under 18 years old who looked older were also identified purchasing alcohol.</p> <p>A meeting was held between the police and licensees to discuss the problems and how best to reduce them. It was evident that enforcement alone was not going to solve the problems, so the supply of alcohol had to be cut off. This was done by introducing a trial alcohol ban. This was a voluntary agreement between the police and off-licences in the town.</p> <p>The terms of the ban were that no alcohol would be sold by any off-licence in the town on a Friday and Saturday evening to any person under 21 years of age between 6pm and 11pm. The age limit of 21 was selected as research indicated that young people slightly older than 18 were congregating with others, but not those aged 21 or over. Friday and Saturday evenings were chosen as these were the more problematic evenings.</p> <p>The ban was advertised on posters and through the local media and its effect was immediate. There was a dramatic drop in the amount of alcohol seized. The number of incidents of ASB, public disorder and low-level crime immediately dropped. Concern had been expressed about a potential loss of business but this proved not to be the case. All the off-licences in town reported no loss at all in their shop revenue as a result of the ban, and after a seven-month trial they voted unanimously to make it permanent.</p> <p>The scheme is now two years old and is still supported and working effectively. This scheme has been so effective that it is being implemented in other towns with comparable success.</p>
EVALUATION: <p>The scheme was initially evaluated by statistical analysis, which showed a reduction in crime and ASB. Less alcohol was being seized by officers from young people under 18 years old on the streets. The local trading standards department also reported a dramatic reduction in complaints received with regards to young people and alcohol in Saltburn following the ban.</p>

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EXTERNAL VALIDATION:

This scheme has received media interest via newspapers, radio and internet. It has featured in a national magazine, *Police Professional* on two occasions, one of which was as a full feature article. It has attracted interest from eight other police forces and has been examined by Dr Ashok Kumar MP during an alcohol awareness week. This scheme has been put forward by Redcar and Cleveland Borough Council to the Home Office as an example of best practice.

OUTCOME(S):

Each town where this scheme has been introduced has seen a marked reduction in ASB, public disorder and low-level crime associated with young people under the influence of alcohol. All of the towns where it has been introduced have elected to make it a permanent initiative.

FORCE CONTACT:

Sergeant 502 Steve MacFarlane. Tel: 01642 302862.

INSPECTION AREA: Cleveland – Stockton district
TITLE: Youth independent advisory group
PROBLEM: To create opportunities for young people within the Borough of Stockton-on-Tees to engage and consult with the local police.
SOLUTION: In 2005, after the successful establishment of the force independent advisory group (IAG), an instruction was given that each district should set up its own IAG in order that greater consultation could take place with the community at a local level. A successful group was established in Stockton that represented the views of many sections of the local community. However, a glaring omission was a representative for young people. It was decided after consulting with local young people to create a youth IAG. Using contacts in local youth services, 30 young people were chosen to attend the first meeting. These were young people who it was felt could most accurately reflect the feelings, problems and dilemmas of the local youth population. The fire service was also keen to participate and hosted one of the meetings. The group is now established and is working on three areas of work: <ul style="list-style-type: none">• developing a site on Facebook to allow relevant messages to be circulated to young people and to allow them in turn to express their views on policing issues;• formulating a criminal damage strategy by young people for young people; and• hosting a workshop on youth consultation in the forthcoming national IAG conference, to be hosted in the Cleveland Police area in November 2008. External funding of £500 has already been obtained, and it is hoped to obtain a further £5,000 to fund future projects.
OUTCOME(S): The youth IAG allows young people a greater say in how local policing is conducted and breaks down barriers between police and young people.
FORCE CONTACT: Inspector Andy Fox. Tel: 07736086380.

Appendix 3: Assessment of Outcomes Using Statutory Performance Indicator Data

Context

The HMIC grading of Neighbourhood Policing and Citizen Focus for each force takes performance on the key SPIs as a starting point. These are derived from the PPAF and are survey based.

The survey results come from two different sources:

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

Understanding survey results

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

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

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

HMIC grading using survey results

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

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

Understanding significant difference

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

This greater level of precision is the reason why a difference of approximately two percentage points is statistically significant² in the case of the user satisfaction indicator, whereas a difference of around four percentage points is required for the BCS indicators. If the sample size is small, the calculation is still able to show a statistically significant difference but the gap will have to be larger.

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

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

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