

Her Majesty's Inspectorate of Constabulary



HMIC Inspection Report
Cumbria Constabulary
Neighbourhood Policing
Developing Citizen Focus Policing

September 2008



Cumbria Constabulary – HMIC Inspection

September 2008

ISBN: 978-1-84726-776-4

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FIRST PUBLISHED 2008

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Introduction to HMIC Inspections

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

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

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

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

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

HMIC Business Plan for 2008/09

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

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

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

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

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

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

Programmed Frameworks

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

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

Neighbourhood Policing

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

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

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

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.

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- 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

Cumbria Constabulary has:

- three basic command units (BCUs);
- 21 Neighbourhood Policing teams;
- 90 community officers dedicated to Neighbourhood Policing (supported by 21 inspectors, 66 sergeants and a number of constables who undertake a hybrid response/Neighbourhood Policing role); and
- 106 PCSOs dedicated to Neighbourhood Policing.

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

Geographical description of force area

Cumbria is the second largest county in England by area and has a population of just under half a million; it remains one of the most sparsely populated counties. Its largest settlements, Carlisle and Barrow in Furness, account for only 15% and 12% of the total population respectively, while only 19 other settlements have a population of more than 2,500.

To the west of the county is the Irish Sea and to the east lie the Pennines. Within the county is the entire Lake District National Park, part of the Yorkshire Dales National Park, part of the North Pennines, and the Solway coast and Arnsdale -Silverdale areas of outstanding natural beauty. Some 37% of the county is national park and 30% is made up of areas of outstanding natural beauty. Each year Cumbria attracts over 23 million visitors from all over the world, 7 million of whom stay more than one day.

It has a number of key sites requiring specific contingency planning, such as the Sellafield nuclear power station. Running north to south through the county are key national arterial routes, the M6 motorway and the West Coast mainline railway. While the A66 trunk road crosses from west to east, much of the county is accessible using only 'B' and 'C' roads.

These factors result in a diverse and challenging policing environment.

Demographic description of force area

Cumbria has significant isolated and rural communities and one of the lowest black and minority ethnic (BME) populations in the country. The static population is made up of 16%

aged between 0 and 14, 11% aged between 15 and 24, 25% aged between 25 and 44, 28% aged between 45 and 64, and 19% aged 65 and over.

In West Cumbria, Furness and Carlisle, the local economy relies heavily on manufacturing for economic output and employment; in the Lake District and east of the county, the emphasis is on tourism and agriculture. Latest figures show that the claimant unemployment rate is 1.7%. Approximately 76% of the working age population is in employment or self employment. Of these, 86% are in employment and 13% in self employment. 73% are in full time employment/self employment and 27% in part time employment/self employment. Of those employed 26% are in the public sector, 18% in manufacturing, 22% in wholesale/retail/hotels/restaurants and 5% in agriculture.

Strategic priorities

The force's strategic priorities for 2008–11 include the following:

Working with partners to improve neighbourhood policing by:

- increasing the number of police officers working in neighbourhoods and giving them specialist training;
- improving the way community intelligence is gathered; finding out what it is that the public feels is important in priority communities and focusing, with partners, on the problems that make communities feel they are not safe;
- continuing the RESPECT campaign to promote respectful behaviour and order in neighbourhoods, and piloting shared neighbourhood management with partners;
- continuing to support partnerships in tackling dangerous driving, targeting the most prolific offenders and improving services to young people; and
- implementing our annual equality and diversity schemes, which improve our services to our diverse communities.

Tackling serious and organised crime by:

- increasing the force's capability and capacity to tackle serious and organised crime, identifying the harm this causes and improving the way intelligence is used;
- setting up effective structures and processes for tackling organised crime groups and dealing with major crimes;
- using automatic number plate recognition (ANPR) to catch criminals when they travel; and
- focusing, with partners, on reducing the harm caused in communities by Class A drugs.

Tackling dangerous offenders and the most serious kinds of violent crime by:

- increasing the force's capability and capacity to manage dangerous offenders;
- improving the way the force protects vulnerable adults and safeguards children; and
- improving services to victims of rape, working with partners to encourage the reporting of domestic violence and, with partners, tackling the problem of alcohol related violent crime.

Making better use of front line resources and maximising productive time by:

- investing in additional police staff detention officers;
- setting up systems to make essential operational information easier to collect, find and use, and piloting mobile data systems;

- developing strategies to reduce bureaucracy and improve the way in which the force receives and handles calls for service;
- setting up information technology (IT) systems to help manage the shifts and deployment of operational police officers and police staff;
- developing the estate to ensure it is fit for purpose; and
- reducing sickness and reviewing the way that police officers on restricted duties are deployed.

Building the constabulary's strengths for the future by:

- setting targets to improve efficiency and productivity, reinvesting savings in front line policing;
- investing in finance and personnel to help the force manage resources better;
- continuing to work with other organisations to tackle shared problems and explore opportunities to share support services;
- improving the way the force manages performance;
- implementing IMPACT to manage police information to national standards;
- developing strategies to identify and develop gifted police officers and staff and future leaders in the constabulary, and implementing e-learning; and
- updating plans to maintain services in the event of an emergency.

A strategic work programme approved by chief officers ensures that the constabulary remains focused on its objectives, with progress towards their achievement being scrutinised through a continuous and rigorous performance management process at both constabulary and basic command unit (BCU) levels.

Force Performance Overview

Summary of Performance

In 2006-07 the constabulary achieved its best ever performance figures. During 2007-08 it again improved its performance, reducing crime and anti-social behaviour and increasing detections (4th best in the country), and achieved all but one of its targets. The number of people killed or seriously injured on county roads has also reduced by 25%.

Cumbria is one of the safest places to live in the country. Cumbria Constabulary has gained the highest level of public confidence in policing services.

The 2007/2008 HMICs inspection of neighbourhood policing confirmed Cumbria's continuing strong performance in this area. Local policing teams provide locally responsive services to national standards, and have developed some nationally recognised best practice.

Cumbria Constabulary's services achieve high rates of public satisfaction and the citizen focus inspection showed that national standards are met. Ongoing work will ensure our systems meet public needs, by involving front line staff in designing improvements.

The way the constabulary works with neighbourhoods and local partners, using networks of key people and street-based operations to find out what is important in local communities, has been recognised nationally as best practice.

Force development since the 2007 inspections

Cumbria Constabulary has recruited and trained 45 police community support officers to provide more police presence on the street.

The constabulary has continued to promote its RESPECT campaign to tackle and reduce incidents of anti-social behaviour. The number of people across the county who are worried about anti-social behaviour has fallen from 62% in 2005 to 33% in 2007.

Under the county local area agreement, the constabulary has been working to reduce re-offending by the county's most prolific offenders. Since April 2007, the re-offending rate of prolific offenders across Cumbria has fallen by 86%. The Prime Minister has recognised the constabulary's approach as one of the best partnership programmes of its type in the country and as national good practice.

Cumbria Constabulary is a major partner in the Local Criminal Justice Board (LCJB), which has been awarded 'Beacon' status – a new way of managing change in the criminal justice system.

The constabulary is working with other forces to explore how it can combine services in a number of areas to improve the capacity and capability of policing in Cumbria. Similar work is being carried out to see whether it would be efficient to share support services.

The constabulary consolidated the work begun on the HMIC improvement plan for training, which resulted in HMIC regrading the function as 'Good' in June 2007.

Cumbria's Initial Police Learning and Development Programme (IPLDP) achieved full Stage III accreditation from the National Policing Improvement Agency (NPIA) in December 2007, making it only the third constabulary in the country to achieve this. It also won a North West region National Training Award in September 2007 – one of 16 successful entries out of 2,500 applications from the region.

The constabulary aims to continue its success by reshaping itself to make the best use of resources, taking a balanced approach to managing risk over the medium term and maintaining its focus on protecting communities in Cumbria from harm.

The three year programme of work to improve protective services, which includes how the constabulary deals with major crime and how it tackles serious and organised crime, is to be achieved without having a negative impact on neighbourhood policing. A risk based approach was adopted, which assessed the comparative risks of savings and investment options and arrived at the strategic response with the lowest combined risk. The programme underpins budgetary and planning discipline and effective performance management.

These new structures have been consolidated by the realignment of chief officer portfolios, by a new Chief Constable taking up his post in September 2007, and by the introduction of an additional post of detective chief superintendent as head of crime, in recognition of the need to apply significant focus in this area.

Progress in respect of recommendations from the 2007 HMIC Inspection of Public Protection

Prior to HMIC's programmed inspection of protecting vulnerable people undertaken in 2007 the force comprehensively assessed its effectiveness to deliver an adequate level of protective services, which included the function of public protection, through the Resolve Programme, identifying that significant investment was required. This was later confirmed by HMIC's inspection which graded public protection as 'poor'.

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This investment took the form of a rolling three year change programme for all protective services, which for public protection involved additional skilled staff at both strategic and practitioner level, co-location of resources with partners and significant changes to policies and procedures. The programme is being driven by chief officers, supported and overseen by the police authority and activity contained within a comprehensive improvement plan.

A new post of detective chief superintendent was appointed to drive and oversee changes. There is now a fully functioning strategic public protection unit headed by a detective superintendent co-located with key partners at the force headquarters. This provides amongst other benefits consistent and skilled line management for BCU based public protection units.

The introduction of dedicated managers and supervisors in BCU based public protection units is providing enhanced scrutiny, accountability and professionalism of the associated disciplines. In particular the force has introduced a much more consistent approach to the management of multi-agency public protection arrangements with senior officers attending all relevant meetings and the head of the strategic public protection unit now chairing the strategic management board.

The force has further demonstrated proactivity and commitment through engaging a private consultant to assist and support the change programme. This approach has reaffirmed changes needed and presented a structured path forward.

The force is not only adapting practice and procedure to the new structures but also introducing new IT systems to support risk assessment and performance management processes. Once these changes are established the force policy will again be formally reviewed.

HMIC has confidence that the recommendations and areas for improvement identified in the previous inspection are the focus of activity. HMIC recognise the demonstrated commitment and desire of the force to make step-change improvement in this critical area of business and will continue to keep developments under review as part of routine contact with the force.

Following detailed examination of the force improvement plan and reality checks undertaken in force HMIC has accordingly re-graded public protection as 'fair' against the most recent SGC and is confident that the force will continue to build upon this progress.

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 demonstrates that it is meeting the standard and in addition evidences that the force's good practice is externally recognised, namely its application of a bespoke engagement methodology and sustained activity with partners to address anti-social behaviour.

Strengths

- In autumn 2007 the force gave a presentation to the Excellence in Policing conference detailing its approach to Neighbourhood Policing (NHP) with particular regard to engagement methods, including key individual networks (KINs) and Street Safe, and how the force performance manages engagement through the KIN process. The presentation material was later distributed to 12 forces and presented separately to the States of Jersey Police.
- The national Neighbourhood Policing Programme (NPP) reviews the work of forces to identify examples worthy of sharing with other forces. They identified that the range of data sets being used by the force to inform police business cases and inform partnership agendas was innovative and worthy of sharing widely. When the NPP held an analyst event in autumn 2007 they invited the force to present to the analysts' workshop (North). This presentation attracted follow-up interest from a number of forces and authorities.
- The force is one of four nationally to pilot the national community tension template for the National Community Tension Team (NCTT) following intelligence and community engagement training for local staff.
- The government's Department for Children, Schools and Families Youth Task Force visited Barrow-in-Furness in February 2008 to see and take part in Operation 'Street Safe' and 'street soccer'. A film crew accompanied them to make a promotional film to be used around the country to showcase community consultation, problem solving and youth diversion.
- In April 2006 the force launched the Respect campaign, with the intention of providing a co-ordinated and consistent approach to address the issues of anti-social behaviour (ASB) which mattered most to our communities. The following objective was set: "With partners, tackle and reduce incidents of ASB and engage with communities and people of all ages, to help create a safer environment for all who live and work in Cumbria." Since that time, significant effort has been placed in developing the Respect campaign and one officer from the force became a member

of the national 'Respect squad', made up of a small number of individuals with proven track records in tackling ASB.

- Under the Respect banner, which is proactively marketed, the force has driven improved partnership working and challenged community attitudes. This has resulted in a 14% reduction in ASB incidents since the introduction of the campaign and between 2005 and 2007 the number of people county-wide who are worried about ASB on the street, has fallen from 62% to 33%.
- In January 2007 an officer from the force gave a presentation to 100 MPs in Westminster on the Respect campaign in Cumbria. In this presentation the force highlighted the strong links between the Respect campaign and NHP through a case study highlighting partnership working in Carlisle.
- At the Leeds Respect showcase event in July 2007 a community officer and police community support officer (PCSO) gave a presentation on a crack house closure in Maryport and a local policing team (LPT) inspector delivered workshops at both the Leeds and a similar Bolton Respect showcase event on community engagement.
- A member of the local community received the National Neighbourhood Management Network Community Volunteer of the Year award 2007 having been nominated by a neighbourhood manager, with the force acting as an independent referee. This recognised his sustained commitment to reducing criminal damage, burglary, fly tipping and other ASB as one of the first people in the county to develop a community safety group, his attendance at CDRP meetings, and involvement in a variety of community projects.
- The force was the winner of a national training award from UK Skills Council in 2007. A key element of this was the inclusion of NHP as a golden thread through their initial police learning and development programme (IPLDP), core leadership development programme (CLDP), PCSOs and special constable training programmes.
- The Botcherby initiative was submitted to the national shortlist and Discovering Distinction's Distinction was a regional winner of the Tilley Awards 2008, recognising joint problem-solving activity to address ASB in two neighbourhoods. Both of these initiatives are detailed later in this report.
- The Respect campaign in the force has attracted national attention as being a leader in its field and was a subject of a Tilley Award application for 2008.
- In a letter to all forces outlining the potential of Neighbourhood Watch (NHW), Chief Constable Whitely, the Association of Chief Police Officers (ACPO) lead for NHW, highlighted the work of Cumbria Constabulary in driving NHW development in rural communities. In 2005/06 funding of £30,000 was secured from a variety of sources to obtain 2,000 'smartwater' kits for distribution among farming communities to help combat increases in crime. These kits were provided free of charge on condition of membership of Farm Watch being taken up, resulting in a quadrupling of membership who are linked to the Voice Connect system enabling police to quickly disseminate intelligence to this community about criminal activity. Responding to intelligence about trespassers scouting for illegal purposes, a Trespass scheme was introduced, which entails members signing an authority to allow Cumbria NHW to send letters to targeted individuals in an intelligence-led manner telling them they are not welcome at participating premises and that breach may lead to civil or criminal

remedies being pursued. Since the introduction of this scheme there has been a 35% reduction in quad bike thefts in the force.

Meeting the standard

- Following the moderation process, Cumbria Constabulary was assessed as meeting the standard. Neighbourhood Policing has been implemented to a consistent standard across the force.

Neighbourhoods are appropriately staffed (coverage).

Summary statement

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

Strengths

- The force implemented a policing structure that supports NHP principles in April 2003. This is based upon 21 areas which are each served by an LPT. Each LPT area is subdivided to produce the geographic areas of responsibility (GARs) for the community police officers and PCSOs and further subdivided into identified neighbourhoods.
- Since the inception of NHP, the force has worked to identify those areas which the police, partners and public would define as neighbourhoods, and the boundaries between them. At the time of this inspection 757 of these neighbourhoods had been identified and comprehensively mapped.
- Neighbourhood profiles are used effectively within National Intelligence Model (NIM) processes, such as strategic assessments, and are subject to regular review. Profiles undertaken include a range of data, for example, socio-demographics and key local community groups. There are effective protocols in place concerning partner information sharing. In this way the force is assured that defined neighbourhood boundaries remain correct and, as required, new neighbourhoods are identified within existing geographic areas.
- The force and police authority has demonstrated a commitment to sustaining and enhancing NHP. There is to be growth of 21 officers and nine PCSOs within the current financial year. The latter will all be dedicated to NHP and the former are mainly uniformed constables who will be deployed to community officer posts or other functions, which will unlock community officers.
- The force operates a hybrid structure that does not separate the NHP teams from the response teams. On 31 March 2008 there were 586 LPT constables, of which 90 are currently identified as community officers in addition to 106 operational PCSOs and 147 special constables.
- The force website clearly identifies the 21 LPT areas and allows the public to see the name and photograph of the LPT inspector, all the community officers and PCSOs serving their area.
- The website allows the force, rather than the relevant LPT, to receive an email and gives details of the single non-emergency telephone number for the force. The force

switchboard is able to identify who the relevant LPT officers are and direct callers to their office or, in the case of no reply, send an email asking the relevant officer to contact the caller.

- Reality checks undertaken as part of the inspection identified that the photographs and names of LPT staff are displayed in public places, such as shops, and includes GARs, telephone and email contact details. During reality checks, neighbourhood officers and PCSOs were known and acknowledged by business representatives and members of the public, demonstrating integration into day-to-day community issues.
- Some PCSOs/community officers have mobile phones and these are used for key contacts to pass messages to them either directly on duty or by use of the voicemail system, with these being accessed when they return to duty.
- The force has a staff selection policy for LPTs which clearly identifies that the resourcing of the NHP role is a priority, and as the force Change programme progresses, a balance of community officer and PCSO deployment will be struck, meeting the needs of an affordable infrastructure and providing protective services, while maintaining 100% NHP coverage across the county with LPT officers.
- The force has implemented an abstraction policy at basic command unit (BCU) level. It defines the term 'abstraction' as working outside their GAR and includes both police officers and PCSOs. The force operations board agreed a target of 20% for police officers and PCSOs.
- The force uses the activity based costing (ABC) framework to monitor abstractions on an annual basis. NHP implementation meetings and BCU personnel management processes are used to explore long-term abstractions and ongoing people issues.
- ABC results for November 2007 and February 2008 identified that the abstraction rate across the force for community officers and PCSOs was 1.4%. When community officers were considered separately that rose to 2.5%.
- NHP staff are deployed in response to neighbourhood profiles, local priorities and demand. This is routinely reviewed as part of the business planning process, which has resulted in the increase of dedicated community sergeants and a growth in the allocation of community officers/PCSOs to those areas identified as being in greatest need, such as those with hard-to-reach groups where more focused engagement activity is required.
- The force's hybrid approach creates dedicated response and community officers in the urban areas with highest demand for service, whereas in the extensive rural localities community officers undertake both neighbourhood and response duties where calls for service are less frequent. In this way the force has been able to maximise the impact of the NPP creating the most cost-effective mix which services the needs of the communities served.
- Responding to a rapid expansion of inward migration predominantly from Eastern European countries to the West Cumbria BCU in September 2007, the force introduced an action plan to recruit a small number of PCSOs from these emerging communities. This involved an active marketing campaign and positive action to support potential PCSOs through the application stage and successful candidates

through their probationary period. This approach was successful and has helped the staff mix in that BCU to become more reflective of their community.

- In March 2008 the force held a positive action open day for potential police officers and PCSOs from all minority groups with the intention of developing a more representational workforce.
- As part of their initial development every student officer undertakes an LPT attachment within their new BCU. As part of this they have to complete an NHP project which forms a thread throughout their training. A key aspect of this is to identify, meet and engage with the diverse communities in the area. In this way the training provision around diverse community needs is placed within the operational context.
- The diversity unit is providing training to police and partners around diverse community needs.
- The force was the winner of a national training award from UK Skills Council in 2007. A key element of this was the inclusion of NHP as a golden thread through their IPLDP, CLDP, PCSOs and special constable training programmes.
- During 2007/08 a module of NHP training was delivered to core NHP staff (ie constables and PCSOs) to provide an overview of NHP, community intelligence and relevant files on the force intranet (eg ward profiles, information access, establishing local priorities, management of KINs surveys and scanning, analysis, response, assessment (SARA) documents).
- NHP training has been effectively modularised for 2008/09 with both core and specialist modules. The seven modules are: problem solving for community priorities and partnership powers; youth engagement (mandatory module for PCSOs); charring meetings; presentation skills; school liaison; media; and inspectors' responsibilities. This approach will provide NHP staff with a thorough understanding of their role and expectations.
- Staff undertaking NHP training are able to register for the introductory National Policing Improvement Agency (NPIA) certificate in neighbourhood management with the first two staff qualifying in May 2008; and at the time of the inspection, a further 22 staff were enrolled on the programme.
- All community officers and PCSOs have received SARA problem-solving training and this problem-solving approach is having an effect, particularly in respect of reducing volume crime. The same staff have also been trained to identify community priorities through the use of KIN surveys.
- The constabulary has introduced dedicated problem-solving teams in all BCUs which are trained to an advanced level, and support community officers and PCSOs to identify and deliver solutions to ASB issues in partnership with other agencies, initiate SARA problem-solving plans and, where appropriate, harness support from the BCU community safety department and the CDRP.
- The North BCU has taken the activity of dedicated problem-solving teams a step further with the development of a multi-agency co-located management unit. This unit is located outside police premises and includes matched resources from the local CDRP, fire and rescue service, and a housing association. The unit has an agreed accountability structure and a SARA-based problem-solving approach.

- All student officers are attached to LPTs after their initial training. As part of this attachment they are required to complete an NHP project which relates to the communities that they will be policing.
- Eight PCSOs from West Cumbria BCU attended a three-day 'Effective engagement with young people' course which had been specifically designed for their role. It explored topics including engagement, communication, behaviour and young person's perspective. The force is now rolling out this training with a four-day theory and practical course being delivered in partnership to all 106 PCSOs.
- Training packages are produced that are not only delivered to police but also to partners including CDRPs. One of these was included as a runner-up in the Tilley Awards.
- There is an idea-sharing forum on the force intranet to share good practice on problem solving and other NHP activity, which is supported by a force toolkit which consists of a menu of options.
- In the South BCU PCSOs have received training inputs from education welfare officers to help them better understand the rules for children who are not attending school full time, and truancy in general. On a weekly basis, education welfare circulate to the community intelligence clerk a list of excluded pupils which is developed into a bulletin for PCSOs requesting sightings of these people during school hours. These are then fed back to education welfare.
- North and West BCUs held NPIA assisted two-day workshops to look at enhancing NHP in partnership, which were attended by 30 people, 70% of whom were key partners. South BCU is to hold this workshop during September 2008.
- The ratio of sergeants and inspectors to NHP staff provides effective community engagement and joint problem-solving supervision. The force has 21 LPT areas, each having an inspector leading the team. In total, there are 66 sergeants, of which 12 have a specific community focus.
- LPT inspectors have a dual role which provides an effective and pragmatic solution within the limits of the force resources. Inspectors clearly understand what is expected of them. During the course of a five-week cycle of shifts, an LPT inspector has to devote some 30% of his/her time to being available for 24/7 duties (eg Police and Criminal Evidence Act 1984 (PACE) requirements).
- The force has a hybrid approach at sergeant level with some being dedicated to community issues while others share this with response duties. This mix is kept under review and in one LPT there has been a recent growth of one sergeant with specific community focus.
- Each BCU senior management team has a chief inspector who retains specific focus upon NHP and partnership activity. These individuals retain management oversight of joint problem-solving activity on a day-to-day basis informed by links with key community and partner representatives.
- In each BCU the performance management framework includes regular meetings between LPT inspectors and their line managers. Through this robust process managers are able to monitor and evaluate activity, identify and promulgate good practice among all LPTs.

- The KIN survey completion and resulting joint problem-solving activity is recorded on a corporate spreadsheet for each BCU. The timeliness of activity is highlighted using a traffic light system which allows the NHP lead in the BCU to apply effective scrutiny. This local supervision is supported by the central partnerships department which scrutinises activity for timeliness and is developing some qualitative analysis of activity. The BCU spreadsheets in turn are used to inform the force performance development conference (PDC) allowing strategic oversight to be applied to this engagement and related problem-solving process.
- There is clear evidence of LPT staff consistently receiving formal reward and recognition for their work and community officers being eligible for special priority payments.
- The weekly circulation *Staff Matters* consistently highlights activity, such as joint problem solving and engagement activity, in a manner which not only recognises individual efforts but shares good practice.
- BCU commanders hold awards evenings where certificate of merit and other awards are presented to LPT staff, and a culture of senior manager team members acknowledging activity on a regular basis is prevalent. In addition, there is an annual award to the most outstanding community officer in the force.
- The force makes regular submissions to the Tilley Awards such as one submitted in 2008 recognising the work undertaken to reduce youth crime and ASB on a housing estate in Carlisle.

Work in progress

- The force website was being enhanced at the time of the inspection to allow the public to read updates on the local priorities being addressed by the community officer/PCSO and provide them with the direct email and, where available, mobile telephone number for the individual.
- The force is cognisant that in some LPTs dedicated community officers are more regularly deviated to cover response duties than others. When tasked to provide response duties within their own GAR this is not considered an 'abstraction' as defined by the force but clearly impacts on their ability to commit to some NHP duties. While in the more rural areas of the force this situation is appropriate, in some of the busier areas it impacts on the effective delivery of NHP. The force command team has agreed that the additional 21 police officers will be used to either provide enhanced numbers of community officers or to fill posts which will unlock more dedicated time for NHP duties.
- The Chief Constable is developing an enhanced scrutiny mechanism to monitor how NHP resources are deployed and the impact they are having to assure the force and the police authority that the investment in NHP is optimised.
- The force strategic development unit is seeking non-bureaucratic ways to explore abstractions from NHP in a more detailed way in addition to the annual ABC approach. This will include reviewing the nature and location of incidents that dedicated NHP staff are deployed to. Currently, some LPT staff are keeping local records, some of which are at variance with corporate figures owing to differences in interpretation of 'abstraction'.
- The force recognised the need to introduce volunteers into policing and the NHP

development plan identifies this as a specific action. By summer 2008 the force had recruited six volunteers to work within two key areas and plans were advancing to recruit a further five in the autumn. The first group of volunteers will work within a crime desk at Penrith recontacting victims of crime to update them with police enquiries and others will staff the front counter of Longtown police station (which will allow this facility to reopen). The second group of volunteers will work with the community safety unit at Carlisle to deliver crime prevention advice.

- A number of PCSOs from North Cumbria are being funded and supported to attend a Polish language course at local a training establishment which is intended to develop communication skills and improve engagement with the Polish community.
- The Chief Constable will lead an LPT conference in the autumn 2008 which all LPT staff will attend to share and develop skills. On this day their roles will be backfilled by HQ staff to ensure maximum attendance.
- The force is collaborating with the University of Cumbria to develop a foundation degree in policing. The first course is scheduled to begin in September 2008. Enrolment will involve appointment as special constables and students will be required to perform voluntary policing duties throughout the course. On successful completion of the course students will qualify for application to the constabulary as full-time constables.
- The force is building on NHP training already provided to staff through a modular approach. Partnership involvement is seen as integral to this training. In the current financial year these modules include: problem solving for community priorities and partnership powers which will have partner involvement, and a youth engagement module which is being delivered in conjunction with Connexions Cumbria, an advice and guidance service for 13 to 19-year-olds.
- The strategic development department is creating a corporate framework for individual performance measures for community officers, other LPT officers and PCSOs to enhance the current performance management frameworks. The system is being trialled and a key element in the development of the framework is to reduce unnecessary bureaucracy in the current systems and process for collecting and reporting of individual performance measures while developing stronger links between inputs and outputs.

Areas for improvement

- In one LPT a local enhancement to the website is being developed which provides a good level of information on community priorities, engagement opportunities and local news in an easy to access format which includes relevant direct email and telephone contact information. While the force website is being enhanced to provide access to individual contact details the functionality of this development is limited and, in particular, there is no facility for a postcode search. The force should consider driving improvements to the functionality of the website to allow the public to be directed towards the relevant LPT information and contact details.
- The force should consider alternative methods of updating the website, or enhancing current capacity, to undertake this function in a timely manner and to improve the accessibility of information both internally and externally. Currently, when an officer/PCSO moves on from, or into, an LPT their supervisor generates a request to the partnerships department to update the website with this new information. Having

one single point of contact for this activity has caused short delays in updating the website.

- While access to mobile phone contact is valued by key contacts and, in some areas, the wider community, owing to the mobile number being freely available, there is no consistently applied protocol to cover operational use of the equipment. Such a protocol should include 'out of office' messages, the creation of incident logs in relation to reported incidents and details of when to use the mobile phone or landline numbers.
- There is no a clear rationale for the allocation of mobile phones to community officers and PCSOs with some LPTs having large numbers of phones available while others have none. The force should maximise the benefits of allocating mobile phones to community officers and PCSOs by introducing across all LPTs corporate standards covering their issue.
- The force should continue to develop its arrangements to more regularly monitor abstractions from NHP duties in order to enhance performance management information for use at force and BCU level. Making this information visible within the force PDC and BCU performance meetings will ensure that continued scrutiny is applied.
- Effective duties management should be used to ensure that when community officers are deviated to response duties, whenever possible, their patrol area includes their GAR, minimising the impact of abstraction. It was evident that on some occasions when community officers are abstracted this impact is further compounded when that cover is provided outside the individual's geographic GAR while dedicated response officers continue to patrol that particular area.
- The community intelligence clerk post has now been mainstreamed as a police post rather than CDRP funded and now works as part of the BCU intelligence units. While there is clear evidence of ability demonstrated by innovation and detail in the collating and dissemination of community intelligence and NHP-related training, there has been limited formal training for the intelligence function. The force should review the training of these staff contrasted against the training provided to other staff within the BCU intelligence units to maximise the potential of these roles.
- In accepting that the force is being proactive in seizing opportunities to access localised training in various aspects of NHP, the force should ensure that such bespoke training is captured centrally and monitored to ensure learning is shared and maximised across all LPTs, by the partnerships department to ensure a co-ordinated and structured approach to NHP is maintained.
- The force should ensure that community, police and partner-driven problems being addressed outside the KIN framework are effectively captured and performance managed within similar principles as those used for KINs. Currently, there is a variance across LPTs as to how such problems are supervised and managed. Such joint problem solving makes up the bulk of day-to-day activity and this will allow the force to better assess workloads and individual contribution.

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

Summary statement

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

Strengths

- Community engagement is undertaken within a framework of strategic and local activity. It includes key stakeholders, such as the police authority, independent advisory groups (IAGs), CDRP, KINs, Street Safe, minority and new communities, local businesses and NHW.
- There is clear evidence of the force community engagement strategy being implemented and integrated with the involvement and activity of partners, the community and voluntary support groups. Maintaining a high profile for NHP is achieved with regular positive press articles in the local press and radio stations, responding to letters and, at a local level, placing flyers into residences and shops when engaged in problem solving.
- KIN methodology requires the NHP staff to identify at least 20 key individuals, drawn from the various diversity strands in their area, and is the primary method for formal community engagement. Each person is asked a set series of questions which explore their community priorities. The surveys are updated onto a corporate spreadsheet and inform joint problem-solving activity. At the conclusion of the problem solving, or at least every six months, the same individuals are again surveyed and the effectiveness of the partnership response assessed and new, or continuing, community priorities identified. Now this process is well established staff are encouraged to replace some KIN members, on a rotating basis, to maximise the benefits of this process.
- The Street Safe process is used in areas which are identified as police or partnership 'hot spot' areas. Using the same methodology as KINs, police and partners visit every house in a defined locality and establish a baseline of community concerns and priorities. Joint problem-solving activity is then initiated to address the issues and at the conclusion of this activity the process is repeated to establish the outcomes achieved from a community perspective.
- In the towns of Bowness and Windermere efforts are being made to better engage with businesses through a Shop Safe initiative which was completed in September 2007. This used the same methodology as Street Safe with the questionnaires being amended to reflect business issues and included a review of the premises' CCTV systems. Following this activity, crime prevention advice was provided and a number of businesses invested in enhancements to their CCTV systems.
- IAGs at both strategic (force) and tactical (BCU) levels are influencing issues across all strands of policing. BCU-based IAGs have a wide membership representing a number of 'hard-to-reach' groups including migrant workers.
- A variety of methods of customer consultation are being used within the force. In particular, victim surveys are distributed to victims of crime, community focus groups are organised annually to assess policing priorities and – more frequently – local

policing needs. In addition, the force internet site provides the opportunity for users to give feedback.

- Effective community engagement is undertaken by attendance at a wide variety of meetings, many of which include strategic partner representation including: residents' associations, neighbourhood management meetings, police community forums and faith group meetings.
- Cumbria Constabulary and Cumbria Police Authority have an action plan for consultation in 2008/09 which includes the completion of two Community Voice surveys (across Cumbria a number of members of the public have agreed to be contacted by numerous public sector organisations for the purpose of establishing public opinion and are collectively termed Community Voice) each year. Included in this action plan is the requirement to develop alternative methods to consult with minority groups.
- An annual public consultation survey was conducted during the periods of July and August 2007. In total, 6,408 surveys were distributed to members of the public. Of these, 3,000 were sent to Community Voice members and 490 to 'hard-to-reach' and other special interest groups in order to better capture their views on policing services, with further surveys being distributed as a random sample to the people of Cumbria. This process resulted in a return of 1,841 surveys.
- The police authority, with the force, has been proactive in engaging with young people through an initiative with a local grammar school which involved questionnaires focusing on the reduction of ASB across the community being handed out to 700 pupils, with 529 being returned. The feedback was acted on positively, the result being a PCSO working in the school and strengthening engagement.
- The Maryport area of the force has an emergent Eastern European population. As part of the engagement strategy the local LPT staff arranged to play a football match against a team at a local school. This match was supported by the mayor of Maryport who presented a trophy to the winning team, and was followed by a social event in a local public house which is a key meeting place for this community.
- Opportunities to engage with children of school age are maximised through formal and informal opportunities. These include community officers, PCSOs and schools liaison officers, teaching classes in line with the national curriculum, giving inputs on personal safety, cycling proficiency training, holding networking events with sixth-form students and, in some cases, simply joining children who are eating their lunch while the NHP staff eat theirs.
- A safer schools partnership (SSP) was introduced in Cumbria, with four pilots being run from April 2008. This was reviewed in July 2008 with the aim of rolling out an SSP to all secondary schools by 2010.
- In one area the inspection team visited an educational establishment for those children excluded from mainstream education. The local LPT staff had worked with staff and pupils over a sustained period in order to address a number of issues and, in doing so, had maximised opportunities to engage in a positive way with these children and their families.
- In one area, the LPT staff had used football matches to enhance engagement with staff and patients at a mental health clinic which has both resident and outpatients.

- In North BCU local residents were determined to enhance a local park and received support from key local partners, including the police. An action group was formed with the local community officer taking an active part, attending regular meeting within the park itself.
- Annually, the force holds a schools poster competition for years 4 and 5 pupils from schools across the county. In 2007 there were over 460 entries. Winners from across the county have their poster incorporated into the Respect calendar for the following year.
- Support was received from Carlisle and Eden CDRP for a Prince's Trust-led project to brighten up a city centre underpass which had been subject to graffiti. This involved young people leading by example to improve the quality of life in their area.
- In July 2007 community officers and PCSOs took part in a football match against a team of youngsters from a Carlisle housing estate. This aimed to engage with youngsters and encourage them to use the sports facilities during the school holidays. The Chief Constable's property fund provided money for refreshments.
- Ulverston partnership community action group (UPACT) includes housing officers, local councillors, police, head teachers and youth workers and was formed to address local problems in the town. With grant funding from South Lakeland District Council a group of primary school children had a team-building day on Lake Windermere. Two PCSOs attended and during the day worked with the children to develop relationships and strengthen community ties.
- As part of the Respect campaign, police, in conjunction with partners in Barrow-in-Furness arranged activities for 11 to 16-year-olds to promote good citizenship among young people. Events include: cinema trips, swimming, roller discos, amateur dramatics, football, rugby and skate parks.
- In South BCU the hate crime officer has undertaken a number of initiatives to enhance engagement with black and minority ethnic (BME) groups with a particular focus on encouraging them to report crime and improve access to services. In this regard, they worked with the local authority and interpreters at key employment sites in the BCU.
- In a partnership with the local Muslim society, the local borough councils, Cumbria AWAZ (a BME support group) and Gretna FC community coaches, a six-week coaching plan was implemented with the councils funding the project to provide members of the Muslim community with opportunities to play football. After two sessions, a small number of LPT staff joined the sessions to forge links and raise the group's confidence in the police. This initial activity has continued over a sustained period leading to enhanced engagement by the police. Outcomes include: the police being asked, with partners, to locate and provide guidance on the creation of a community centre, assisting a family to organise a wedding with 600 guests, mostly from outside the area, student officers receiving an input from members of the local community on cultural issues, and positive action to support those interested in joining the police.
- There is good evidence of effective information-sharing between communities and LPTs, resulting in community intelligence. The force undertakes this through face-to-face contact, engagement opportunities in schools and with BME groups in place of work, KINs and Street Safe, NHW, Farm Watch, multi-cultural events and numerous local initiatives such as a mobile skate part to engage young people.

- Recognising the importance of continuing to develop systems to define, capture and disseminate community intelligence through the NIM process, the force has mainstreamed funding to provide a community intelligence development officer (CIDO) in each BCU.
- The inspection team was able to identify clear links between force and BCU-level intelligence requirements identified through the strategic tasking processes, and outcomes from activity to develop community intelligence. In one case, a significant proactive operation to combat street-level class A drug dealing originated from community intelligence, and during the arrest phase those LPT staff who contributed were visibly integrated in the operation, publicly demonstrating the value of community intelligence.
- In South BCU information is collated by the CIDO and published for public and partner access under the heading 'The Nexus' on www.streetsafe.org.uk. This is a monthly newsletter to provide information and insight into issues that affect the quality of life in communities across South Cumbria.
- A survey has been completed to establish how young people feel about living in Barrow-in-Furness and the results of that survey will be outputted to partners through 'The Nexus'. Community intelligence is gathered through open source material such as the internet where social networking and video-sharing sites are viewed.
- The Chief Constable meets his counterparts within key partnerships and businesses on a regular basis, with whom he seeks to engender a Cumbria PLC approach. At a recent event at the Reghead conference centre, suggestions for policing priorities were sought from key partners following relevant presentations on national, regional and local policing issues.
- There is a clear focus on capacity building within communities, an emphasis on neighbourhood priorities, the use of staff with appropriate skills and knowledge and cultural understanding to build bridges with the community.
- Good use is made of the Voice Connect system to keep neighbourhood and farm watches up to date. There have been considerable inroads into increasing contact with farmers, with those farmers communicating with each other and sharing that information with police.
- Informal community engagement is the core role of PCSOs with the development of effective networks with groups of young people, residents, shopkeepers and the elderly. This enables them to gather community intelligence, respond directly to community concerns and feed back actions taken to tackle problems.
- A drop-in zone has been developed by Cumbria County Council to support the Polish community, and when customers require police support, the information is passed to the relevant LPT.
- At the force PDC the assistant chief constable (ACC) (territorial policing) reviews the level of community engagement and associated problem-solving activity over the previous 12 months in all of the GARs throughout the force. While compliance levels are generally high, BCU commanders are effectively held to account for failure to achieve 100% compliance in respect of KIN-based community engagement.

- The inspection team noted that the BCU lead for NHP carefully scrutinised the list of KINs and established if KIN surveys had been refreshed as required within target time. Inspectors were held to account and given short timescales to address exceptions.
- The KIN process has resulted in a number of people declining to fill in survey forms and these people are spoken to by LPT staff and asked why they no longer wish to be a part of the process, which in the main appears to be due to 'consultation fatigue', although no corporate oversight of this is maintained.
- The force marketing and communications department are seeking details of all engagement events throughout the force. There is evidence of a constructive relationship between local NHP teams, and the latter exist to advise and support but chief responsibility for engagement lies where it needs to be – at the local level.
- The force strives to improve the quality of its annual community consultation surveys which are used to inform the policing plan development in order to ensure that views of the diverse communities in the force area are represented. Improvements in the last year in BME representation were achieved with the support of a local support group and Barrow-in-Furness multi-cultural forum distributing surveys on behalf of the force. The force analyses the response rate from disabled people; and these are in line with statistical significance.
- The force is able to identify intelligence which has been passed to them by each BCU in response to training, briefings and specific tasking.
- The force is one of four nationally to pilot the national community tension template for the NCTT following intelligence and community engagement training for local staff.
- On a monthly basis for each neighbourhood a report is submitted by the community officer or PCSO updating the community profile and formalising the submission of community intelligence.
- Intelligence from BCUs is considered when dealing with serious and organised crime. The force makes use of community impact assessments, KINs, Street Safe and community intelligence to monitor harm and the police's impact on that harm during proactive operations.
- The force intelligence requirement identifies members of BCU command teams as owners for a wide range of activities which will allow the force to be better informed in respect of issues causing harm to local communities.

Work in progress

- A county-wide community cohesion strategy is being developed with key partners.
- The partnerships department has a quality assurance role around problem solving and engagement. A member of the original NHP project team has been seconded to the department to assist key staff in increasing their knowledge base in this regard.
- In response to knife crime issues, a survey is being designed and will be taken into schools to establish how safe young people feel. Once completed, the survey results will be assessed with a view to enhancing school liaison input and other preventative/enforcement activity.

- In one LPT the PCSO, with partnership support, held a cross-cultural event aimed at enhancing links with emergent and established groups which were proving harder to reach, involving a well publicised meeting, with food, to help enhance the understanding of the various communities. This model of cross-cultural engagement has been raised at the BCU NHP meeting and the transferability of this approach across the BCU highlighted.
- The force reviews its community engagement strategy on an annual basis and for 2008 has developed action plans to enhance youth, lesbian, gay, bisexual and transgender (LGBT) and BME engagement.
- To enhance the representation of young people in the policing plan development consultation the force is seeking to have some key questions included in a survey which is to be undertaken by children's services, which should reach 6,000 Year 11 students within the county.

Areas for improvement

- In some areas concerns have been expressed that the KIN process and associated problem-solving documentation is overly bureaucratic and this has led to the introduction of one-page problem-solving identification and action documents. The force should ensure that, while allowing local flexibility, central control is maintained over methodologies for engagement activity and the recording of joint-problem solving activity. Whatever approach is used, the force must systematically ensure that formal sign-off is from the person who raised the problem.
- While the force has a community engagement strategy it lacks a tactical plan for engagement at BCU and LPT level. Extensive engagement activities are being undertaken not only by LPT staff but also key post holders such as the hate crime officers. The force should develop locally based plans for engagement on an annual basis which will allow the BCU to performance manage engagement in a more systematic manner ensuring timeliness, quality and breadth of engagement.
- The force should introduce a more robust approach to test and map the level and quality of community engagement across the force area. Currently, the main strategy for engagement is based upon KINs and Street Safe, which are focused on identify local issues. Equally, there is a raft of activity to support these engagement methods including activity in schools, with young people, and emergent and established minority groups. While all these approaches are laudable there is no corporate oversight, testing or mapped approach to identify gaps in engagement or to test outcomes. This activity should be informed by the already planned sub-BCU satisfaction surveys which will regularly test outcomes.
- The force should undertake activity to establish why individuals have disengaged from engagement processes such as KINs and community meetings, asking people from the community in a high crime and incident area, not identified in the neighbourhood profile, whether they are engaged with their LPT, talking to young people aged between 14 and 18 years, and to people from the Eastern European community, in high crime and incident areas, to test whether they are engaged with their LPT. This will allow the force to test the quality and depth of engagement being achieved.

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

- The force has in place a well established Respect campaign which is integral to the NHP ethos and which, in partnership, aims to tackle ASB.
- The force has introduced the SLEUTH IT system which is the platform for a wide range of applications including intelligence recording, briefing and tasking. SLEUTH developments have replaced previous corporate documents as the primary method for recording of joint problem-solving activity. Problem profiles are created using the enforcement, prevention, intelligence and communication model and used to record the police response.
- The force monitors all KIN activity and linked problem solving in a corporate manner using spreadsheets with a red, amber, green approach. This is translated to PDC slides and from the performance dashboard showing the numbers of GARs, community priorities identified in each BCU, a check that each GAR has at least one community priority, volume of community priority engagements, number of problem-solving interventions against priorities, number of community officers and PCSOs.
- In the calendar year to 31 December 2007 the force created 120 joint problem-solving documents as a result of KIN and Street Safe activity which were monitored through the corporate performance management processes described above, in addition to day-to-day supervisory oversight.
- The Chief Constable and ACC (territorial policing) are assisting the county council to develop a public service board which will embrace and take district councils with them and assist in delivery of neighbourhood management.
- The Chief Constable and chair of the police authority led a significant partnership event in January 2008 which drew together representatives at a strategic level from all the key partners in Cumbria. This forms part of a structured approach to better understand each other's services and how they can support each other in joint objectives.
- BCU commanders are proactive in enhancing joint problem-solving activity within certain areas to provide a consistent level of co-ordinated activity within neighbourhood management principles across the whole force area in order to make demonstrable improvement to local outcomes.
- The force is engaged in three neighbourhood pilots, one of which is located in Barrow. This pilot, which is a multi-agency approach, is managed strategically by a neighbourhood management board and tactically by a salaried neighbourhood manager and includes the active services of nominated PCs and PCSOs. All partners in the initiative are co-located in a 'one stop' shop as well as satellite offices to improve accessibility. Activity towards improving quality of life issues is informed

through contact and consultation with various residents' and focus groups. Similar consultation processes have been undertaken in all pilot sites to gauge the impact of policing activity undertaken and to ascertain future community priorities.

- In South BCU, following every house search by police, where violence is used or drugs are found, the police write to the landlords informing them of the activities of their tenants and telling them that this behaviour is unacceptable, which acts as a prompt to the landlords instigating action to manage their tenants.
- The force has introduced dedicated problem-solving teams in all BCUs which are trained to an advanced level, and support community officers and PCSOs to identify and deliver solutions to ASB issues in partnership with other agencies, to complete KINs surveys, initiate SARA problem-solving plans and, where appropriate, harness support from the BCU community safety department and the CDRP.
- In the Northern BCU, the dedicated problem-solving team is co-located with other key partners. This multi-agency unit is located outside police premises and includes matched resources from the local CDRP, fire and rescue, and housing association. The unit has an agreed accountability structure and a SARA-based problem-solving approach.
- The Botcherby initiative, which reached the national shortlist of the Tilley Awards 2008, involved focused partnership activity in a small housing estate in Carlisle. During 2006, this estate suffered 79 violent crimes, 150 offences of damage and almost 500 ASB-related calls to the police. The police completed a problem profile and a Street Safe initiative was undertaken with partners. A targeted approach was adopted to the estate's problems, involving the local housing associations and other agencies. Dedicated resources were deployed to the estate, homes were referred for immediate prevention work, graffiti was removed, fire service referrals made for fire checks/safety alarms and a portable CCTV camera was installed at a 'hot spot' location on the estate. Perhaps most importantly, local residents felt confident enough to talk to police and provide information about a number of individuals and households on the estate. Civil injunctions and undertakings were obtained by the housing associations with the support of police. One of these resulted in a main offender receiving two terms of imprisonment. During 2007, there was a reduction of 20% in violent crime, 20% in ASB calls and a 29% reduction in criminal damage offences.
- A partnership response to youth-related ASB in the village of Distington was recognised as a regional winner of the Tilley Awards, having significantly addressed the issues. A problem-solving rural safety group was established with membership including representation from the police, fire and rescue service, parish council, doctors' surgery, school, social services, youth club, church, community centre, housing association, Cumbria County Council and Connexions. The group received problem-solving training from police and reviewed socio-economic data for the village. The offenders were youths of all ages – some had been prosecuted, others had acceptable behaviour contracts or ASB orders, but the group felt that these were addressing the symptoms and not the causes of the problems. The group was able to provide many responses including the following: local youths were requested to design the rural safety group logo in a competition; detached youth workers met the youths and, in return for a free karting trip, a group became involved in several funding applications; a multi-use games area was built which was available free of charge; the struggling youth club was refurbished; a shared CCTV system was installed in the village; and youths were involved in village 'clean-ups' and other community work in 'Give and Take' initiatives.

- There has been effective joint problem solving in Carlisle town centre with the use of dispersal orders, designated public places and road closures, to address night-time economy crime.
- In South BCU the 'It's your choice' database is maintained, listing every time a child is spoken to by police or PCSOs about their conduct or presence in a locality. If the name appears three times within 150 days a letter to the parents is generated highlighting this fact, and if they continue to come to notice, PCSOs undertake a home visit to discuss the issues in greater detail. This activity is also used as a way to link parents with the National Children's Home who are providing a positive parenting programme.
- In Eden there has been multi-agency activity involving police, fire, probation and housing on five estates under the Respect campaign. This activity is similar to Street Safe and involves speaking with 70 households to establish priorities and then deliver action. This can involve street cleaning, tokens to remove freezers and tidying of gardens.
- In some parts of the force areas funding is being provided to finance a number of PCSOs, such as in Carlisle where £180,000 has been provided for PCSOs over three years.
- There is an expectation that a member of each LPT attends, or remotely accesses, the daily management meetings. This involves them in the daily review of incidents and intelligence, allows direct tasking and enables them to determine self-tasking to tackle crime and disorder problems.
- A new briefing and tasking system has been introduced across the force during stage one of the implementation of SLEUTH where information is presented at BCU, LPT and neighbourhood levels.
- The force has a community intelligence analyst who links with CIDs in each BCU. The CDRP strategic assessments are being completed by the four CDRPs making up the county and these are being accessed, and in future will be integrated within the force strategic assessment.
- There is evidence that partners are part of tasking and co-ordinating process in BCUs and are seen as adding value to the process. Partners include the fire service, CDRP representatives, local authority community safety and council housing departments. Various strategic meetings take place to allow BCUs to consult and liaise with key partners, ie CDRP, local strategic partnership (LSP) and local area agreement (LAA).
- CIDs create a daily list of incidents related to community priorities (eg ASB and criminal damage); a bulletin to inform the weekly intelligence meetings; and a bulletin to inform the monthly tasking and co-ordinating meeting. (A sanitised version is sent to partners.) Daily liaison takes place with LPT problem solvers to identify local developments and emerging problems. While analysis is currently very limited, this range of information is used to prioritise problems in neighbourhoods and focus problem-solving activity.
- Community priorities are raised at neighbourhood, BCU and force-level tasking meetings. Partners are involved in police community engagement training and problem-solving training. Student officers are involved in visits to partner agencies to increase understanding of each other's role and problem-solving involvement.

- Partnership information is fully integrated and disseminated to partners through the Cumbria partnership support department unit which is a jointly funded arrangement located within police headquarters. There is an NHP intranet website that provides all demographic and socio-economic information for each ward.
- The KIN and Street Safe approach systematically identifies community priorities in particular areas and informs joint problem-solving activity. In all cases, those individuals who identified the priorities are revisited – at least every six months in the case of KIN surveys – and asked to evaluate the police and partnership response to the issues raised. In this way, the community has an influential voice in establishing if issues have been addressed, if continued focus is required, or in identifying another priority for action.
- The central quality assurance process rejects problem-solving submissions if the community has not given updates on activity towards addressing community priorities, referring any back to the relevant line managers.
- The inspection team noted that supervisors are actively involved in monitoring joint problem-solving activity undertaken by staff. In cases where activity to resolve issues was not immediately successful, such as dealing with ASB and noise nuisance in a tourist town, they actively added value to the problem-solving responses.
- Joint problem-solving training packages are produced that are not only delivered to police, and by police, but also to partners including CDRPs. One of these was included as a runner-up in the Tilley Awards.
- Partners are involved in police community engagement training and problem-solving training. Student officers are involved in visits to partner agencies to increase understanding of each other's role and problem-solving involvement.
- In North BCU the NPIA hosted a two-day workshop attended by key CDRP members which facilitated discussion around the development of neighbourhood management. Following that, plans are being developed to pilot two sites in north Cumbria with a CDRP-funded neighbourhood manager leading this work.
- The active citizens' project aims to identify and support those within the community who are undertaking problem-solving/community activity. It provides small grants, access to training and support. PCSOs and neighbourhood wardens have received training from Barrow Borough Council and identify those who may benefit from the scheme and assist them with the completion of application forms.
- For the purposes of problem solving and their NHP project, police students are involved in problem-solving exercises in the community as part of their training, which entail delivery of a presentation to partners using agreed problem-solving techniques.
- A member of the local community received the National Neighbourhood Management Network Community Volunteer of the Year award 2007 having been nominated by a neighbourhood manager, with the force acting as an independent referee. This recognised his sustained commitment: to reducing criminal damage, burglary, fly-tipping and other ASB; as one of the first people in the county to develop a community safety group; his attendance at CDRP meetings and involvement in a variety of community projects.

Work in progress

- While the force has developed a problem-solving activity record management system within SLEUTH it is recognised that partners cannot populate this system with their activity. The force, together with the county council, is considering software applications which would allow key partners engaged in joint problem solving to populate one database, removing the need for the police to populate their systems. This approach, in addition to streamlining activity will also allow other key partners to exert more influence over these actions.
- The vision of neighbourhood management is broadly accepted by the chief officer team and they have engaged in a facilitated session on 'away days' to consider how best to position the force in this regard. The changes in ACPO officers' portfolios to align BCUs, criminal justice and partnerships under one individual will assist the force in moving towards neighbourhood management.
- There is an acknowledgement that it has proved easier to progress neighbourhood management at a tactical level with initiatives such as co-location of problem solvers with other agencies than at a strategic level, which is developing at a slower pace. The stronger safer communities sub-group of the county safer stronger communities thematic partnership (SSCTP) has been tasked with developing a county-wide approach to neighbourhood management. Terms of reference have been agreed for this work which is seeking to set out a structure and framework which can be applied by each CDRP.
- The force is working with the county and district councils to review the number of local service delivery areas to secure agreement which will best assist with the neighbourhood management implementation.
- Neighbourhood management teams and partners are working effectively together with the best results being seen where co-location, with shared IT, has been established. South BCU is currently exploring ways of extending the most effective partnership activities to all LPTs and each inspector has been tasked with developing a vision for neighbourhood management.
- The police are driving neighbourhood management pilot sites in Carlisle and Eden through the CDRP. Key partners attended a recent NPIA workshop and neighbourhood management and there is a commitment, included within the CDRP improvement plan, to work together to take forward neighbourhood management. The pilot sites are likely to include both urban and rural locations.
- The work of various CDRP sub-groups in the county and developments within the community safety agreement is starting to refocus around joint strategic assessments. These have mirrored a number of issues that feature within the NIM products and are being used to inform the development of the NIM approach. These should include, in future iterations, a focus and alignment to LSP priorities and shared targets within LAAs.
- The force is building upon NHP training already provided to staff through a modular approach. Partnership involvement is seen as integral to this training. In the current financial year, these modules include problem solving for community priorities and partnership powers which will have partner involvement and a youth engagement module, which is being delivered in conjunction with Connexions.

Areas for improvement

- Although the vision of neighbourhood management is broadly accepted and understood by the chief officer team, the Chief Constable should ensure that all relevant staff, in particular BCU commanders, are aware of the corporate direction and strategic developments being driven with key partners. This will ensure that consistent messages are delivered and that development at a local level is in line with corporate requirements.
- The force should ensure that development of neighbourhood management continues under the umbrella of the partnerships department which provides a common link between all BCU implementation teams. Currently, a proactive approach is being applied with a view to improving the effectiveness of ongoing arrangements fully recognising the value of partnership input.
- As emergent processes for neighbourhood management develop, the force should assess training needs of key partners, the community and police, and formally evaluate any resultant training in the same manner as applied to internal police training. This will ensure that all key partners and the community are best positioned to contribute to joint problem-solving initiatives.

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

	SPI 2a Percentage of people who think that their local police do a good or excellent job		KDI Percentage of people who agree local police are dealing with anti-social behaviour and crime that matter in this area		SPI 10b Percentage of people who think there is a high level of anti-social behaviour	
	Difference from MSF	2005/06 to 2007/08 change	Difference from MSF	2005/06 to 2007/08 change	Difference from MSF	2005/06 to 2007/08 change
Cumbria Constabulary	+1.7pp	-1.4pp	+3.1pp	-3.1pp	-0.1pp	-3.2pp

**pp' is percentage points.*

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 has not changed significantly 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.

Strengths

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

- 56.0% 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; 56.0% of people surveyed think that their local police do a good or excellent job, compared with 57.4% 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.

- 57.1% 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; 57.1% of people surveyed agree local police are dealing with anti-social behaviour and crime that matter in this area, compared with 60.3% in the year ending March 2006.

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

- 11.9% 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; 11.9% of people surveyed think there is a high level of anti-social behaviour, compared with 15.1% in the year ending March 2006.

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

Summary statement

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

Strengths

- Performance analytical support for NHP staff exists within the information management section at force headquarters, for example to develop and maintain ward profiles, prepare statistics for planning operations and performance information for attending meetings.
- The corporate performance framework includes local satisfaction levels and locally established priorities, and NHP performance is routinely included in performance management discussions and scheduled conferences led by the chief officer team.
- Under the Respect banner, which is proactively marketed, the force has driven improved partnership working and challenged community attitudes. This has resulted in a 14% reduction in ASB incidents since the introduction of the Respect campaign, and between 2005 and 2007 the number of people county-wide who are worried about ASB on the street, has fallen from 62% to 33%.
- The force marketing and communication strategy provides a framework for consultation and communication with the public, includes specific costed actions, and identifies changes in public awareness over time.
- In respect of associated key elements of policing activity such as contact management investigation and complaints, the force has in place suitable processes to ensure that formal and informal feedback is directed to the appropriate senior rank and/or ACPO-led discussion group and that appropriate action is taken to address any issues. Organisational learning is driven through the chief officer team and policies and procedures amended accordingly so that service delivery can be improved.
- Some 62% of community priorities are youth-related ASB which is recognised in the youth strategy, leading to a large investment of PCSOs' time in youth engagement.
- The Chief Constable meets his counterparts within key partnerships, businesses and a wide range of representative groups on a regular basis, which allows him to listen and respond to issues raised from a wide variety of sources. One such example was a recent event at the Reghead conference centre where suggestions for policing priorities were sought from key partners following relevant presentations on national, regional and local policing issues.
- The methodology associated with the KIN and Street Safe processes provides direct feedback from the public in respect of activity by the police, and those views are instrumental in determining if a problem has been successfully addressed, or requires continued or greater focus.
- The force uses information from quality of service complaints to improve service delivery, which includes trends, causes, gaps in service, and implements actions to improve efficiency and effectiveness.

- Informal community feedback drives activity to improve service delivery such as within one LPT area where all victims of violent crime and individuals reporting ASB receive follow-up calls from the PCSO or community officer for that area, in addition to the routine police response generated by their call for service.

Work in progress

- The constabulary will invest in further improving the frequency and granularity of its data on user satisfaction and public confidence during 2008. This will enhance accountability at a local level (below BCU) and add depth of qualitative information. Options for doing this are currently being developed and assessed by the information management section.

The force demonstrates sustainable plans for Neighbourhood Policing.

Summary statement

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

Strengths

- The further development and sustaining of NHP is a key priority in the annual policing plan for 2008. The police authority has invested in the strengthening and sustainability of NHP by the provision of additional finance to allow the recruitment of an additional 21 officers and nine PCSOs in the current financial year.
- NHP is a philosophy that runs through the force, visible through its culture and key strategic plans. The project was finalised in October 2007 and further work and development was passed to BCU-based implementation teams and departmental leads. NHP was at that point business as usual. The progress of NHP is currently overseen by the operations board and by the police authority through the policing plan and performance improvement committee.
- A development plan has been produced which outlines the areas for improvement from the 2007 HMIC inspection, NPIA and self-inspection. There is clear evidence that the plan has resulted in progress being made and that there is effective leadership at both force and BCU level to drive progress.
- The ACC (territorial policing) effectively drives the progress of NHP in an operational context together with BCU commanders and is responsible for effective service delivery, reinforced through the performance framework.
- The constabulary's policing style is actively communicated through the policing plan, strategic plan, posters, and by the work of the individual police officers when dealing directly with the community. Each LPT has its own team plan based on its relevant BCU priorities, and defines what local teams intend to deliver in their communities.
- Since the finalisation of the NHP project in October 2007 the force has installed implementation teams in each BCU which are chaired by a chief inspector or superintendent and are attended by the NHP police authority lead member and the partnerships department NHP specialist. This structure provides a mechanism to continue the development of key strands of NHP such as community intelligence, neighbourhood management and problem solving. This allows the opportunity to scrutinise LPT performance in respect of engagement and problem solving.

- NHP, call handling and other customer-facing functions are integrated with the Citizen Focus agenda, consistent with the National Quality of Service Commitment, and collectively delivered.
- The BCU has progressed from the implementation stage of NHP to business as usual. The current BCU meetings now have the role of progressing new strategy and developments in line with the force action plan.
- While there are BCU-based NHP implementation managers, the centre still retains strategic ownership of issues. The NHP project manager and implementation officer working for the central partnerships department assist and guide BCUs facilitating their responses in line with corporate principles.
- The police authority is actively involved in the governance and scrutiny of NHP. Reports as to progress are presented to the policing plan and performance improvement committee and a lead police authority member for NHP attends all BCU-based implementation team meetings as well as the national Association of Police Authorities forum to discuss common issues and good practice.
- Chief officers and the police authority are committed to a partnership approach to community policing and have seats on the SSCTP which is part of the county's LAA. All BCU commanders work in CDRPs to detailed action plans emanating from joint audits. Police authority members also attend the force strategic crime board and attend PDCs where performance data in relation to customer satisfaction and engagement are discussed. The police authority governance committee has oversight of the NHP areas for improvement identified by HMIC and drives progress.
- The further development and sustaining of NHP is a key priority in the annual policing plan for 2008.
- Cumbria Constabulary and Cumbria Police Authority have an action plan for consultation 2008/09 which includes the completion of two Community Voice surveys each year. Included in this action plan is the requirement to develop alternative methods to consult with minority groups.
- The police authority, with the force, has been proactive in engaging with young people through an initiative with a local grammar school which involved questionnaires focusing on the reduction of ASB across the community being handed out to 700 pupils, with 529 being returned. The feedback was acted on positively, the result being a PCSO working in the school and strengthening engagement.

Work in progress

- It is the intention of the police authority and force to initiate scheduled (quarterly) thematic meetings which will scrutinise the activity, development and performance of NHP across the force linked to the scrutiny of performance within the assessment of policing and community safety (APACS) framework. The policing plan and performance committee will undertake this work and are looking to the Chief Constable to develop a comprehensive reporting mechanism to allow effective scrutiny to take place.

Areas for improvement

The force should redefine areas of improvement in NHP and include outstanding issues in a renewed and more comprehensive action plan which clearly outlines resources and activity, together with expected outcomes and productivity. The action plan should be time-bound and SMART (specific, measurable, achievable, realistic, timely), and be capable of demonstrating to the police authority the effective utilisation of additional investment in NHP and its progress.

- It would assist the accountability structure in the implementation of force-level areas for improvement if implementation teams developed a direct read-across from BCU-based development activity to the force-level NHP action plan. This would allow chief officers to more easily assess activity over time towards achieving a successful outcome for force-level areas for improvement.
- There is no forum of meetings for NHP leads in each BCU to discuss good practice and developments. The force should put in place regular and scheduled arrangements to allow the sharing of good practice across all BCUs in relation to joint problem solving and use of tactics to tackle community priorities.

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.

The force demonstrates that it meets the standard, and in addition it evidences innovation in Citizen Focus implementation, namely piloting of the witness charter.

Strengths

- The witness charter sets out the standards of service witnesses can expect to receive from the criminal justice system, consolidating existing commitments and processes into one document so that witnesses can easily find out what to expect, and sets out the standards of care all witnesses can expect to receive at all stages of the process. The charter was rolled out in the ten beacon areas, including Cumbria, at the end of March 2008 and is being implemented via the victim and witness group of the local criminal justice board (LCJB) with the force developing systems to monitor the performance of witness management.

Meeting the standard

A Citizen Focus ethos is embedded across the force, establishing an initial baseline.

Summary statement

The force understands the needs of its communities. Identified service improvements are frequently made to improve local service delivery. The force partially communicates the National Quality of Service Commitment standards, the Code of Practice for Victims of Crime standards and the force corporate/accessibility standards to its communities.

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

Strengths

- Cumbria Constabulary and Cumbria Police Authority have an action plan for consultation 2008/09 with 15 key actions outlining both the current and planned development of customer consultation activity. Each one of these actions is set out in detail, prioritised, has an identified owner and is time-bound.

- The force carries out user satisfaction surveys to Home Office standards. In addition to the standards, correspondence with victims of relevant crimes informs them in advance that they may be contacted about a survey. This reassures victims, who can sometimes be surprised by receiving a survey, and supports survey return rates.
- In addition to the national survey requirements, the force assesses service-user satisfaction via its annual public consultation survey. It does this to capture information from a broader range of users: victims of other crimes and incidents, and users who are not victims. It also improves qualitative information about service. For example, it examines how easy users find it to contact the force. Findings are reported in performance meetings and to the police authority and fed into the planning and budgeting cycle.
- An annual public consultation survey was conducted during the periods of July and August 2007. In total, 6,408 surveys were distributed to members of the public. Of these, 3,000 were sent to Community Voice and 490 to hard-to-reach and other special interest groups in order to better capture their views on policing services, with further surveys being distributed as a random sample to the people of Cumbria. This process resulted in a return of 1,841 surveys. Feedback is used to make demonstrable improvement to service delivery.
- The constabulary has made an agreement with a local BME community organisation, AWAZ, to distribute consultative questionnaires to improve information about BME confidence and satisfaction.
- IAGs at both strategic (force) and tactical (BCU) levels are influencing issues across all strands of policing. BCU-based IAGs have a wide membership representing a number of hard-to-reach groups including migrant workers.
- The police authority conducts statutory community forum liaison meetings in all areas of the force. Feedback is used to inform relevant strategic and tactical decisions.
- An independent 'mystery shopper' exercise was completed in June 2005 with the results reported to the force operations board. Although confirming high standards of service in general, specific feedback was given to relevant BCUs to inform potential improvements to service delivery.
- Customer complaints data is examined as part of the planning and budgeting cycle to assess for any strategic issues arising.
- KIN methodology requires the LPT staff to identify at least 20 key individuals, drawn from the various diversity strands in their area and is the primary method for formal community engagement. Each person is asked a set series of questions which explore their community priorities. At the conclusion of the problem solving, or at least every six months, the same individuals are again surveyed and the effectiveness of the partnership response assessed and new, or continuing, community priorities identified.
- The Street Safe process is used in areas which are identified as police or partnership 'hot spot' areas. Using the same methodology as KINs, police and partners visit every house in a defined locality and establish a baseline of community concerns and priorities. Joint problem-solving activity is then initiated to address the

issues and at the conclusion of this activity the process is repeated to establish the outcomes achieved from a community perspective.

- In the towns of Bowness and Windermere, efforts are being made to better engage with businesses through a Shop Safe initiative which was completed in September 2007. This used the same methodology as Street Safe with the questionnaires being amended to reflect business issues.
- Community focus groups are organised annually to assess policing priorities, and more frequently for local policing needs. In addition, the force internet site provides the opportunity for users to give feedback.
- The police authority, with the force, has been proactive in engaging with young people through an initiative with a local grammar school which involved questionnaires focusing on the reduction of ASB across the community being handed out to 700 pupils, with 529 being returned.
- The force makes use of witness and victim experience surveys which are carried out by Market and Opinion Research International (MORI) on behalf of the Office for Criminal Justice Reform to inform organisational developments, such as activity to keep victims of crime updated.
- The head of media and marketing attends the chief officer group (COG) meeting where systematic scrutiny is applied to any media articles concerning or impacting upon the force.
- As part of the strategic planning process, each year formal environmental scanning is undertaken.
- The force has invested significantly in NHP. The structure is based around 21 LPT areas each with a nominated inspector who is responsible, and accountable, to the community for service delivery in terms of 24/7 response and addressing community priorities in partnership.
- In 2007 the force implemented changes to its contact management processes. The new arrangements include a five-point grading system and extended options for dealing with calls from the public to include telephone resolution together with the introduction of help desks in each BCU. These developments are in line with effective contact management (ECM) principles.
- The main role of the help desks is to deal with lower-grade calls for service (ie grades 4 and 5) made to the force communications centre which are dealt with by telephone. There is also flexibility for the help desks to upgrade calls if circumstances change or local knowledge gives a different perspective (eg if the impact on the local community is likely to be significant).
- The help desk sends every victim of crime a letter informing them of the crime number and details of the investigating officer, unless it is inappropriate to send that letter (eg in the case of domestic violence). This is achieved by the staff checking each letter before it is sent and establishing the needs of the customer and whether it is the most appropriate way to keep the victim informed.

- On each BCU daily morning meeting there is an active review of the previous day's activity, which is informed by the BCU help-desk staff highlighting any problematic issues and, where necessary, staff are tasked to address issues there and then.
- Each BCU in Cumbria has a crime management unit. Its main roles are to ensure compliance with national crime-recording standards and support the management of investigations.
- Considerable emphasis has been placed on the Code of Practice for Victims of Crime compliance following a survey which showed a poor level of compliance in keeping victims informed. IT systems are being upgraded to incorporate mandatory fields and focus has been applied through training days, emails and constant reminders to staff by their supervisors, from crime management unit sergeants, and from the force crime registrar.
- The witness care unit is jointly staffed by police and Crown Prosecution Service (CPS) staff and is charged with ensuring that both victims and witnesses are kept up to date, assisted to attend court and give evidence and provide results of cases to victims in a timely manner. Both the head of CPS and ACC (territorial policing) have displayed a personal interest in the unit and there have been two separate reviews designed to further enhance service delivery.
- One key enabler for the witness care unit was the ability for staff to access both police and CPS systems using a single desktop, switching between the systems as required. The introduction of this system had proved a challenge because of IT security and other concerns but these were overcome and a functioning system is in place.
- The force has piloted changes to the witness statement form and has improved the level of information available to the witness care unit and other individuals within the criminal justice system, addressing the problems of a two-sided form by simply transposing the rear page onto a facing sheet.
- Examples of responses to customer feedback include the force maintaining opening hours in its main stations until midnight, even though customer numbers are low, increased publicity of contact names and addresses, enhancements to the force website and the introduction of a single non-emergency number.
- The force's approach to media handling has been strengthened with press liaison functions being combined with marketing. Reaction to media negativity has been superseded by engagement and proactivity. The department received growth at a time of financial stringency to achieve its current establishment of eight staff. Since January 2008 the manager reports directly to the deputy chief constable.
- The force media and marketing department is represented at all force and BCU tasking and co-ordinating meetings. A dedicated BCU link has been identified for every BCU and he/she attends level 1 meetings: the departmental manager attends level 2 meetings. This ensures that media and marketing opportunities are properly considered and reflected in control strategy activities.
- The force has introduced a text messaging system to allow members of the public who are hearing or speech impaired to contact them using text messages. Responding to a lack of this service, the force worked with representative groups to

develop and subsequently implement a text messaging system which gives access to police, fire and ambulance services and, at the time of the inspection, was seeking to expand this to mountain rescue provision.

- The force has a number of BCU-based crime scene investigators (CSIs) who, in addition to on-duty work, provide a 24/7 capability to respond to appropriate incidents. Volume crime scene examinations are managed by the communications staff informing the on-duty CSI of a new request via radio or telephone and the CSIs monitoring computer systems to identify incidents they should attend. The individual CSIs then prioritise attendance in accordance with their professional judgement.
- Out of hours, the attending officer agrees with a the victim a convenient window of attendance and the incident log is then updated with this agreement and then flagged for the early-turn CSIs' attention. When the CSIs come on duty they check the flagged incidents and complete a manual trawl of all incidents to look for potentially lost opportunities through a failure to request their services. The CSIs then arranges their working day around the agreed windows of attendance and investigative priorities.
- The photographing of injuries to victims is best completed at a police station and, where possible, appointments are made for the victim to attend a prearranged appointment. If unable to attend these surgeries the investigating officer agrees a suitable place and time for photographs to be taken in consultation with the CSI.
- A best value review of the communications centre was completed in August 2005 and a best value review of user satisfaction was completed in November 2005. Recommendations for improvement were implemented through structured action plans.
- Key operational policies – eg volume crime, domestic violence, hate crime, major incidents, crime recording and the crime management policy – have been updated to include Code of Practice for Victims of Crime provisions. Compliance checks are part of the local inspection cycle in the audit manual for standard area command systems.
- Nominated hate crime officers in each BCU ensure adequate victim care to victims of hate crime. A number of third-party reporting centres have been introduced and marketed which are being accessed by the public.
- Enhanced services to victims and witnesses are available from professional intermediaries who are able to support them in giving their best evidence both before and after a suspect is charged.
- Enhanced services to victims are being implemented via victim support following a referral by the police, dealing with those issues not directly addressed via witness care units (eg counselling and help with security), where crimes do not go to court.
- Informal community feedback drives activity to improve service delivery such as within one LPT area where every victim of violent crime and individuals reporting ASB receive follow-up calls from the PCSO or community officer for that area, in addition to the routine police response generated by their call for service.
- A number of PCSOs from North Cumbria are being funded and supported to attend

a Polish language course at a local training establishment which is intended to develop communication skills and improve engagement with the Polish community.

- Currently, the police authority oversees the Citizen Focus agenda through two main groups within the police authority structure: these being the policing plan and performance committee and the equality and diversity committee.
- Complaints and discipline issues are reported to the police authority via quarterly meetings and the members take the opportunity to dip-sample a number of complaints.
- The police authority review user satisfaction results on a quarterly basis and hold the force to account on user satisfaction performance alongside crime and detection performance
- Police authority members actively champion the views of service users when they receive feedback.

Work in progress

- The force is investing in further improving the frequency and granularity of its data on user satisfaction and public confidence during 2008. This will enhance accountability at a local level (below BCU) and add to the depth of qualitative information. Options for doing this are currently being developed and assessed by the information management section.
- To enhance the representation of young people in the policing plan development consultation, the force is seeking to include some key questions in a survey to be undertaken by children's services, which should reach 6,000 Year-11 students within the county.
- The force diversity unit is continuing to develop the force's equality scheme with community and internal consultation with specific focus on gender, disability and race issues, with this activity being scrutinised by the police authority's confidence and equalities board.
- The police authority website is to be enhanced over the current financial year with part of that upgrade including enhancing the detail of how consultation with the community is managed.
- The strategic development department is to improve the way it communicates consultation results findings to key stakeholders including the public, staff and specific community groups through enhanced use of the media, website upgrades and keeping staff informed through internal publications.
- A review of the contact management strategy has been instigated by the COG with the first phase including the strategic development unit, applying customer journey mapping principles. In September 2008, staff from key functional areas will be dedicated to enhancing service delivery in response to those findings, which include a review of shift patterns within the force call centre so as to better meet demand.

- The call-handling function is seeking to become a National Vocational Qualification (NVQ) centre and is to use this process as part of the development of the Citizen Focus agenda. This will be integrated with a quality assurance monitoring system for call handling that will tie in with the NVQ evidential based approach.
- The force media and marketing department has oversight of the force website and intranet sites. Current functionality is very limited. The opportunity to develop the site will come when the current maintenance contract expires and growth to appoint a dedicated website manager is subject to consideration.
- In summer 2008 the force recruited its first six volunteers. Some of these volunteers will work within a crime desk at Penrith recontacting victims of crime to update them with police enquiries, and others will staff the front counter of Longtown police station (which will allow this facility to reopen).
- Finger spelling leaflets are being developed and will be distributed to officers to enhance communication with those who are hearing impaired.
- A newcomers' welcome pack is being developed for people new to the UK and Cumbria.
- The force will be implementing victim management software which will enhance performance information in respect of the Code of Practice for Victims of Crime. This will support local and individual performance monitoring.
- The force and police authority will reconfigure local policing summaries in 2008 following public feedback.

Areas for improvement

- There is a knowledge gap on the incident grading and deployment policy, which supports ECM, among a number of officers, including supervisors. The public demonstrate limited understanding of the ECM changes and call taking staff often spend considerable time explaining the issues to the public. The force should revisit the communications strategy for the ECM changes to enhance internal and external understanding of the process.
- The force should develop and monitor service standards for, and review the deployment of, CSIs. The deployment and prioritisation process places emphasis on the individual CSI to prioritise and manage their attendance with, at times of exceptional demand, the onus falling to them to renegotiate prearranged attendance times. This approach presents potential conflicts on the focus of the CSI between scene attendance and managing customer expectations. Crime scene managers monitor the work of their staff in a systematic manner with a focus on the percentage of crime types attended, number of forensic recoveries and subsequent conversions to sanctioned detections. With the introduction of service standards for the deployment of CSIs the force should consider the enhancement of this performance management framework to review the timeliness of attendance against standards and dip-sample customer satisfaction with service.
- The police authority should, with the force, develop a more robust approach to oversee the Citizen Focus agenda and the relevant development of the force in this area of business. It would be an advantage if the police authority nominates a lead

member to develop a more thorough understanding and joined-up approach to the various strands and interdependencies surrounding the provision of an acceptable customer experience.

Quality of service complaints are dealt with effectively.

Strengths

- Within the force policing plan the Chief Constable contextualises the National Quality of Service Commitment and the Code of Practice for Victims of Crime by setting out his intention to provide excellent services to the public and including victim satisfaction as a key target.
- The force website summarises and provides full details of the National Quality of Service Commitment and the Code of Practice for Victims of Crime.
- All strategic publications for the force and police authority include a covering page in a number of languages informing the customer how to obtain copies in different formats such as large print, Braille or a different language. In response to feedback, this standard covering page is being amended to ask customers who are unable to speak English to write or email the force rather than ringing.
- The constabulary's policing style is communicated via the annual report, policing plan, strategy plan, posters, and by the work of the individual police officers when dealing directly with the community. Plans demonstrate a strategic approach to customer service, satisfaction and accessibility.
- The head of the professional standards department (PSD) meets regularly with the IAG and all the internal support groups. This has assisted the force in providing an enhanced level of accessibility to PSD by engendering confidence and working together to identify opportunities to provide appropriate access to the complaints process for hard-to-reach groups. These include three sites in the force area where third-party reporting is available and members of the public can make complaints through the Gay Police Association.
- The force uses information from quality of service complaints to improve service delivery which includes trends, causes, gaps in service, and implements actions to improve efficiency and effectiveness.
- All complaints are assessed by the head of PSD or their deputy to assess whether they relate to individual conduct or a service issue and are allocated for action accordingly. All service issue complaints are termed direction and control complaints which are divided into four categories; operational policing policy, organisational decisions, general policing standards and operational management decisions.
- The constabulary has established clear standards for dealing with direction and control complaints with the complainant written to by PSD within ten calendar days explaining how their complaint will be dealt with, a target time for a final response of 40 calendar days direct from the relevant local commander or PSD, with all cases being overseen by the PSD.

- All types of complaints are analysed to identify causation factors and categories. In this respect, the force completed a problem profile into the issue of incivility, identifying that 25% of all such complaints related to motoring offences where the complainants felt that the police officers displayed a poor attitude.
- The head of PSD is able to influence organisational policy by directing issues to the relevant force policy owner for consideration and action.
- The head of PSD holds quarterly meetings with each BCU senior management team and departmental heads. At these forums issues of particular concern, not only to that unit but to the force as a whole, are raised to ensure corporate learning is applied.
- The force publishes a document each quarter entitled *Raising the Standards* which is circulated to all staff through the email system. This document provides a good foundation for promulgation of issues of conduct, standards and professional behaviours such as the findings of the problem profile completed in respect of incivility. Fast time issues can be, and are, addressed by use of the force orders published weekly.
- The PSD provides standing inputs on courses for student officers, PCSOs and supervisors to increase awareness around responsibilities for each role and provide learning from complaint issues. Some limited quality assurance work on this training has indicated a reduction in incivility complaints made against officers and staff who have received this training input.

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

Strengths

- A comprehensive implementation plan was developed and delivered to ensure compliance with the National Quality of Service Commitment by November 2006 under the leadership of an ACPO officer reporting to the COG and police authority. This was informed by an impact assessment and gap analysis of systems and services at that time.
- A force-wide marketing campaign on the Code of Practice for Victims of Crime took place in February 2006 with management briefing packs, use of staff bulletins and publication of helpsheets for different practitioners, which was renewed in late 2006.
- As part of their induction, all police staff receive an input on the National Quality of Service Commitment.
- The ongoing initial crime investigators' development programme (ICIDP) training includes the Code of Practice for Victims of Crime. The performance element of the CLDP highlights national quality standards and has a focus on victims and witnesses.
- The force has amended the volume crime policy, crime recording and crime management policies to include individual responsibilities for victim contact. The policies require officers to produce a victim management plan taking into account the

Code of Practice for Victims of Crime in addition to an offender and investigation plan. The main focus of the victim management plan is to providing regular contact as per statutory requirements using the victim's preferred method of contact.

- The force processes linked to crime recording were amended in response to the Code of Practice for Victims of Crime with every victim automatically receiving a letter detailing the crime number, the name of the investigating officer and information from victim support.
- Services and standards in relation to victims and witnesses in Cumbria are promoted and managed through the LCJB partnership, of which Cumbria Constabulary is a key member. The underpinning structure includes a multi-agency victim and witness sub-group which has responsibility for tactical delivery of the LCJB's strategic intent in relation to victims and witnesses. This maintains close links with the witness care unit.
- Following an LCJB-driven event in December 2007, Cumbria Constabulary and LCJB partners launched the standards set out in the new witness charter in March 2008. This sets out standard of services and consolidates best practice in relation to the treatment of witnesses by criminal justice agencies. Roles and responsibilities have been clarified, training delivered and guidance issued.
- The standard systems audit manual checks highlight compliance with force policy in a number of areas. Particular focus is being applied to reports of violent crime with injury and vehicle crime resulting in regular checks of these crime types being completed. Having completed such checks the inspector develops an action plan to address issues, which is copied to the BCU performance inspector who draws together BCU-wide issues reporting these to the senior management team.
- The force's PDC, held quarterly, includes victim satisfaction (by stage of the process and by BCU and by type of crime), call-handling data, compliance with National Standards for Incident Recording (NSIR) and complaints levels and turnaround, including local resolutions and appeals.
- Witness and victim experience surveys are carried out by MORI on behalf of the Office for Criminal Justice Reform. They include data on police activity. They have recently reached the point of statistical significance for Cumbria and in January 2008 provided the first report, to November 2007 with results being examined and referred into the PDC process as appropriate.
- In February 2007, the force operations board was updated on the level of service to victims of crime using SPI data on 'follow up' and dip-sampling of 300 crime reports. The latter assessed organisational compliance with the Code of Practice for Victims of Crime. This work highlighted that the force was not able to demonstrate compliance with this code of practice because of system issues and lack of application of process in many cases. Accordingly, two major internal marketing campaigns were employed, BCU commanders were tasked with driving compliance with the code of practice among staff and IT solutions were directed to support the processes. This was supported by an upgrade to the crime recording computer making it mandatory to record this information prior to a crime report being finalised.
- The inspection revealed a good level of awareness across the organisation in respect of customer satisfaction levels – in particular, that keeping victims of crime

updated was an area in need of additional application. Anecdotal evidence suggests a marked improvement in updating victims and recording that this takes place on crime reports, with focus being applied by first line managers to drive this, supported by a change to force practice which directs that a crime cannot be finalised until the victim has been informed.

- The force has developed an estates strategy to ensure the estate is fit for purpose and to capitalise on recent premises improvement schemes. Efforts will also improve ease of contact and access to the service in line with the requirements of the Disability Discrimination Act.
- The force does not specifically include confidence and satisfaction levels within the strategic risk register. However, there is a regular review process which is mature enough to recognise and consider changes in satisfaction, confidence and the associated risk to the force.

Work in progress

- The force's crime recording system is to be replaced in November 2008. In addition to other enhancements the new system will allow an effective audit of compliance with the Code of Practice for Victims of Crime to be undertaken in a non-bureaucratic way.
- Processes to monitor compliance with the witness charter are being incorporated within the new crime management system on SLEUTH. Victim management software changes will be introduced by November 2008 with witness management changes following in 2009.

Areas for improvement

- There is no formalised meeting of the three BCU performance inspectors to draw together common themes from the standard systems audit manual checks relative to Citizen Focused policing. The force should develop such meetings to ensure that both good practice and problematic areas can be highlighted in a systematic way.

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

Summary statement

The force has planned to implement corporate service standards expected of all staff when dealing with the public. Satisfaction and confidence performance is fully 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

- The force's approach to service user satisfaction is business embedded while seeking to deliver continuous improvement. Since 2003, a widely and repeatedly publicised strategic aim is to "inspire trust and confidence in our policing services, so that the people of Cumbria feel safe, satisfied and reassured".
- The current force strategy includes a statement of local quality of service standards, work programme actions to comply with the standards and user satisfaction targets.
- Policing plans have included a quality of service commitment since 2005 with the 2007/08 policing plan including a full-page entry on the quality of service commitment and targets.
- BCU plans include user satisfaction content and the local policing summaries, delivered to every household in Cumbria, were written by BCU commanders. They included the local quality of service commitment and a discussion of user satisfaction results for the previous year.
- The force policy on the use of the email system places a requirement upon staff to use the out-of-office function when they plan to be away from access to their emails for an extended period. Anecdotal evidence suggest a high level of compliance with this process which assists the call-handling staff in taking messages for community officers and PCSOs from the public, and redirecting enquiries accordingly.
- Although the force telephone system lacks a voicemail system, in many places telephone answering machines have been brought into use. The switchboard system returns callers to the call-handling centre if a call goes unanswered, allowing customers to be redirected or, in appropriate cases, have an email sent to a member of staff requesting them to call the customer back.
- The force website clearly identifies the 21 LPT areas and allows the public to see the name and photograph of the LPT inspector, all the community officers and PCSOs serving their area.
- Reality checks undertaken as part of the inspection identified that the photographs and names of LPT staff are displayed in public places, such as shops, and includes GARs, telephone and email contact details. During reality checks, neighbourhood officers and PCSOs were known and acknowledged by business representatives and members of the public, demonstrating integration into day-to-day community issues.
- A force-wide marketing campaign on the Code of Practice for Victims of Crime took place in February 2006 with management briefing packs, use of staff bulletins and publication of helpsheets for different practitioners, which was renewed in late 2006.
- As part of their induction, all police staff receive an input on the National Quality of Service Commitment from the strategic development department.
- The ongoing ICIDP training includes Code of Practice for Victims of Crime issues. The performance element of the CLDP training highlights national quality standards and has a focus on victims and witnesses, while all new front-line staff receive

specific inputs on Code of Practice for Victims of Crime and National Quality of Service Commitment.

- A joint Cumbria Constabulary and LCJB partner event launched the standards set out in the new witness charter. This was attended by 110 criminal justice staff including witness care unit staff, 50 sergeants, constables from public protection units and the key force training staff.
- There is a quality of service home page on the force intranet.
- All new communications staff receive specific training on soft skills, which include the National Quality of Service Commitment and Code of Practice for Victims of Crime.
- The ACC (territorial policing) is the lead for Citizen Focus in the force and activity is driven through all business areas by the force operations board.
- The force sees the delivery of policing responses which matter most to the community as being the key driver in increasing confidence and satisfaction and, accordingly, draws direct links between effective NHP delivery and Citizen Focus.
- In April 2006 the force launched the 'Cumbria Respect' campaign, with the intention of providing a co-ordinated and consistent approach to address the issues of ASB which mattered most to our communities. Since that time, significant effort has been placed in developing and marketing the Respect campaign in a systematic way, with a 2007 survey revealing that 50% of respondents were aware of the scheme, compared with 27% in 2006.
- Under the Respect banner, the force has driven improved partnership working and challenged community attitudes. This has resulted in a 14% reduction in ASB incidents since the introduction of the campaign, and between 2005 and 2007 has reduced the number of people county-wide who are worried about ASB on the street, from 62% to 33%.
- The Chief Constable launched the new policing year's performance framework to his senior management team members and other key staff at the force PDC in April 2008. He emphasised three key areas for focus, namely: increased productivity per officer/police staff member, the importance of enhancing the already high levels of confidence and satisfaction, together with the need to apply particular focus on the area of 'follow up' to service delivery.
- The Chief Constable set out his vision for Cumbria Constabulary to have the highest levels of confidence and satisfaction nationally and, equally, to sustain that position over time. With this aim in mind, the PDC then explored differing perspectives on inhibitors to this ambition, and how those issues are currently being addressed and could be further progressed.
- The BCU commanders' performance contracts set out their key drivers for the current financial year. Each of these includes renewed emphasis upon confidence and satisfaction.
- There is clear evidence of staff consistently receiving formal reward and recognition for their work and community officers being eligible for special priority payments.

- The weekly circulation *Staff Matters* consistently highlights activity, such as joint problem-solving and engagement activity, in a manner which not only recognises individual efforts but shares good practice.
- BCU commanders hold awards evenings where certificate of merit and other awards are presented to staff, and a culture of senior manager team members acknowledging activity on a regular basis is prevalent. In addition, there is an annual award to the most outstanding force community officer.
- The force makes regular submissions to the Tilley Awards such as one submitted in 2008 recognising the work undertaken to reduce youth crime and ASB on a social housing estate in Carlisle.

Work in progress

- The force website was being enhanced at the time of the inspection to allow the public to read updates on the local priorities being addressed by the community officer/PCSO and provide them with the direct email and, where available, mobile telephone number for the individual.
- The force learning panel has approved the delivery of one-day training to existing call handlers and multi-skilled staff in the force communications centre, based upon the soft skills training which is currently limited to new starters. This will enhance service standards awareness which have hitherto generally been provided by the circulation of emails and posting of key documents, such as the National Quality of Service Commitment on the intranet.
- The force has invested in new IT systems to support the call-handling and staff deployment process. In November 2009 a new command and control system will be introduced to work alongside a new call-handling system and audio-recording product. The increased functionality of all these products will not only enhance service delivery but incorporate the ability to more effectively draw off performance information, which can be used to drive forward improved customer satisfaction.

Areas for improvement

- The inspection revealed a culture to deliver quality service across the organisation with quality issues addressed by managers in systematic ways, although the level of knowledge of any specific service standards was limited. The force should take every opportunity to publicise service standards internally in order to ensure that all staff are aware, with particular focus placed upon public-facing activities.
- While a supervisory process exists in the force communications centres to quality assure incident handling (10 logs to be checked during each early, late and night shifts, daily), the focus of scrutiny is compliance with the National Crime-Recording Standard and NSIR. There is no evidence of a formal process to dip-sample live or recorded call handler conversations to assess quality issues – an approach which is frustrated by the current technological constraints created by the tape recording systems. The force should define qualitative standards for call handling across the broad spectrum of incident types and monitor compliance in a systematic way that informs both individual and corporate development.

- The inspection revealed limited knowledge of service standards and no specific service standards when dealing with callers to police stations front counters. The force should develop specific service standards for callers to police stations which are monitored in a systematic way.
- While victim care guidance is available for front office staff in written format there appears to have been no formalised soft skills training for staff, instead relying upon a three-week tutorship in the workplace to understand the standards required of them and develop their skills. The force should review the training of current staff and future staff in soft skills which will enhance the customer experience at front counters.
- The force has enjoyed high levels of confidence and satisfaction over a sustained period through an embedded culture of delivering high quality services to customers without the need to brand or overtly drive activity. The force should continue to closely monitor and understand performance outcomes in a systematic way while tracking developments in other forces allowing it both to sustain success and intervene early to address emerging issues over time.

Performance processes include include local satisfaction measures and locally established priorities.

Strengths

- The corporate performance framework includes local satisfaction levels and locally established priorities and NHP performance is routinely included in performance management discussions and scheduled conferences led by the chief officer team.
- Under the Respect banner, which is proactively marketed, the force has driven improved partnership working and challenged community attitudes. This has resulted in a 14% reduction in ASB incidents since the introduction of the campaign, and between 2005 and 2007 has reduced the number of people county-wide who are worried about ASB on the street, from 62% to 33%.
- KIN methodology requires the NHP staff to identify at least 20 key individuals, drawn from the various diversity strands in their area, and is the primary method for formal community engagement. Each person is asked a set series of questions which explore their community priorities and inform joint problem-solving activity. At the conclusion of the problem solving, or at least every six months, the same individuals are again surveyed and the effectiveness of the partnership response assessed and new, or continuing, community priorities identified.
- The Street Safe process is used in areas which are identified as police or partnership 'hot spot' areas. Using the same methodology as KINs, police and partners visit every house in a defined locality and establish a baseline of community concerns and priorities. Joint problem-solving activity is then initiated to address the issues and at the conclusion of this activity the process is repeated to establish the outcomes achieved from a community perspective.
- Informal community feedback drives activity to improve service delivery such as within one LPT area where all victims of violent crime and individuals reporting ASB

receive follow-up calls from the PCSO or community officer for that area in addition to the routine police response generated by their call for service.

- The force’s performance dashboard is accessible to all staff via the intranet system and sets out current and past performance in one accessible location. The presentation of the information has been enhanced to increase ease of access and, in particular, confidence and satisfaction data has been given renewed emphasis in the manner in which that data is presented.

Work in progress

- The force will invest in further improving the frequency and granularity of its data on user satisfaction and public confidence during 2008. This will enhance accountability at a local level (below BCU) and add depth of qualitative information. Options for doing this are currently being developed and assessed by the information management section.

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

	SPI 1e Satisfaction with the overall service provided		SPI 3b Satisfaction of users from minority ethnic groups with the overall service provided	SPI 3b Gap – comparison of satisfaction for white users and users from minority ethnic groups with the overall service provided
	Difference from MSF	2005/06 to 2007/08 change	2005/06 to 2007/08 change	+/-pp
Cumbria Constabulary	+1.6 pp	+1.4 pp	-8.6 pp	+10.5 pp

**pp’ is percentage points.*

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 is unchanged compared with two years ago.

Satisfaction of users from minority ethnic groups with the overall service provided has not significantly declining.

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 10.5% less satisfied.

There is a gap in satisfaction with service delivery between white users and users from minority ethnic groups and 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 Cumbria Constabulary'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.

Strengths

SPI 1e – satisfaction with the overall service provided.

- 84.1% 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 was unchanged in the year ending March 2008; 84.1% of people surveyed were satisfied with the overall service, compared with 82.7% 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; 73.8% of users from minority ethnic groups were satisfied with the overall service provided, compared with 82.5% 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 10.5% less satisfied.
- Cumbria has one of the lowest resident visible ethnic minority populations in the country, at 0.7% of the population. Accordingly, the force is cognisant of the potential volatility in satisfaction survey data because of low sample sizes.
- The force policing plan includes a target for white and BME users to be equally satisfied with the whole service experience and in addition to normal BCU and force

performance frameworks this data is reported to the force's confidence and equality board.

- In May 2005 the constabulary took part in a joint agency independent survey of BME people in Cumbria, to find out how to improve services to BME users. It found that language barriers represented the biggest shortfall in services, and a request for the police to deal more effectively with drunk and racist behaviour. A joint agency BME community day 'Listening to Our Black and Ethnic Communities' took place in February 2006.
- The force's annual public consultation survey for 2007 was used to establish views on contacting the police. It indicated that BME people who made contact with the force did not feel there was any difference in the way they were treated on account of their identity.
- Language Line was launched in 2006, which provides the force with ready access to interpreters on the telephone at any time of the day or night, and the force has significantly increased investment in the provision of interpreters.

Work in progress

- There is an ongoing review of options to improve rapid access to interpreters where evidential standards are not required and a multilingual phrasebook is being developed for use by officers and staff.

Developing practice

See Appendix 2.

Appendix 1: Glossary of Terms and Abbreviations

A

ABC	activity based costing
ACC	assistant chief constable
ACPO	Association of Chief Police Officers
APA	Association of Police Authorities
APACS	assessment of policing and community safety
ASB	anti-social behaviour

B

BCU	basic command unit
BME	black and minority ethnic

C

CDRP	crime and disorder reduction partnership
CIDO	community intelligence development officer
COG	chief officer group
CPS	Crown Prosecution Service
CSI	crime scene investigator

E

ECM	effective contact management
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G

GAR	geographic area of responsibility
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H

HMI	Her Majesty's Inspector
HMIC	Her Majesty's Inspectorate of Constabulary

I

IAG	independent advisory group
ICIDP	initial crime investigators' development programme
IPLDP	initial police learning and development programme
IT	information technology

K

KDI	key diagnostic indicator
KIN	key individual network

L

LAA	local area agreement
LCJB	local criminal justice board
LPT	local policing team
LSP	local strategic partnership

M

MORI	Market and Opinion Research International
MSF	most similar group

N

NCTT	National Community Tension Team
NHP	Neighbourhood Policing
NHW	Neighbourhood Watch
NIM	National Intelligence Model
NPIA	National Policing Improvement Agency
NPP	Neighbourhood Policing programme
NPRR	National Reassurance Policing Programme
NSIR	National Standards for Incident Recording
NVQ	National Vocational Qualification

P

PCSO	police community support officer
PDC	performance development conference
PP	percentage point
PPAF	policing performance assessment framework
PSD	professional standards department

S

SARA	scanning, analysis, response, assessment
SGC	specific grading criteria
SPI	statutory performance indicator
SSCTP	safer stronger communities thematic partnership
SSP	safer schools partnership

W

WMS	witness management system
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Appendix 2: Developing Practice

Inspection area: Developing Citizen Focus policing
Title: Access to police and CPS computer systems by all witness care unit staff.
Problem: Staff in the joint witness care unit are either employed by the police or the CPS. Initially, staff could only access information from their own employer's computer systems. This meant that police staff had to use the CPS program witness management system (WMS) through an internet link. This link frequently failed or was unobtainable. Inevitably, police staff needed to ask CPS staff to access and update the system on their behalf, which was both time-consuming and inefficient.
Solution: Through the police and CPS IT departments, a 'switch box' was installed. This means that all staff can now access both organisations' computer systems by simply pressing two keys on their keyboard. The switch box is cheap, easy to install and prevents the potential of virus transfer between the police and CPS networks. One keyboard/screen is used but two computer towers are required.
Evaluation: An initial review of the witness care unit highlighted this issue. The review included an activity analysis exercise, which concluded that staff were spending time attempting to access WMS through the internet, or on behalf of others on the team. Although no further activity analysis has been undertaken since implementation, a second review and subsequent change management programme has allowed the time made available to be used to offer a better quality of service. This has included results letters being posted within the target time, and a greater proportion of needs assessments being undertaken by telephone.
Outcome(s): The increased efficiency has allowed the unit to be more proactive regarding its witness care. The unit's results regarding the percentage of witnesses and victims attending court are higher than the national average, as are their satisfaction levels as measured through the witness and victim's experience survey.
Force contact: Heather Rothwell, Witness Care Unit Manager – 01539 815568.

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.