

# **Her Majesty's Inspectorate of Constabulary**



## **Baseline Assessment Devon and Cornwall Constabulary**

**October 2005**

*Devon and Cornwall Constabulary - Baseline Assessment*  
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## Introduction to Baseline Assessment

This report is the outcome of HMIC's assessment of Devon and Cornwall Constabulary's performance during 2004/05, measuring, where appropriate, the force's progress since the initial baseline assessment published in June 2004, and, where such comparison has not been feasible, gauging performance against agreed standards and known good practice.

Baseline assessment has been developed by HMIC to reflect a dynamic performance environment in which the Police Reform Act and the Policing Performance Assessment Framework (PPAF) have had a significant impact. Baseline assessment makes considerable use of self-assessment and grading criteria to produce one of four delivery grades – *Excellent, Good, Fair* or *Poor* – across a broad range of policing activities. In many cases, a 'direction of travel' grade – *Improved, Stable* or *Deteriorated* – is also noted. Baseline assessment is a diagnostic assessment that generates a tailored programme of inspection activity for each force – ie, future inspection activity will be intelligence-led and will reflect the overall performance of the force.

A number of changes were made to the evidence-gathering frameworks for 2004/05, but the core of the assessment is intact. The changes have:

- absorbed some less substantive issues such as prisoner handling into more comprehensive frameworks;
- enhanced coverage of citizen focus/neighbourhood policing issues; and
- differentiated internal diversity issues such as recruitment from outward-facing service quality and fairness policies.

In 2003/04 we used generic criteria to underpin the various grades, but, with the help of Association of Chief Police Officer (ACPO) business area leads and expert practitioners, specific grading criteria were developed to ensure a more reliable and robust approach to grading this year. Last year's gradings sought to reflect and give credit for improvement – and the converse for declining trends – whereas in 2004/05 the delivery grade is essentially a comparison with peers and performance over time is denoted by the direction of travel grade. Where the framework has changed significantly from last year, as is the case with the two diversity frameworks, it is inappropriate to denote the direction of travel. These frameworks will have a direction of travel assessment in future years. Professional Standards is the subject of a full inspection in all 43 forces in autumn 2005 and therefore has not been graded in this report.

Forces and authorities will be aware of work led by HM Inspector Denis O'Connor, in response to a commission from the Home Secretary to advise him on structural issues, which reviewed forces' capability to deliver 'protective services'. These reviews overlapped with baseline assessments in several areas, notably Tackling Level 2 Criminality and Major Crime Investigation, and HMI determined that the baseline grade should reflect the full body of evidence available. In other areas, such as implementation of the National Intelligence Model (NIM), HMIC is working closely with colleagues in the National Centre for Policing Excellence to arrive at consistent assessments of performance.

The delivery grades for each activity are derived from a combination of objective, quantitative evidence and qualitative assessments that seek to contextualise performance. Judgements are based on available evidence of performance in the year 2004/05, but unfortunately, in a small number of areas, end-of-year data was not available at the point (mid-September) when gradings had to be finalised. The main activities affected are Criminal Justice (absence of COMPASS data on file quality, etc) and Fairness and Equality,

where information on stop and search activity is not available. In these cases, the most up-to-date information available is used.

The baseline assessment reports for each force will be publicly available on HMIC's website but, for the first time, the summary results (ie, the delivery gradings and direction of travel gradings) will be combined with forces' results against statutory performance indicators (SPIs) to produce a combined assessment. This combined assessment shows performance for each baseline framework and SPI, then combines the results to produce a headline grading for each of the seven domains in the PPAF. So, for example, performance for the Reducing Crime domain might be expressed as *Good* and *Improved*.

The Local Policing domain is intended to show the impact of deploying police resources to meet local (either force or basic command unit (BCU)-level) priorities. HMIC will assess whether these priorities have been derived appropriately and will gauge success in meeting the relevant objectives. Until the Association of Police Authorities has issued guidance to ensure consistent and robust methods of setting local priorities, an interim approach has been agreed. The tripartite PPAF Steering Group has therefore agreed that, for this year and for 2005/06, the Local Policing domain will consist of HMIC's Neighbourhood Policing framework and SPI 1c – the British Crime Survey-based measure of confidence in the force concerned.

The police service is committed to continuous improvement in the quality of services it delivers to local communities. HMIC shares this commitment and sees its activities as a catalyst for improvement. The response of individual forces to last year's assessment has been highly commendable, and tangible improvement is evident in areas such as call handling and volume crime reduction. But because the comparison in performance terms is with the force's peers (using the most similar force (MSF) groupings), it is possible to improve over time and yet still receive a *Fair* or even *Poor* grade. This is notable in the grades for volume crime reduction and reflects the fact that expectations on forces are high, and that the performance of similar forces is the benchmark. Increasingly, the service is setting itself – or is being set by Ministers – demanding targets for the quality of services it provides; wherever such standards and targets have been set, HMIC will inspect against them.

#### *The Future Development and Application of Baseline Assessment*

As the name implies, this assessment represents a baseline against which the force's future performance will be gauged. Using NIM-type risk assessment, HMIC will use the results set out in this report to shape the extent and nature of inspection activity in the coming year. A number of forces will benefit from 'inspection breaks', with only a light-touch validation of their self-assessment in 2006 and an HMI-led assessment of leadership and corporate governance.

While seeking to minimise changes to the structure and content of the baseline frameworks, we will take expert advice on how to tighten them and make them absolutely 'fit for purpose'. Incorporating some of the 'protective services' issues is an important development. An ACPO lead has been identified for each framework area and will have a key role in agreeing the content and specific grading criteria (SGC), and will subsequently be involved in moderating the gradings in summer 2006. The revised frameworks and SGC will be issued together by December 2005.

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*Conclusion*

This assessment is the result of on-site work conducted by HMIC staff officers, on behalf of HM Inspector Jane Stichbury, CBE, QPM, BA, MA, in spring 2005. It takes account of a wide range of documentary evidence, structured interviews at headquarters and in BCUs, and the results of consultation with many of the force's partner agencies and other stakeholders. Performance data has been examined to identify recent trends and to make comparisons with other forces using financial year performance data.

The following forces have been identified as being most similar to Devon and Cornwall in terms of demography, policing environment and other socio-economic factors: Avon and Somerset, Cumbria, Gloucestershire, Kent, Norfolk, North Yorkshire, and Suffolk. When making comparisons in this report, the average performance in this group, known as the most similar forces (MSF) group, will be used.

HM Inspector wishes to thank the members of the force and police authority for their assistance in supplying information, conducting self-assessment and setting aside time to speak to HMIC staff. The assessment would not have been possible without their assistance and contribution.

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<b>Baseline Assessment 2005 Frameworks</b>			
<b>1 Citizen Focus (PPAF domain A)</b>			
<b>1A Fairness and Equality</b> <ul style="list-style-type: none"> <li>• Equality of service delivery</li> <li>• Community cohesion</li> <li>• Engaging with minority groups</li> </ul>	<b>1B Neighbourhood Policing and Community Engagement</b> <ul style="list-style-type: none"> <li>• Effective mechanisms for obtaining community views</li> <li>• Responding to local priorities</li> <li>• Effective interventions and problem solving with partners and communities</li> <li>• Community involvement with police</li> </ul>	<b>1C Customer Service and Accessibility</b> <ul style="list-style-type: none"> <li>• Quality of service to victims and witnesses</li> <li>• Customer care</li> <li>• Responding to customer needs</li> <li>• Accessibility of policing services</li> </ul>	<b>1D Professional Standards</b> <ul style="list-style-type: none"> <li>• Investigation of public complaints</li> <li>• Improving professional standards</li> <li>• Combating corruption and promoting ethical behaviour</li> <li>• Reducing complaints and learning lessons</li> </ul>
<b>2 Reducing Crime (PPAF domain 1)</b>			
<b>2A Reducing Hate Crime and Crimes against Vulnerable Victims</b> <ul style="list-style-type: none"> <li>• Partnerships on child protection, reducing race crime, domestic violence (DV) and homophobic crime</li> <li>• Performance in reducing these crimes</li> <li>• Multi-agency police protection arrangements (MAPPA) and sex offenders</li> </ul>	<b>2B Volume Crime Reduction</b> <ul style="list-style-type: none"> <li>• Crime strategy</li> <li>• Performance in reducing volume crime</li> <li>• Problem solving</li> <li>• National Crime Recording Standard (NCRS) compliance</li> </ul>	<b>2C Working with Partners to Reduce Crime</b> <ul style="list-style-type: none"> <li>• Basic command unit (BCU) support for crime and disorder reduction partnerships (CDRPs)</li> <li>• Drugs prevention/harm reduction</li> <li>• CDRP crime reduction performance</li> </ul>	
<b>3 Investigating Crime (PPAF domain 2)</b>			
<b>3A Investigating Major and Serious Crime</b> <ul style="list-style-type: none"> <li>• Detection rates for murder, rape and other serious crime</li> <li>• Integration with overall crime strategy</li> <li>• Compliance with Association of Chief Police Officers (ACPO) murder manual</li> <li>• Early identification of critical incidents that may escalate into major inquiries</li> </ul>	<b>3B Tackling Level 2 Criminality</b> <ul style="list-style-type: none"> <li>• Crime that crosses BCU and/or force boundaries</li> <li>• Support for regional intelligence and operations</li> <li>• Asset recovery (Proceeds of Crime Act (POCA))</li> <li>• Effective targeted operations</li> <li>• Quality packages to National Criminal Intelligence Service (NCIS)</li> </ul>	<b>3C Investigating Hate Crime and Crimes against Vulnerable Victims</b> <ul style="list-style-type: none"> <li>• Investigation/detection of child abuse, race crime, DV and homophobic crime</li> <li>• Integration with overall crime strategy</li> <li>• Joint training (eg with social workers) and investigation</li> </ul>	
<b>3D Volume Crime Investigation</b> <ul style="list-style-type: none"> <li>• Crime strategy</li> <li>• Crime recording</li> <li>• Investigative skills, eg interviewing</li> <li>• Automatic number plate recognition (ANPR)</li> <li>• Detection performance</li> </ul>	<b>3E Forensic Management</b> <ul style="list-style-type: none"> <li>• Specialist scientific support</li> <li>• Use of National Automated Fingerprint Identification System (NAFIS), DNA, etc</li> <li>• Integrated management of processes</li> <li>• Performance in forensic identification and detection</li> </ul>	<b>3F Criminal Justice Processes</b> <ul style="list-style-type: none"> <li>• Quality and timeliness of case files</li> <li>• Custody management/prisoner handling</li> <li>• Youth justice</li> <li>• Police National Computer (PNC) compliance</li> </ul>	

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<b>4 Promoting Safety (PPAF domain 3)</b>		
<b>4A Reassurance</b> <ul style="list-style-type: none"> <li>Operational activity to reassure communities</li> <li>Use of media to market success</li> <li>Uniformed patrol and visibility</li> <li>Extended police family</li> <li>Performance in reducing fear of crime</li> </ul>	<b>4B Reducing Anti-Social Behaviour (ASB) and Promoting Public Safety</b> <ul style="list-style-type: none"> <li>Non-crime activities of CDRPs and other partnerships</li> <li>Use of ASB legislation, tools, etc</li> <li>Road safety partnerships</li> <li>Emergency planning</li> </ul>	
<b>5 Providing Assistance (PPAF domain 4)</b>		
<b>5A Call Management</b> <ul style="list-style-type: none"> <li>All aspects of call handling and call management</li> <li>Initial incident response</li> <li>Early identification of critical incidents</li> <li>Performance in answering and responding to public calls</li> </ul>	<b>5B Providing Specialist Operational Support</b> <ul style="list-style-type: none"> <li>Management of central operational support</li> <li>Police use of firearms</li> <li>Capability for policing major events/incidents</li> </ul>	<b>5C Roads Policing</b> <ul style="list-style-type: none"> <li>Effectiveness of arrangements for roads policing</li> <li>Integration/support for other operational activity</li> </ul>
<b>6 Resource Use (PPAF domain B)</b>		
<b>6A Human Resource (HR) Management</b> <ul style="list-style-type: none"> <li>HR strategy and costed plan</li> <li>Key HR issues not covered in 6B or 6C</li> <li>Health and safety</li> <li>Performance in key HR indicators</li> </ul>	<b>6B Training and Development</b> <ul style="list-style-type: none"> <li>Costed training strategy and delivery plan</li> <li>Key training and development issues</li> </ul>	<b>6C Race and Diversity</b> <ul style="list-style-type: none"> <li>Action to promote fairness in relation to race, gender, faith, age, sexual orientation and disability</li> <li>Performance in meeting key targets</li> </ul>
<b>6D Resource Management</b> <ul style="list-style-type: none"> <li>Resource availability</li> <li>Effective use of resources to support front-line activity</li> <li>Devolved budgets</li> <li>Finance, estates, procurement and fleet management functions</li> </ul>	<b>6E Science and Technology Management</b> <ul style="list-style-type: none"> <li>Information systems/ information technology (IS/IT) strategy and its implementation</li> <li>Programme and project management</li> <li>Customer service</li> <li>Adequacy of key systems</li> <li>Business continuity/disaster recovery</li> </ul>	<b>6F National Intelligence Model (NIM)</b> <ul style="list-style-type: none"> <li>Extent to which structures, processes and products meet NIM standards</li> <li>Integration of NIM with force planning and performance management</li> <li>Use of community intelligence</li> <li>Application of NIM to non-crime areas</li> </ul>
<b>7 Leadership and Direction</b>		
<b>7A Leadership</b> <ul style="list-style-type: none"> <li>Extent to which the chief officer team is visible and dynamic, sets and upholds a vision, values and standards, promotes a learning culture, and sustains a well-motivated workforce</li> <li>Effectiveness of succession planning</li> <li>Promotion of corporacy</li> </ul>	<b>7B Strategic Management</b> <ul style="list-style-type: none"> <li>Integrated strategic planning framework</li> <li>External communication/ consultation</li> <li>Relationship with local police authority (PA)</li> <li>Police reform implementation</li> <li>Internal communication/ consultation</li> <li>Programme and project management</li> <li>Management of reputation/ public expectations</li> </ul>	<b>7C Performance Management and Continuous Improvement</b> <ul style="list-style-type: none"> <li>Effective performance management structures and processes at all levels</li> <li>Quality and timeliness of performance/management information</li> <li>Internal inspection/audit/quality assurance (QA) systems</li> <li>Effectiveness of joint force/PA best value reviews (BVRs)</li> </ul>



## **Force Overview and Context**

Devon and Cornwall Constabulary serves the counties of Devon and Cornwall and the Isles of Scilly and is the largest territorial police force in England. Situated in the south-west of England the counties cover an area of 3,960 square miles and have a coastline of over 550 miles. The challenges of policing such an area are diverse and complex. In an area where one might expect to find an affluent population, there are areas of significant social deprivation, especially in the west of Cornwall, where unemployment is significant.

The counties include areas of significant population such as Torbay, Exeter, Truro and Plymouth. Plymouth has a population of over 254,000, plus an additional population of approximately 353,000 people who commute into the city for work and leisure. By contrast the force also polices areas of rural sparsity and important heritage sites, such as Dartmoor, Bodmin Moor, the Isles of Scilly and the coastline. The total population of the force area is approximately 1.5 million, and there is a minority ethnic population of approximately 18,400, representing 1.2% of the total population. The resident population was swelled by 11.3 million visitors to the force area during the year (Tourism Board, 2003).

The force command team (FCT) consists of the Chief Constable, a deputy chief constable (DCC) and three assistant chief constables (ACCs) holding the portfolios of operations, operational support and personnel. A director of finance and administration completes the team. The force revenue budget for 2004/05 is £233.2 million. Staffing levels at 31 March 2004 were 3,311 police officers, 1,925 full-time equivalent police staff, 602 special constables, 51 police community support officers (PCSOs) and 102 traffic wardens.

The force has undergone significant structural and cultural change over the past few years. Following the appointment of the current Chief Constable some headquarters functions were restructured and an ongoing transition towards transformational styles of leadership commenced. Territorially the force comprises four basic command units (BCUs): Cornwall and the Isles of Scilly, Plymouth, North and East Devon, and South and West Devon. Each is commanded by a chief superintendent; typically there is a superintendent, who acts as a deputy to the BCU commander, a superintendent partnership and a further superintendent who is responsible for operations. These senior staff are supported by chief inspectors who have specialist or geographical areas of responsibility. Suitably qualified police staff support each area management team, with responsibility for human resource (HR) and business management.

The cultural changes still under way in the force are being promoted by the FCT and are based on the concept of geographical ownership and accountability from BCUs down to sector and neighbourhood levels. In February 2005 the FCT launched the new vision, mission and values to further clarify and focus strategic direction by developing the existing strategic policing aims and statement of purpose and developing the engagement circle relating to neighbourhood policing. This vision includes a commitment to provide each of the neighbourhoods in the two counties with a dedicated constable and, importantly, that these officers will not be abstracted unless absolutely necessary. The changing culture of the organisation is proving a challenge for the force, but already there are signs the new style of leadership is becoming embedded.

Devon and Cornwall's performance is captured throughout this report; detailed performance tables are set out in Appendix A. While there is an effective performance regime in relation to criminal justice, the force was not on track to achieve its target on offences brought to justice, although recent improvements have established a positive trend which will now lead to attainment of this target. Good progress is, however, being made in combating Class A drugs

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and in the recruitment of black and minority ethnic officers. During the period under review the two counties experienced some significant major crime, and as a result large numbers of experienced detectives were abstracted from their core functions. While considerable success was evident in relation to the detection of these major crimes, performance in relation to the detection of volume crime has slipped during 2004/05. The constabulary did, however, succeed in achieving a 'green' assessment for its compliance with the National Crime Recording Standard (NCRS) for the second year running.

Performance in relation to call handling continues to improve, with some innovative and creative approaches to team and individual training and development, action to reduce sickness and continuing improved achievement against targets. Improvements have also been recognised in relation to training, which was subject of an independent national review by HMIC Training during 2004/05. Concerns, however, in relation to HR management have been raised and are recorded within this document.

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Summary of Judgements	Grade	Direction of Travel
<b>1 Citizen Focus</b>		
1A Fairness and Equality	<b>Fair</b>	
1B Neighbourhood Policing and Community Engagement	<b>Good</b>	<b>Improved</b>
1C Customer Service and Accessibility	<b>Good</b>	<b>Improved</b>
1D Professional Standards		
<b>2 Reducing Crime</b>		
2A Reducing Hate Crime and Crimes against Vulnerable Victims	<b>Good</b>	<b>Stable</b>
2B Volume Crime Reduction	<b>Good</b>	<b>Stable</b>
2C Working with Partners to Reduce Crime	<b>Excellent</b>	<b>Stable</b>
<b>3 Investigating Crime</b>		
3A Investigating Major and Serious Crime	<b>Fair</b>	
3B Tackling Level 2 Criminality	<b>Fair</b>	
3C Investigating Hate Crime and Crimes against Vulnerable Victims	<b>Good</b>	<b>Stable</b>
3D Volume Crime Investigation	<b>Fair</b>	<b>Deteriorated</b>
3E Forensic Management	<b>Fair</b>	<b>Improved</b>
3F Criminal Justice Processes	<b>Good</b>	<b>Deteriorated</b>
<b>4 Promoting Safety</b>		
4A Reassurance	<b>Good</b>	<b>Stable</b>
4B Reducing Anti-Social Behaviour and Promoting Public Safety	<b>Good</b>	<b>Stable</b>
<b>5 Providing Assistance</b>		
5A Call Management	<b>Fair</b>	<b>Improved</b>
5B Providing Specialist Operational Support	<b>Good</b>	<b>Stable</b>
5C Roads Policing	<b>Good</b>	<b>Stable</b>
<b>6 Resource Use</b>		
6A Human Resource Management	<b>Poor</b>	<b>Deteriorated</b>
6B Training and Development	<b>Fair</b>	<b>Improving</b>
6C Race and Diversity	<b>Fair</b>	
6D Resource Management	<b>Good</b>	<b>Stable</b>
6E Science and Technology Management	<b>Fair</b>	<b>Improved</b>
6F National Intelligence Model	<b>Good</b>	<b>Stable</b>
<b>7 Leadership and Direction</b>		
7A Leadership	<b>Fair</b>	
7B Strategic Management	<b>Fair</b>	<b>Deteriorated</b>
7C Performance Management and Continuous Improvement	<b>Good</b>	<b>Stable</b>

## 1 Citizen Focus (Domain A)

Devon and Cornwall Constabulary, with full support from its Police Authority, continues to maintain its high commitment to neighbourhood policing. Under the banner of the principles of policing and more recently the new vision, mission and values and the engagement circle, noticeable improvements to levels of citizen focus and customer service have been achieved. The strong emphasis on geographical ownership has developed good local knowledge and engagement with partners. Enhancements to the use of PCSOs and extended police family are being explored, and innovative approaches to consultation mechanisms, particularly with difficult-to-reach groups, have assisted engagement with these communities.

### 1A Fairness and Equality

Fair
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#### Strengths

- The DCC continues to maintain a high public profile in relation to various strategic aspects of diversity, demonstrating his personal commitment to this issue. He has national responsibility in relation to lesbian, gay, bisexual and transgender (LGBT) issues.
- The Commission for Racial Equality (CRE) conducted a formal investigation of the police service during the course of this baseline assessment. The constabulary's race equality scheme was found to be non-compliant; however, after revision by the constabulary the CRE has deemed the scheme lawfully compliant.
- The CRE identified elements of Devon and Cornwall's race equality scheme as good practice.
- Victim satisfaction figures for 2004/05 show the constabulary in a positive light in relation to victims of racist incidents – the constabulary is placed second and third respectively in its MSF and in the top quartile nationally, a picture reinforced in relation to user satisfaction from members of black and minority ethnic groups (see Appendix A).
- Following the release of the 'Secret Policeman' the FCT adopted a very high profile both internally and externally, giving clear messages that racial discrimination would not be tolerated either internally or externally. Since then a package of race and diversity training has been delivered across the organisation. (See Areas for Improvement below.)
- The constabulary continues in its innovative approaches in relation to hard-to-reach groups. Examples include work conducted in relation to asylum seekers, refugees and specific ethnic minority groups. PCSOs and neighbourhood beat managers (NBM) have specific ownership and responsibility to engage with these communities and local partners.
- There is evidence of good working relationships between the constabulary and LGBT support groups within the local communities.

## **Areas for Improvement**

- While there has been a rollout of diversity training, concerns have been raised over the quality and quantity of the diversity training, with questions being raised as to the level of knowledge in some of those expected to deliver it. Although some training is ongoing on an ad hoc basis, there is inadequate central co-ordination or input from the training department. There has been recognition of this weakness, which is being addressed by training and the proposed appointment of an equality and diversity training manager.
- While diversity training has now been delivered across the constabulary, the style and content have varied between BCUs, with some, not wishing to wait for the corporate package, progressing ahead of others. There is scope for evaluation of the recent package to ensure corporacy and reduce gaps in delivery.
- There is evidence of a lack of consultation with relevant minority support groups within the organisation, and greater use could be made of external community partners.
- Concerns remain that the 'gender agenda' has yet to be fully mainstreamed. Examples include the lack of a women's network as developed in many other forces around the country and lack of structured mentoring and development opportunities.
- A full impact assessment relating to the implementation of the race equality scheme has not yet been undertaken. However, the current scheme action plan seeks to address this and is owned by a newly appointed inspector who is centrally based.
- While work has started to develop race and other independent advisory groups across the two counties, and there is evidence of good community involvement at different levels on BCUs, these developments appear organic and there is scope for better corporate direction.
- Some work has been undertaken to monitor impact in the two key areas of hate crime and stop and search, but at present no specific work is being undertaken to review disproportionality for stop searches.

## 1B Neighbourhood Policing and Community Engagement

Good	Improved
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### Strengths

- There remains a clear strategic commitment to neighbourhood and community policing engagement, with, at the time of assessment, the lead officer being the assistant chief constable (territorial policing) (ACC (TP)). Following a recent portfolio change this role now falls to the DCC, who laid the foundations of neighbourhood engagement two years ago with the 'principles of policing' strategy.
- The high-profile ACC (TP) has maintained an active and visible stance among not only BCU commanders but also key stakeholders in communities. He has been an active driver in relation to both reassurance and neighbourhood policing. He now sits on the national panel for neighbourhood policing and is in a position to translate internal organisational learning: influencing national guidelines and policies as well as obtaining best practice for the benefit of the constabulary.
- Close working relationships established across the two counties with partner agencies have proven their worth in recent years at incidents such as Boscastle and at the scenes of other major investigations where partnership working at BCU and constabulary level enabled effective, co-ordinated response to reassure communities.
- The commitment that every community will have a named NBM has been delivered. There are over 350 NBMs providing visible reassurance to the public. This commitment of resources equates to over 10% of the police officer strength. Strict monitoring and controls are exerted to minimise abstractions, and the identity of each NBM is widely marketed within their areas.
- Devon and Cornwall Constabulary continues to make concerted efforts to forge links with hard-to-reach groups with some success (see also Section 1A).
- Strenuous efforts have been made to engage with youth in the community through NBMs and through dedicated youth affairs officers. The ethos and process of restorative justice (RJ) has been introduced, underpinned by every NBM attending a three-day RJ training course. The constabulary believes this is the most extensive training programme conducted nationally. Close working relationships have been maintained with schools across Devon and Cornwall.
- The now well-established Investigation Support Panel, comprising executive stakeholders from a range of business interests, has been utilised to good effect on a number of major enquiries. This forum can be convened in the event of major incidents or emergencies and can provide practical assistance in terms of resources or specialist advice in a range of circumstances.
- The commitment to neighbourhood policing is reflected by the fact that all crime and disorder reduction partnerships (CDRPs) have dedicated police officers aligned to them. These officers are regular attendees at local CDRP meetings and wider county meetings and are actively engaged in community problem solving and neighbourhood reassurance.
- The constabulary has maintained its investment in analytical posts affiliated to CDRPs. These post holders have played a lead role in the conduct of community safety audits.

### **Areas for Improvement**

- In consultation with the Police Authority, a police family strategy has been developed. This will map the future of the extended police family.
- This will be assisted by Project Amethyst, the force-wide multi-agency data exchange system, and MOSAIC, an IT system which has the capability to assist in mapping current and future policing needs in relation to crime reduction and reassurance. The process will soon be functioning and will assist the business planning process for the next three to five years. Both these have the potential to become real strengths once they begin to deliver the anticipated results.
- Although community intelligence is being collected and features in local tasking and co-ordination, a limiting factor remains the provision of effective IT to enable sector inspectors to effectively manage the business accounts. Provision of this upgrade would allow sector inspectors to prioritise and deploy resources in line with local control strategies.
- Operation Nerine relates to the summer policing arrangements across the constabulary. The strategy allows the organisation to maximise its opportunities for deployment at a time of peak demand. The scheme has, however, been criticised from some quarters and there may be scope to make more use of the knowledge now available relating to community safety accreditation schemes to assist in reducing demand for more expensive police resources by utilising trained local resources in high-visibility patrols.

## 1C Customer Service and Accessibility

Good	Improved
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### Strengths

- The Chief Constable has recently articulated the constabulary's mission, vision and values by using a high-profile road show attended by all members of the FCT and members of the Police Authority addressing management grades throughout the organisation.
- According to the British Crime Survey (BCS), Devon and Cornwall has the third highest satisfaction level in its MSF, with 63.8% satisfied with overall service provided, compared with the MSF average of 55.5%. This places the constabulary in the top quartile nationally. Customer satisfaction remains a key area of performance for Devon and Cornwall, as reflected in the setting of an organisational target. The aim is to achieve a level of satisfaction with the service provided of at least 75%, which has been achieved in three out of the five statutory performance indicator criteria (which are measured separately to the BCS measure).
- Good progress has been achieved regarding the introduction of interactive screens for visually impaired members of the public who use the external internet website. Research using visually impaired volunteers has been undertaken to establish the most suitable colours, font size and backgrounds for their needs.
- Recognition of the need to think laterally regarding the provision of front counter services and public interface has resulted in good work to improve the accessibility and opening hours of stations across the constabulary. One example is the introduction of shop-front police premises at Brixham.
- Following the appointment of the director of communications, steps have been taken to improve communication between the media department, property and the estates strategy working group. The intention is to provide a corporate image to front counters and a corporate style regarding signage and image around the constabulary.
- Satisfaction surveys which raise local policing and performance issues are now returned to BCU commanders. The planned development and expansion of the performance monitoring review (PMR) process from BCU to sector level will include close scrutiny of the resolution of matters raised within these surveys.
- Examples are evident of good liaison between Cornwall and North and East Devon BCUs and their respective multi-agency partners around a robust estates management programme which has included the exploration of co-location sites and joint funding arrangements.
- The extension of the facilities offered by Language Line, a translation service now available to front-line officers and staff, represents a significant improvement in access to service for customers whose first language is not English.

### Areas for Improvement

- The constabulary has identified that there is scope for improvement in a range of media channels and as a result has appointed a qualified professional as director of corporate communications. At the time of assessment, however, it was felt that the headquarters media department remained reactive rather than proactive. Concerns about the accessibility to the department of Police Authority members have been



- voiced.
- While there has been general satisfaction from customers making contact with the police, there is scope for improved contact management with victims in relation to domestic burglary, violent crime, vehicle crime and road traffic collisions. (See Appendix A.)
  - Quality of service features as an important issue on a range of training courses, including those for probationers, sergeants, transferees and call-handling staff. A gap has been identified, however, among mid-service constables and long-serving support staff members with regard to their awareness of customer care. Following the launch of the constabulary's mission, vision and values it is important that buy-in from these staff is achieved.
  - There are some excellent examples of opportunities being grasped by local sector inspectors and NBM's to identify funding sources and chances to share shop fronts and other community buildings. A gap, however, exists in the provision of training on corporate marketing, opening hours, Disability Discrimination Act and insurance issues. These operational officers would benefit from some guidance in this area.
  - The constabulary is recruiting BCU-based marketing communicating officers who will have internal and external marketing roles. These posts will be line managed by BCUs with close links to headquarters to ensure corporacy.

## **1D Professional Standards**

HMIC has a statutory responsibility to remain fully informed as to the effectiveness of forces' handling of complaints. Following the transition to baseline assessment, and the high-profile outcomes of three separate national inquiries, HMIs identified the need for a focused inspection of professional standards (including complaints) in each force to provide a robust comparative baseline for ongoing assessments of progress.

In October/November 2005, every force will undergo a focused inspection of professional standards. The programme has been designed in conjunction with ACPO, APA, HO and the Independent Police Complaints Commission to ensure that the respective interests of each are addressed and that duplicative inspection activity can be avoided.

The programme of inspections will produce separate public reports and gradings for each force and, in addition, a national thematic inspection report that will consolidate themes, trends and transferable good practice. In view of the scale and timing of the full programme of inspections, the 2004/05 grading for professional standards has been deferred to 2006. As a result, there is no professional standards framework content within this report.

## 2 Reducing Crime (Domain 1)

While crime levels continue to remain relatively low in Devon and Cornwall, the constabulary has again maintained reductions in volume crime across a range of indicators in 2004/05. This improvement in performance has been assisted through its continuing strong focus on partnership and community problem solving and excellent engagement at both a strategic and tactical level with a wide range of partners. The constabulary has been awarded a green rating for NCRS compliance for a second consecutive year. Several BCUs, with partners, have developed innovative initiatives to combat violent crime with positive outcomes and good practice being shared force-wide through the violent crime Gold group. Considerable work has been undertaken around areas of domestic violence (DV), all forms of hate crime and repeat victimisation, and improvements in satisfaction rates and increases in arrests for such offences are evident.

### 2A Reducing Hate Crime and Crimes against Vulnerable Victims

Good	Stable
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#### Strengths

- The DCC is the constabulary champion on diversity and has ultimate command responsibility for BCU performance, including hate crime reduction and investigation. Each BCU has a superintendent with specific responsibility for performance on tackling hate crime, supported by at least one diversity manager who is able to identify trends and emerging issues in terms of hate crime. This structure has enabled corporacy and effective partnership engagement.
- The constabulary is achieving rates of satisfaction from victims of racist incidents which are above the MSF average and significantly above the national average. In support of the drive to reduce DV, a 73.5% arrest rate has been achieved at incidents of DV, an improvement on the 2004 performance and significantly higher than the national average. Other performance figures relating to incidents of race and hate crime are not so positive, being on par with or slightly below MSF and national averages.
- There is a comprehensive range of policies to address hate crime, and clear guidance is provided to officers. Policies exist on topics including gender and sexual orientation, ethnicity, DV, and vulnerable and intimidated witnesses, and a new immigration policy is under development.
- The constabulary has two targets relating to the reduction of repeat victimisation for racially motivated crime and crimes involving DV which are mentioned as a sub-set in local policing plans and control strategies. Multi-agency panels exist for race hate issues and DV, and there is good evidence of effective partnership working in North and East Devon relating to multi-agency police protection arrangements (MAPPA), where a member of HM Prison Service has the chair. This strategic move has proved very beneficial to the process.
- During 2004/05 an extensive package of DV training, involving partner agencies, has been delivered across the organisation. The monitoring of incidents is conducted daily. Critical incident managers review each incident of recorded DV, ensuring appropriate action has been taken. All undetected crimes are reviewed centrally prior to closure, and DV is a standing agenda item at daily tasking.
- A comprehensive risk assessment is conducted in every case of reported DV.

Robust reviewing processes have identified improved supervision and evidence gathering. The constabulary is attributing an increase in reporting of DV incidents to increased public confidence.

- There has been a rise from 68% to 74% in DV incidents where a power of arrest was utilised, placing the constabulary on par with the MSF average but significantly above the national average. There has also been a slight reduction in the percentage of partner-on-partner violence reported.
- There is evidence of good partnership working and information-sharing protocols between a range of partner agencies, although some policies are still under development. Each BCU has employed a disclosure officer who works closely with social services, education and health. This liaison is intended to ensure that working practices for information disclosure in child abuse proceedings are corporate and seamless.

### **Areas for Improvement**

- Progress towards the development of community support units (public protection units) has been variable across the four BCUs. The constabulary is alert to this and has set targets for the introduction of these units. There is also scope for greater corporacy in this respect, with one model being adopted.
- Some staff lack awareness of performance issues and the impact of tasking and co-ordination on their specific roles. There is scope for better communication between managers and their staff following involvement at strategic and tactical TTC&G meetings.

## 2B Volume Crime Reduction

Good	Stable
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### Strengths

- A continuing reduction has been achieved for domestic burglary, and the public service agreement reduction targets for burglary and vehicle crime were exceeded by 55%; at the end of 2004/05 burglary in the county was at its lowest level for seven years at 8.3 offences per 1,000 households, compared with an MSF average of 9.7 and a national average of 14.4 per 1,000 households. Devon and Cornwall has seen a 9.7% reduction in vehicle crime during 2004/05, achieving 9.4 crimes per 1,000 population, well below MSF and national averages.
- Crime reduction activity is driven through the National Intelligence Model (NIM) tasking and co-ordination process. Volume crime features in both strategic and tactical assessments at constabulary and BCU level. The strategies provide priorities for reduction as well as for intelligence and enforcement activity and are key operational drivers, linked to tactical resource allocation.
- Robust internal management audit is conducted by a proactive headquarters-based crime registrar. The recent Audit Commission's assessment of NCRS compliance recorded Devon and Cornwall as being fully compliant, with a 'green' rating for the second consecutive year.
- The crime registrar routinely focuses on emerging trends and themes, which include areas of volume crime such as vehicle crime and burglary where there may be opportunities for mis-recording.
- During 2004/05 Devon and Cornwall has achieved customer satisfaction levels in relation to burglary, violent crime and vehicle crime victims which are slightly ahead of its MSF and significantly ahead of national averages.
- Recent initiatives in Plymouth and other areas have resulted in significant reductions in violent crime. These include reductions in both serious and minor assaults (89% reduction) and actual bodily harm (ABH) offences. The constabulary has used penalty notices for disorder (PNDs) and dispersal orders in Plymouth to good effect within the club area of Union Street.
- Under the strategic guidance of the violent crime Gold group, the constabulary has worked closely with partners in the licensing trade and other key CDRP stakeholders to reduce alcohol-fuelled violence. One example mentioned above is the positive effect these initiatives have had in Union Street, Plymouth.
- NBMs and PCSOs have received extensive training in problem solving, and several examples have been cited of a range of interventions which have achieved dramatic results in volume crime reduction, leading to public reassurance. One good example is the work currently being undertaken in Ilfracombe, where an area has been identified as one of the pilot sites for the National Reassurance Policing Project.

### Areas for Improvement

- Experience from a recent BCU inspection is that the constabulary relies on the fact that Devon, Cornwall and the Isles of Scilly are relatively low-crime areas. Recent successes in the BCU in question are in fact attributable to a successful operation resulting in the arrest of a number of key targets. There was no plan in evidence,

however, to address the resultant vacuum, a lesson learnt in other BCUs but clearly not broadcast. There is a need for greater levels of co-ordinated analysis and auditable monitoring of progress, together with an enhanced environmental scanning ability to identify emerging threats and opportunities.

## 2C Working with Partners to Reduce Crime

Excellent	Stable
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### Strengths

- Devon and Cornwall Constabulary has maintained its strong focus on partnership and community problem solving to reduce crime and resolve issues of public concern. This has been assisted by the appointment of partnership superintendents on BCUs and the strong leadership provided by the ACC (TP) before the recent realignment of FCT portfolios.
- In November 2004 the FCT agreed a new constabulary mission, vision and values to further clarify and focus strategic direction. This developed existing policing aims, the statement of purpose and the engagement circle which underpins successful community and partnership working.
- In 2004/05 volume crime has fallen in all areas except violent crime. These crime reduction successes are no doubt attributable in great part, to among other things, excellent partnership work at both strategic and tactical level. (Please refer to comments in Section 2B and Appendix A.)
- The BCU commander at Plymouth was involved in the latest appointment procedure for the local authority chief executive. Key players from local CDRPs have been involved in the recent (2005) selection of BCU commanders.
- All CDRPs have dedicated police sergeants or NBMs working alongside PCSOs, who represent the constabulary at a range of strategic and tactical county problem solving and planning meetings.
- CDRPs in West Cornwall have collaborated to pool resources, reduce bureaucracy and simplify planning and monitoring. HMIC believes this to be good practice.
- Almost without exception key stakeholders and partners have made favourable comment in relation to the effective working relationships between themselves and Devon and Cornwall Constabulary.
- Investment in analysts affiliated to each CDRP has assisted in co-ordination between police and CDRP planning and target setting, linking police annual plans to the three-year community safety plans.
- During 2004-05 the constabulary set five crime reduction targets relating to domestic burglaries, violent crimes, vehicle crimes, repeat DV victims and repeat hate crime victims. The targets are contained within the constabulary annual plan and are reflected in BCU plans, which link directly to CDRP targets and include differential targets set for domestic burglaries, violent crimes and vehicle crimes.
- For 2005-06 extensive consultation has been entered into with CDRPs and other partners to ensure that crime reduction targets are complementary. Target proposals include an overarching reduction target relating to BCS-comparable recorded crime in support of public service agreement 1.
- Effective partnership working in Plymouth BCU has achieved dramatic reductions in violence and anti-social behaviour (ASB) in areas of the city where there have been historically significant issues related to alcohol. Such measures as dispersal orders have been used effectively within the night club area, resulting in an increase of early interventions and a rise in the use of PNDs.
- In a new development during 2004/05 full-time staff have been recruited to actively seek and co-ordinate funding and sponsorship opportunities. Operating at a strategic level, these staff provide dedicated advice and guidance to BCUs on external funding.

- The constabulary has senior BCU representation in the local area agreement pilot in the 'New Devon' area. Each BCU is actively engaged in local strategic partnerships, CDRPs, and Drug Action Team joint commissioning groups. The latest partnership developments are the prolific and priority offender scheme (PPOS) forums and multi-agency executive groups to bring to bear a direct impact on the most prolific and dangerous offenders. In most cases, the partnership superintendent chairs the PPOS executive group.
- The constabulary has developed a partnership plan aligned to the NIM as part of the work undertaken in respect of the National Neighbourhood Policing Project. The plan is intended to assist in improving corporacy and to assist in the tasking and co-ordination process.

### **Areas for Improvement**

- Although there should always be scope for local partnership solutions to local policing problems, there is also scope for greater inclusiveness and corporacy across the constabulary and greater involvement of CDRP and community partners in routine tasking and co-ordination. One BCU has reported the use of policy and operation groups, but HMIC is aware that similar groups operate in other forces subsidiary to and informing the tasking process both at BCU and local level.



### 3 Investigating Crime (Domain 2)

Good performance has been achieved in the detection of a series of major crimes which tested constabulary resilience during 2004/05. There is scope for improved information and intelligence management and greater proactivity in relation to level 2 crime. While Devon and Cornwall has maintained a position within the top quartile nationally for overall crime detection, significant slippage is evident in many of the key crime areas and poor performance is evident in relation to sanction detections. The force, has, however maintained appropriate levels of rigour in relation to compliance with NCRS, achieving a 'green' rating for compliance for the second year running. Access to improved performance data is now available, allowing performance to be monitored down to sector and individual level. Following an extensive review of forensic services the Police Authority has approved funding for numerous recommendations which will be progressed and monitored through the force forensic project implementation group. Similarly a major crime review has identified the need for greater resilience in terms of a major investigation team; this too is being actively addressed.

#### 3A Investigating Major and Serious Crime

Fair
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##### Strengths

- There is effective leadership and senior management ownership in relation to the investigation of major and serious crimes. For example, the ACC (operations) (ACC (O)) will provide chief officer oversight and leadership to all major investigations, and policy dictates that a member of the FCT will attend each major incident room within 48 hours of a major incident being declared.
- At the time of assessment there was impressive depth among senior investigating officers (SIOs), and all are trained according to National Crime and Operations Faculty standards. The constabulary should remain, however, alert to the need to plan succession and ensure that continuity in this key area of business is maintained.
- A logistics unit is used to monitor and deploy resources in respect of major enquiries to limit abstractions from BCUs. This unit ensures that staff are not away from front-line duties indefinitely and has been successful in limiting unnecessary abstractions.
- When confronted by a series of major investigations Devon and Cornwall has introduced a means to address the complex logistical strategic considerations, including resource requirements, and the wider Gold-style management considerations. In recent times this has been an inclusive process involving BCU commanders and other key players to ensure a shared appreciation of all the factors in each case.
- An investigation support panel is now well established at a constabulary level in a similar fashion to an independent advisory group. This group includes representatives from a range of business interests, operating at a strategic level, and is able to provide advice and guidance on issues related to major incidents and the investigation of serious crime.
- The opportunity has been taken to utilise skilled civilian investigators to assist in major enquiry reviews and interviews. This has allowed operational staff to be re-deployed where appropriate. However, in the wake of a series of major investigations that caused excessive and lengthy abstractions, a decision has been

made to increase the establishment of the major crime investigation team (MCIT) and level 2 by 80 trained detectives (see Areas for Improvement below).

- Organisational learning is a key factor in the debriefing, after and during the management of major investigations. A number of examples have been given where this has been the case. Learning points from recent major incidents have been fed into strategic development.
- This has recently assisted with the investigation of an incident in Cornwall where two Gold groups were established, one for policy and investigation and the other to deal specifically with welfare issues. These were each chaired by separate ACCs. This ensured that operational issues were considered without neglecting the important welfare, logistical and community implications.
- The benefits of regular debriefing earlier in major enquiries have been recognised. This ensures that opportunities for pursuing other avenues are recognised early in the process rather than waiting until funding has all but been expended.
- This process, known locally as '10,000 volts', runs live time while the SIO presents to the assembled panel, whose members have the ability, using IT, to contribute, challenge, ask questions or answer questions posed by other panel members. The net result is a useful dynamic and engaging process where all are able to contribute. It was used effectively in a recent major enquiry, Operation Tungsten. This process is highly regarded by participants and should be regarded as good practice.
- Effective use is made of family liaison officers (FLOs) through the central co-ordinator and newly appointed BCU co-ordinators. Work is ongoing to increase the number of FLOs through an accredited central FLO trainer.

### **Areas for Improvement**

- It has been recognised that there is a lack of awareness of crime scene investigator (CSI) roles and responsibilities, in particular of management functions (see Section 3E). The constabulary has conducted two reviews of forensic management and has prepared a detailed action plan to address this among other concerns.
- In 2004/05 Devon and Cornwall performed very well in detecting all of the 24 major investigations resulting in the abstraction of up to 200 officers at the peak of the incidents. This, however, placed immense pressures on the rest of the organisation, in particular BCU detective strength. Organisational learning emanating from the major crime review has resulted in plans to increase the detective strength within the level 2 and MCIT by 80 staff.
- The major crime review has identified some anomalies and inequalities among the numbers of staff currently trained in HOLMES, crime scene management, MIST and MIRs. Some of the numbers of these staff exceed what the constabulary actually requires and have evolved as a result of a lack of a cohesive deployment and succession policy.
- Major crime, which has in the period under review severely challenged resilience across the two counties and in Plymouth, does not currently feature in the constabulary strategic assessment. This important priority should be reviewed and incorporated in future strategic assessments and should be implemented in conjunction with the findings of the recent major crime review.
- The constabulary should review and formalise arrangements for receipt and management of community intelligence. This is particularly apparent in relation to race issues as there has been progress in relation to sexual orientation and disability groups. Information and in particular community intelligence sources are currently

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heavily reliant on the pivotal role of NBMs. Partner engagement is in place in relation to more formalised strategic issues such as contingency planning but remains ad hoc at other local levels. This could be improved by the formulation of local independent advisory groups (IAGs).

### **3B Tackling Level 2 Criminality**

Fair
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#### **Strengths**

- Devon and Cornwall actively supports the NIM regional structures now in place and the ACC (O) leads for the region on traveller crime issues. The role of NIM champion falls to the director of intelligence. In line with the principles of NIM, Devon and Cornwall has the chair of the regional intelligence group that supports the regional tactical tasking and co-ordination group.
- The impact of criminal networks on the organisation has been examined and a problem profile created for level 2 and organised crime groups. These networks have been identified and targeted through the NIM process. Devon and Cornwall has also devised an effective network of headquarters and BCU dedicated source units which have been utilised to identify potential targets and intelligence sources.
- The control strategy includes serious and organised crime as a priority and has established an economic crime unit to take advantage of the opportunities presented by the Proceeds of Crime Act. The unit includes a money laundering team directed specifically at level 2/3 criminality and money laundering. Each BCU has two dedicated financial investigators allocated to level 1 criminality.
- The total assets ordered by courts within the constabulary area from defendants between April 2004 and January 2005 were £1,079,117. Under the police incentivisation scheme Devon and Cornwall stands to gain £360,000.
- There is dedicated analytical support in the form of an analyst manager, drugs analyst, strategic analyst, tactical analyst and four operational analysts; six researchers support the analytical team. The operational analysts are tasked only via the central tactical tasking and co-ordination process on agreed level 2 operations. Devon and Cornwall has also employed results analysts who now review performance of individual operations against level 2 crime. There is also a dedicated source capability now within the crime department at headquarters with a remit purely for level 2 criminality.
- Organisational learning following several successful operations such as Peacock, Roundtree and Oak has identified the need not only to anticipate the vacuum which occurs when a criminal network is neutralised, but also to identify potential networks poised to fill the market gaps. To achieve this end, research known as 'void accessing' is now conducted as part of the early planning process in any potentially large-scale operation. This may involve undercover work and collaboration with other forces and has culminated in other successful operations.
- Excellent working relationships are reported between the police, Customs & Excise and the National Crime Squad, which have proved fruitful. This collaboration has developed information exchange protocols and an service level agreement to share staff and intelligence over a two-month period to fully access certain levels and types of crime following a major operation.

#### **Areas for Improvement**

- There is, with the advent of extra detective capability aimed at tackling major and level 2 criminality, the opportunity to train staff in a range of other covert skills, some of which are currently covered by mutual aid.

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- Although funding has been made available to address the need for greater resilience at MCIT/level 2, there is also a need to ensure the constabulary remains alert to succession planning for key posts such as SIOs.
- The constabulary should introduce a regime which effectively demonstrates its ability to evaluate and monitor performance in respect of its ability and efforts to tackle level 2 criminality. This performance regime should include a range of performance indicators which afford the ability to benchmark against itself and preferably against others in the region and establish the long-term effectiveness of measures used. This will not only demonstrate what success should look like but will afford opportunities for organisational learning.
- Recent inspection activity has identified scope for improvements in the interoperability of IT systems. Owing to current incompatibility certain systems are only accessible by Force Intelligence Cell staff at level 2. It has been found that despite the investment internally in NIM, the sharing of intelligence, both internally and within the region, remains a challenge for the constabulary. Steps should be taken to review current arrangements with the objective of improving these processes.

### 3C Investigating Hate Crime and Crimes against Vulnerable Victims

Good	Stable
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#### Strengths

- Early oversight in relation to hate crime is achieved by the intrusive supervision of the duty inspector who undertakes the critical incident manager role. These officers are trained in critical incident management and clearly understand the importance of early intervention.
- There is a robust and well-established crime audit regime within the central crime standards unit, supported by the crime registrar, which ensures that all avenues of investigation in relation to hate and other crimes have been exhausted before filing. Devon and Cornwall has been graded 'green' as fully compliant with the NCRS in two successive years by the Audit Commission.
- Victims of hate crime receive levels of service based on Gold, Silver or Bronze procedures, depending on severity and repeat victimisation. Each BCU has a multi-agency hate crime monitoring group, which is able to consider overall strategy and particular cases.
- The constabulary has a well-established policy in terms of review by management, which includes oversight by the BCU diversity managers, as well as senior management. This ensures that appropriate action has been taken and gives early indication as to emerging trends and community tensions.
- The Chief Constable has a personal interest in DV issues and has for some time led the national agenda. This profile has ensured that tackling DV is one of the priorities and features in constabulary and BCU control strategies.
- Great emphasis is placed on hate crime issues with lead staff at various levels in the organisation, including on BCUs. Current statistics show that Devon and Cornwall is achieving its target of investigating 100% of racially aggravated and homophobic incidents.
- Despite the low level of racist incident responses, a 81.9% satisfaction level has been achieved, which has exceeded the overall target set by the constabulary, placing them third out of eight in their MSF.
- The headquarters community safety unit leads on all offences relating to victim-centred crime, including sexual offences, missing persons, child protection and vulnerable victims. Partners are involved through formal and informal structures. These processes ensure corporacy and inclusivity in the investigation and management of these high-risk areas.
- Engagement with community groups such as Intercom Trust, the Beaumont Group and Plymouth Pride have resulted in increasing levels of trust and co-operation and is seen as the reason for increased reporting of hate crime.

#### Areas for Improvement

- The ACC (O) has FCT responsibility for hate crime, DV and child abuse investigation. This is a sensible and cross-cutting function which lies easily with his other central CID responsibilities. At the time of assessment it was identified that a higher profile for this role would assist in driving performance.
- The detection rate for racially or religiously aggravated offences has slipped from 38.6% in 2003/04 to 37% in 2004/05. This figure, however, is well above the MSF

average of 31.2% and just above the national average of 36.4%, but places the constabulary only sixth out of eight in the MSF group.

- To its credit, Devon and Cornwall Constabulary has identified a number of areas in relation to child abuse investigation where it is reviewing its own policies. This is a key area of concern following the Lord Laming recommendations after the Climbié enquiry and should be given priority to ensure compliance with these and the recent National Centre for Policing Excellence guidance.
- Training for diversity officers and for supervisors in terms of hate crime appears to have been ad hoc. With the lack of direction from the centre, BCUs have pursued their own initiatives.
- The 2004/05 baseline report highlighted a concern around the need for dedicated hate crime investigators. This area remains an issue for the constabulary, which should consider utilising accredited detective staff in the investigation of all aspects of hate crime, including race, religious and homophobic crime together with DV and child abuse.
- A skills database is being compiled within the logistics unit to ensure effective deployment of FLOs according to the needs of the victim. When completed this work will represent a very positive development and, subject to validation and evaluation, could become a model for others to follow.
- This baseline assessment has identified a number of examples of potential good practice in the investigation of hate crime. These examples should be formally evaluated and the outcomes shared across the organisation in consultation with the headquarters diversity unit and key stakeholders.

### 3D Volume Crime Investigation

Fair	Deteriorated
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#### Strengths

- The overall detection rate for 2004/05 was 30%, compared with the MSF and national average of 25.7%, placing Devon and Cornwall in the top quartile for overall crime detection. Following the implementation of the Gold group to address violent crimes issues Devon and Cornwall has recorded an increased detection rate of 55.2%, an improvement on 2003/04 and higher than both MSF and national averages. (This strong performance is not, however, reflected elsewhere – see Areas for Improvement below.)
- In relation to the percentage of notifiable/recorded offences resulting in a charge, summons or caution or taken into consideration at court, constabulary performance has improved from 20.04% in 2003/04 to 21.8% in 2004/05 (see Appendix A).
- There are good levels of accuracy in crime recording: all four BCUs achieved accuracy rates in excess of 96% in the police standards unit (PSU) audit conducted in 2004/05, where Devon and Cornwall received its second 'green' assessment for NCRS compliance.
- The constabulary's crime standards unit, with staff based in Exeter, Plymouth and Camborne, reviews all initial reported crime and considers whether a correct level of investigation has been undertaken. Software allows the unit to move work between the three sites to accommodate fluctuation in demand and operates throughout a 24-hour period. The unit screens certain crimes and also reviews all undetected crime investigations prior to finalisation to ensure that all necessary enquiries have been completed and an acceptable quality of service has been provided for victims. This process highlights failures in an investigation and allows early notification to the relevant supervisor to ensure remedial action is taken.
- A comprehensive and robust audit system has been introduced, based on areas where weaknesses have been identified. Over 1,000 incidents/crimes are audited each month and a target of 95% compliance has been set, which is above the PSU target of 90%. This target is being maintained.
- Monthly performance reports highlighting BCU, sector and individual performance are now available if necessary on a daily basis and are being used to extend performance monitoring down to sector level and thus to enable greater local ownership and accountability in relation to detections. These reports have become available following the introduction of a new IT package.
- A significant number of BCU-based officers are trained in level 2 surveillance techniques even though their remit is level 1 crime, including local volume crime, giving sufficient resilience to tackle volume crime. Where appropriate a surveillance capability may be deployed on volume crime in line with its priorities detailed through the tasking and co-ordination process.
- Innovative covert policing methods are being utilised in areas of high-volume crime to identify criminal links and networks, with regular intelligence fed into constabulary systems. This is enabling sustained success in tackling lower-level volume crime. There is also the potential to readily generate intelligence about serious crime.

#### Areas for Improvement



- In the last 24 months the Devon and Cornwall constabulary has experienced a significant number of major investigations resulting in significant abstractions of detectives from BCUs. In fact at one stage as many as 250 officers had been extracted from BCUs. This has had a knock-on effect on service provision and detections overall. The constabulary has made a number of strategic interventions not only to address resilience in detective strength but also to attempt to increase sanction detection levels and the number of offences brought to justice. These measures have yet to impact on performance outcomes and remain work in progress.
- The burglary detection rate of 14.8%, of which 12.7% were sanction detections, has slipped by 2% on the previous year and failed to reach the constabulary target of 19%. In comparison with MSF and national averages the constabulary is on par with its MSF but 1% below the national average. However, in terms of sanction detections, the constabulary is significantly below the MSF average of 13.5% and the national average of 14.3%, placing it in the bottom quartile nationally.
- The violent crime sanction detection rate of 32% is a marginal improvement on last year but remains below the MSF average of 35% and the national average of 34.3%, placing the constabulary in the bottom quartile.
- In relation to robbery the detection rate has reduced from 27% in 2003/04 to 25.3% in 2004/05. While the rate is significantly above both MSF and national averages the constabulary is placed fifth out of eight in its MSF and mid-table nationally. Sanction detections for robbery have also dropped by 2%, leaving the constabulary in a similar position in comparison with its MSF and the national average.
- Having identified the potential for improved allocation of resources to match demand, the ACC (territorial policing) (TP) has introduced a crime and incident management board – also called the 13:15 project. This work has the potential to release significant resources in terms of supervision and operational constables to the front line. It will be achieved through mapping out the whole process for crime and incident management from the initial call to reporting of the outcome to the victim. This mapping process will be completed by September 2005 and will utilise the learning from the two pilots in Exeter and Plymouth.
- Following the 2003/04 baseline assessment, where concerns were raised regarding the lack of overt headquarters CID accountability for overview of volume crime, there are currently a number of ongoing reviews relating to issues such as improving sanction detections, offences brought to justice, forensic management and violent crime. Many of these reviews impact on each other and on the overall performance of the organisation but lack one clear co-ordination point. There may well be benefit in appointing a person from within headquarters CID to co-ordinate all these projects and to ensure relevant key personnel are included on each.
- HMIC BCU inspection activity has revealed a need for greater clarity in ownership regarding the CID supervision of volume crime. While detective chief inspectors have SIO responsibility, they are also crime managers and should demonstrate clear responsibility and ownership of performance in this arena. Experience elsewhere is that sector inspectors have more accountability and control over volume crime investigation. This cultural issue may have developed as a result of the recent series of major crimes in the counties and should form part of the consideration in the above-mentioned ongoing reviews.
- Despite the work already undertaken to highlight the need to increase sanction detections, misunderstandings still exist. Devon and Cornwall should consider improved training and marketing to ensure better levels of understanding to achieve

improved performance.

- During the baseline assessment there was evidence of inconsistency and a lack of supervision resulting in repeat offenders being re-warned time and again. In one case 65 people were identified as having been warned more than 10 times before being formally brought to justice. There are obvious opportunities to improve detection rates in this area.

### 3E Forensic Management

Fair	Improved
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#### Strengths

- The Police Authority performance and audit committee meets on a bi-monthly basis, and forensic performance issues are a regular item on its agenda. The head of the forensic science service has reported an excellent working relationship with the authority member who maintains an active and challenging brief in relation to this aspect of police activity.
- The head of the scientific support unit is the regional representative on the national DNA board, and under his management significant improvements have been achieved in relation to DNA management.
- In 2004/05 the constabulary performed strongly in relation to DNA matters, where it has significantly improved and is top of its MSF in DNA primary detections per match. At 69.8% it compares favourably to the MSF average of 54.9% and the national average of 49.5%, being top in its family and fifth in the country. In relation to DNA total detections per match (including secondary) the performance dramatically improved, with a figure of 193.5% being recorded, compared with the MSF average of 105.3% and a national average of 88.7%; Devon and Cornwall Constabulary is top in its family and ranked first in the country.
- Having explored cost-effective options for using service providers other than the Forensic Science Service, a number of contracts are now in place delivering cost benefits for the organisation.
- Significant progress has been made towards the achievement of ISO 9000 status, and this will be delivered within this financial year. Plans are well advanced to ensure the photographic and chemical Unit is compliant by 2007/08.
- Appropriate systems are now in place to audit all DNA submissions, and inappropriate submissions are challenged. Fingerprint submissions are improving, and Devon and Cornwall was in the top quartile for quality of submissions last year.
- A member of the scientific support unit is the regional representative for the National Automated Fingerprint Identification System (NAFIS) and Livescan working group 'IDENT1', which will replace NAFIS in due course. This will ensure the organisation is kept abreast of forensic science developments in this field.

#### Areas for Improvement

- With few exceptions the forensic science unit has failed to maintain any of the performance measures relating to issues such as scene examination, DNA recovery, fingerprint recovery or conversion to primary detections for fingerprints. In these areas the constabulary ranks near the bottom of its MSF and in the second/third quartiles respectively. The only exception was fingerprint identifications recovered from burglaries and motor vehicles, where a better comparative performance is evident.
- Positive action has been taken to address a number of perceived deficiencies in forensic science support. This has been championed by the ACC (O), who commissioned an independent review of forensic management of volume crime and an internal review in respect of major crime investigation. The former, the 'Lanner Report', made some 12 recommendations. A further internal enquiry has highlighted

some 52. Applications for funding to address these recommendations have been approved and it is intended they will be implemented over time, with quick wins being actioned first through the force forensic project implementation group. This group has been tasked with resolving a number of the areas for improvement mentioned below.

- CSI performance at scenes during 2004/05 of theft of motor vehicles and burglary dwelling scenes in relation to scene examination remains poor in comparison to MSF and national averages. The same is true in relation to the recovery of both DNA and fingerprints from these scenes.
- There is an urgent need to review the resilience of crime scene managers. There is a view that this should be centrally managed. During the last series of serious crime investigations there was good evidence to suggest the four detective sergeant crime scene managers were overstretched. The options around civilianisation of this role should be actively explored.
- Under the current regime the four detective sergeant crime scene managers are necessarily focusing their efforts on major crime and there is a strong likelihood this is to the detriment of volume crime scene management.
- In a recent BCU inspection it was apparent that there was a lack of performance management and effective supervision of CSIs. When asked to provide evidence relating to scene attendance at differing crime categories the CSIs were unable to provide, and this may be an issue across the organisation and may also be a factor in the poor performance rates recorded above.
- The constabulary may wish to invest in a forensic management trainer. There are numerous opportunities for increasing awareness among staff at various levels. Opportunities might include call handling staff, uniform patrols, CID, police surgeons and FLOs.
- A decision has been made that the head of FSU will no longer be sitting on the central TTC&G meeting. This decision is questionable and it would seem that this lack of engagement is being replicated at BCU TTC&Gs. There are also concerns over the apparent self-deployment of and lack of direction given to crime scene examiners.
- Following the introduction of the Criminal Justice Act 2003 the increased amount of prisoner imaging either had not been anticipated or if anticipated then had not been accommodated. At the time of assessment the backlog was said to be in the region of 16,000 tasks outstanding. To date bids for extra funding to accommodate this need have been unsuccessful. Should funding be approved there exists the potential for the department to reinvigorate the e-fit function, which has fallen into disuse and which is a useful tool in the identification of suspects.
- The lack of tasking given to CSIs has resulted in their visiting an estimated 400 scenes per average 200 working days per annum. This data has been confirmed by PSU and indicates the inefficient resource management of staff. This is an issue which should be addressed.
- The constabulary is using NAFIS for checking ten prints to confirm identity but making little use of the ten-print-to-mark facility to link suspects to crime scenes. The reason given for this is that the process takes too long and interferes with custody processes. It would appear that no thought has been given to how this might be resolved or how it might have a positive impact on detection opportunities. Other forces are putting the data through in the quiet hours, and while it is acknowledged this might be after the person has left custody opportunities for detections are being identified.

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- A repeated criticism of the organisational structure is its apparent inability to deal with horizontal process issues, which cut across a range of command portfolios. An example in the case of forensic science is where, at the time of assessment, all three ACCs owned parts of the process: the ACC (TP) owned BCU line management and training of CSIs; the ACC (OS) owned criminal justice and prisoner processing, which included fingerprint and DNA sampling; the forensic science service function was owned by the ACC (O); and performance was owned by the DCC. This is a matter which the constabulary should address.

### 3F Criminal Justice Processes

Good	Deteriorated
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#### Strengths

- The Chief Constable has an important national portfolio responsibility for criminal justice. She also chairs the local criminal justice board, with her head of criminal justice chairing the operations sub-group. The (ACC) OS also sits on the board (chairing the victims and witnesses sub-group), so extensive involvement and drive is evident.
- The criminal justice managed team have instigated a robust performance culture within the criminal justice department. This was cited in the last baseline assessment and has been maintained. The constabulary reports positive feedback from sources such as Baroness Scotland and the Home Secretary in respect of criminal justice partnership working.
- A victims and witnesses unit is being piloted in Cornwall to allow victims and witnesses to check progress of their cases electronically.
- At the time of assessment the constabulary were placed second nationally for case process time from arrest to sentence for persistent young offenders.
- During 2003/04 Devon and Cornwall was one of 17 forces that exceeded the national target to increase the number of offences brought to justice. This positive trend has been maintained in 2004/05, with some 28,454 offences brought to justice, an increase of 5% (see Appendix A).
- There are good examples of organisational learning in relation to prisoner welfare and health and safety (H&S) within the six designated custody centres. The lessons learnt from recent internal reviews have resulted in their being recognised by the national detention working group and seen as good practice.
- Devon and Cornwall continues to proactively monitor trends in complaints emanating from custody centres, which are analysed on a monthly and quarterly basis. The Police Authority maintains an active oversight of these issues and has supported recommendations for extra funding to improve facilities in a number of areas.
- Nearly all NBMs together with relevant partner agencies have been trained to deliver restorative justice outcomes, and this is currently being evaluated by NACRO for accreditation. Pressure brought to bear through the Association of Chief Police Officers (ACPO) on the Home Office allowed RJ outcomes to count as sanction detections.
- Data on acceptable behavioural contracts (ABCs) is being used to monitor processes within the criminal justice arena. This is informing the organisation during its implementation of National Strategy for Police Information Systems (NSPIS) case and custody and 'no witness, no justice' units, which at the time of assessment were still in the process of being established.
- Improvement has been achieved in relation to updating court results on the Police National Computer (PNC). The national target is to achieve compliance in 90% of cases within seven working days. Devon and Cornwall has consistently performed below the target but has improved from the last recorded data of an average 55% completion rate in October 2004 to the current average of 71.1% for the 12 months up to April 2005.

## **Areas for Improvement**

- Devon and Cornwall Constabulary, though wishing to maintain active partnerships with the Crown Prosecution Service (CPS) and other key stakeholders, has encountered difficulties progressing issues such as Glidewell co-location in Cornwall and in other partnership areas such as the use of anti-social behaviour orders (ASBOs) and Section 30 dispersal orders in parts of Devon. There is scope for improved partnership delivery with the CPS, working to overcome these obstacles which have been identified in certain areas of the organisation. It is claimed that non-progression of providing pre-charge advice lawyers by CPS in principal custody centres, particularly Torquay and Exeter, has created extra workloads for police officers.
- The Chief Constable's national responsibilities in relation to criminal justice have resulted in an increasing workload being placed upon administration staff and secretariat of the criminal justice department. There may well be a case for introducing some element of support either within the department or working directly to the Chief Constable.
- Slippage has been reported in performance on offenders brought to justice and also sanction detections, where, due to a range of circumstances, it had not performed as expected (see Appendix A). The constabulary is actively addressing these problems, having set up Gold groups for key areas where performance has deteriorated. HMIC will continue to monitor developments.
- The utilisation of PNDs across the two counties appears to be variable, with differing practices being reported in a number of areas. The opportunities presented in terms of sanctioned detections, early intervention and reductions in bureaucracy need to be realised and cultural/procedural barriers overcome. The constabulary has initiated a review to identify and quantify issues.
- There is some evidence of a high degree of 'refused charge' prisoners, which may be exacerbating custody waiting times. One important issue to be addressed is the high level of detained persons whose case results as 'no further action'. While arrest may be considered a valid tactical option, officers should be in a position not only to provide sufficient evidence to warrant the arrest but also to have an awareness of the realistic prospect of the effective disposal of the case.
- During the baseline assessment it came to light that there was also excessive use of repeat bailing of offenders. As many as 40% of bails were reported to be repeat bails. There was also evidence to suggest that adequate systems were not in place to monitor bailees. Potential opportunities for increased detections, better management of offenders with multiple bails (potential prolific offenders), reduced custody times and more efficient use of resources could be achieved through improved application of operational processes, including custody management.
- The above point may be a reflection of the gap between BCU operational staff and command and the centralised custody function. BCU commanders reported that they would like ownership of the custody centres and current criminal justice staff. While accountable for performance they are frustrated that they are unable to influence this vital link of the criminal justice process. While there are obvious benefits from centralisation, other forces have found that closer links between custody staff and BCU performance have proved beneficial. (See also the Areas for Improvement in Section 6F.)
- Achievement of targets for PNC compliance in relation to arrest summons has room for improvement, with the constabulary maintaining an average of 85.4% compliance

in respect of arrest/summons updates (this is higher, though, than the national average of around 80%). This is close to the national target of 90% updated in one working day. The constabulary was also a late implementer of the requirement to obtain DNA and fingerprint samples at point of arrest under Sections 9 and 10 of the Criminal Justice Act 2003.

- At the time of assessment the constabulary had yet to include criminal justice arrestees on the PNC under Sections 9 and 10 of the Criminal Justice Act. The late adoption of this measure has potentially had an adverse effect on benchmarking performance.
- It has been reported that there is scope to improve facilities within the custody centres for detainees from minority groups. There are examples of good practice and these are now being formalised through a newly introduced criminal justice diversity sub-group.
- The quality if not the timeliness of files has been called into question in recent inspection activity, with various criticisms being raised internally. The issues arise out of an apparent lack of intrusive supervision/ownership by sergeants of the quality files by their staff. Improved training is required to close an apparent skills gap in supervisors and to ensure they have the confidence to conduct this activity. If this is achieved processes will be expedited and made more efficient with potential enhancements regarding offenders brought to justice.



## 4 Promoting Safety (Domain 3)

Devon and Cornwall and the Isles of Scilly have been and remain areas of low criminality. This fact, together with the natural features of the counties which attract large numbers of holiday makers each year, reflect the perception that the area is a safe and pleasant place to live and work in and visit. The constabulary is not, however, complacent, and focus has been sustained on reassurance through strategic and tactical interventions. These include the constabulary vision, mission and values, the continued commitment to neighbourhood policing, and guidance to officers, such as the principles of policing and the engagement circle. The high number of NBMs is being supplemented by the introduction of a computer-based method of identifying and predicting high areas of demand, which will assist with resource allocation in due course.

### 4A Reassurance

Good	Stable
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#### Strengths

- At various strategic levels the Devon and Cornwall constabulary has displayed a strong commitment to reassurance, reflected in the effective and highly visible leadership of members of the FCT and the four BCU partnership superintendents, who are actively engaged with key stakeholders.
- This is also articulated through a number of strategic documents such as the principles of policing, the force engagement circle, the mission, vision and values and the recently introduced reassurance strategy.
- The reassurance agenda is progressed through NBMs (of whom there are 305 across the two counties). The significant realignment of resources in April 2003 demonstrated the constabulary's commitment to neighbourhood policing. To the constabulary's credit, despite a number of challenging and demanding periods, the commitment to neighbourhood policing and the local communities had been unwavering, with minimal abstractions.
- NBMs have received training and support in relation to the range of skills required to build relationships within the community, to solve problems and to effectively gather community intelligence. The recently launched NBMs' manual provides guidance on all these issues and protocols for interaction with partner agencies.
- Innovative use is being made of computer software known as 'MOSAIC', which is being utilised to plot demographic trends, areas of likely deprivation and potential areas of policing need. This is being supplemented by the more routine crime mapping analysis and Project Amethyst, an information-sharing database shared with key partner agencies.
- The two counties and the Isles of Scilly are relatively low-crime areas. This fact is reflected in the low levels reported by the BCS of concern about burglary, vehicle crime, violent crime and disorder and feelings of public safety in the BCUs.
- The recent appointment of a central special constabulary co-ordinator has assisted in the drive to recruit additional special constables to complement the already significant contingent of around 600. It is planned to align these staff to neighbourhood beats as part of the new neighbourhood policing model.
- The constabulary has recently appointed a volunteers and accreditation officer to promote the concept and opportunities relating to the development of the extended police family.
- Senior special constabulary managers are actively involved in BCU TTC&G

meetings and other planning forums.

- The estates strategy has been recently reviewed with the intention of establishing improved corporacy and to maximise the visibility of police stations, including their signage.
- The historical links already established between BCUs and the local media have been bolstered by the introduction of newly appointed media liaison officers in each BCU and the strategic appointment of a director of communications at headquarters. The new proactive approach to media handling was demonstrated by the high profile adopted by the FCT during recent events such as the Boscastle flooding and in relation to the ban on fox hunting.
- The planned recruitment of BCU-based marketing managers who will have internal and external marketing roles will no doubt prove beneficial to the organisation. HMIC notes the fact these will be line managed by headquarters to ensure corporacy.

### **Areas for Improvement**

- Civilianisation has taken place in areas such as custody environments, with the appointment of detention officers some years ago. The constabulary has, however, been relatively slow to maximise the opportunities provided by the introduction of PCSOs. The reluctance to utilise this opportunity outside the narrow confines of neighbourhood beat policing is in contrast to approaches in the country, where innovative ways are being explored to free up operational policing resources.
- Opportunities exist for greater use of co-location sites and use of mobile police stations to address reassurance, accessibility and visibility in rural areas. The Police Authority is giving active consideration to the development of these initiatives but they are not yet in place. Good practice in Exeter and Cornwall should be progressed elsewhere.

#### 4B Reducing Anti-Social Behaviour and Promoting Public Safety

Good	Stable
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##### Strengths

- Under the leadership of members of the FCT, Devon and Cornwall has developed a number of strategies and tools to tackle ASB, including the ASB policy and handbook. These are available widely to staff both in hard copy and on IT systems.
- A number of protocols have been established between the police and relevant partner agencies, covering, for example, ASBOs, ABCs and Section 30 dispersal orders. Exchanges of intelligence are routine and assist in the development of joint action plans. While there are some rubbing points, relationships across Devon, Cornwall and the Isles of Scilly are generally excellent.
- There is wide use of ABCs, ASBOs and Section 30 orders across the two counties, including innovative approaches in areas such as Union Street, Plymouth, to address night-time economy issues. These initiatives have proved successful and are widely acclaimed by the public, despite some clashes of ideology between police and some partner agencies.
- There has been good investment in police analysts who are to be affiliated to each CDRP in order to assist the community safety audit process in providing timely information, which also assists in tasking and problem solving.
- Following successful pilots at Honiton and Truro there is now a commitment to extend the current level of PCSOs. The introduction of 55 PCSOs appears to have resulted in a 30% increase in public satisfaction in patrol in the two pilot areas (see the Areas for Improvement in Section 4A).
- The constabulary is on target to achieve the 2010 road casualty reduction target and has effective working relationships with both county and local authorities, with each BCU owning a casualty reduction officer whose role it is to progress strategic partnership working.
- The standing committee on traffic safety has recently been reinstated and reinvigorated under the impetus provided by the ACC (O). Devon and Cornwall has for some time been part of the county-wide road safety camera partnership, which includes membership such as county, local and highways authorities.

##### Areas for Improvement

- At the time of assessment some tensions were evident between the police and other agencies in relation to the imposition of Section 30 dispersal orders and ASBOs. These tensions seemed to amount as much as anything to differing mindsets, and strenuous attempts were being made to bridge the gaps. Impetus in this area should be maintained to ensure that these obstacles to progress and partnership are removed or at least minimised.

## 5 Providing Assistance (Domain 4)

The Constabulary has maintained improvements in call handling and despite the continued challenging employment environment, in terms of competition with other employers, has put in place improved training and sickness management together with improved quality control mechanisms. Call resolution continues to be a challenge which through projects such as '13/15' is being positively addressed. Firearms provision is adequate though the tension between roads policing and the maintenance of effective armed response vehicle (ARV) cover in the current set up could be lessened by removal of some bureaucratic obstacles. Roads Policing has been improved through increasing levels of line supervision and briefing together with the introduction of increased resources for automatic number plate recognition (ANPR).

### 5A Call Management

Fair	Improved
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#### Strengths

- Published targets are to answer 90% of 999 calls within 10 seconds and 90% of non-emergency calls within 30 seconds. Both targets were achieved in 2003/04, with a significant improvement in non-emergency call handling from 80.1% in 2002/03 to 90.6% in 2003/04. For the most part this performance was sustained during 2004/05.
- Significant emphasis is placed on individual performance, and use is made of management information software and intrusive supervision. Information from this monitoring, which links to the national competency frameworks, provides evidence for staff appraisals. The emphasis for supervisors is firmly towards driving performance.
- In a bid to improve quality of call handling as well as quantity the call-management centres (CMCs) have embarked on an innovative 'transactional analysis' training package to address communications issues and assist staff in portraying themselves and the organisation in a positive manner. The package, designed following local training needs analysis, is a customer-focused package which, following evaluation, has been declared a universal success. The CMCs are looking for further accredited training for all their staff, particularly in the areas of best practice, complaints and customer service.
- Support is available to visually impaired staff within the CMCs, and three staff have the use of the JAWS system, which affords access to ITC facilities and projects within the rooms. This will assist in recruiting persons who are visually impaired and will also allow for a certain level of job progression within the organisation. A technological solution has also been found to support those persons contacting the police who have hearing difficulties.
- Devon and Cornwall Constabulary is actively engaged in mapping out the whole process for crime and incident management, from the initial call to reporting of the outcome to the victim, reviewing and improving those processes. It is envisaged that, if successful, significant front-line resources, including BCU supervisors, will be released from administrative processes for front-line policing duties. Mapping is under way in Plymouth and pilots are to be trialled in North and East Devon. Part of the process includes the inefficient use of incident logging systems repeatedly raised by HMIC in past assessments. Developments will be monitored with interest.

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- The Police Authority has supported the constabulary's bid to apply market forces weighting to key posts within the CMCs if, as anticipated, there may be difficulty filling them. This principle has been ratified during the recent job evaluation (JE) negotiations.
- The Language Line facility has now been introduced across Devon and Cornwall, giving access to 150 languages. All staff, from station enquiry officers to custody staff, call-handling staff and officers on foot and mobile patrol, can have ready access to this facility. In the month following its launch during February 2005 it was used 55 times, which is significant compared with other forces' usage.
- Attempts have been made to iron out discrepancies caused by seasonal issues by the recruitment of additional staff for seasonal work and using agency staff at these peak times. These staff had been obtained through an agency called Dream Policing, but this option has been costly and a business case has been approved for utilising the headquarters staff from Operation Narine, the summer staffing initiative, who were unable to perform front-line duties. This will be further boosted by the use of special constables and other extended police family members.
- Staff are trained within the CMCs in relation to the identification of critical incidents and are assisted in this process through a computer-based drop-down system which prompts and identifies processes and persons who should be informed in the case of a critical incident. In addition systems have been introduced to facilitate live-time interaction and monitoring by supervisors.
- There has been a reduction in sickness within both CMCs, with a reduction from 20.1 days in 2003/04 to 14.1 days in 2004/05. This has been costed and equates to about 2224 hours gained back in work, which in turn equates to £275,000. This improvement has been achieved through a robust sickness management regime, the introduction of an additional member of staff dedicated to oversee absence management, and additional training for all supervisors, together with a reduction in the size of the teams. Improved use of occupational health, greater use of case conferences with early referral, and improved monitoring processes have also reduced long-term sickness and improved all customer relations.
- The CMCs now have their own core skill trainers (30 in all) who undertake training inside the room to meet both the restricted times of training and the direct needs of the student customer. Many advantages of 'in-house training' have been identified: a training development profile has been provided for all members of staff. Greater flexibility in terms of bespoke training means individual needs can be quickly and easily addressed. The core skills package also allows for internal career development, with a two-increment step in pay when qualified. The training package has been compiled and delivered completely internally, with no additional funding or posts.
- The strategic development department conducts a quality of service survey, where external callers are randomly sampled and asked a series of questions aimed at surveying the service provided by the organisation, including all aspects of call handling. This provides a capability to quality assure the service at team and individual levels.
- Devon and Cornwall continues to receive improved levels of public satisfaction which reflect these developments, and it exceeds the average in relation to 999 call answering and response to emergency calls when compared with both MSF and national averages.

### **Areas for Improvement**

- Devon and Cornwall does not appear to have a fully inclusive call-management steering group. The current department meetings which involve internal stakeholders at department head level could be made more inclusive by involving representatives from the community (IAGs), the force operational engagement team (FOET), the Police Federation and trade unions.
- HMIC remains concerned at the disproportionately high number of command and control incident logs which remain open at any one time. A spot check in January 2004 revealed 1,068 open incidents and a further spot check in the most recent round of baseline assessment in March 2005 revealed no improvement, with in excess of 1,400 open logs. Following acknowledgement of this issue, work is in hand to address it and other demand management issues through the '13/15' project.
- At the time of assessment, despite work under way to address the issue BCU supervisors were spending far longer than necessary in managing incidents which had often been deferred to un-staffed terminals. Airwave may assist in resolving this issue, which will continue to be monitored by HMIC.
- At the time of assessment there were plans to introduce systems to manage workforce planning. However, there had been some slippage in their introduction which will require continued management emphasis in order for this to be resolved.
- The voluntary post-incident colleague support system has fallen into disuse and at the time of assessment there was no training available to assist with post-incident diffusing in the wake of a potentially traumatic case. The constabulary may wish to consider this arena as a priority for training and to identify individuals who may be more prone to stress following these incidents.
- While there has been an improvement in the staff attrition rate – from 26% in 2002/03 to 13% at the time of assessment – there appear to be differing levels of morale between the Plymouth and Exeter CMCs. Given the evidence of difficulties encountered in staff recruiting and retention at Exeter, the constabulary may wish to introduce some measures to properly evaluate and address emerging issues.
- Diversity and hate crime training has been delivered to CMC staff through the HR function. However, there is a belief within the department that, given the unique nature and demand of the role, this would be better delivered in house, bespoke to the needs of the CMC staff. Similar initiatives elsewhere have proved successful and the constabulary may wish to consider this course of action.
- Despite efforts to address desktop resolution as a means of reducing demand, Devon and Cornwall has still struggled to achieve a satisfactory solution. Continued emphasis is required to solve this labour-intensive and currently inefficient system, which is a result of both cultural and process factors.

## 5B Providing Specialist Operational Support

Good	Stable
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### Strengths

- The ACC (O) leads the firearms strategic steering group, which incorporates the head of operations and head of firearms. The purpose of this group is to review policy and procedures relating to the police use of firearms and if necessary to review organisational learning opportunities from debrief documents completed by the Silver commanders after each incident.
- The firearms training unit is widely recognised as a centre of excellence for firearm training and conducts regional training courses on a regular basis. HMIC acknowledges that there are no nationally accredited sites at the time of inspection.
- The appointment of response inspectors as critical incident managers has addressed previous concerns about quick-time senior supervision. These officers, along with control room inspectors, have received appropriate joint training and attend the tactics refresher training.
- Devon and Cornwall has the capability for dynamic intervention/entry capability, and a mutual aid protocol has been agreed with Dorset Police and Avon and Somerset Constabulary.
- All firearms debriefs are now recorded using IT technology, and dynamic entries are also video recorded for evidential, training and debriefing purposes.
- The constabulary has recently introduced a matrix system to identify primary and secondary skills for key roles within each rank and the number of trained staff for the organisational requirements. These factors now form part of the promotion process to enable equitable distribution of these skills and identify training needs.
- There is a well-established reaccreditation scheme whereby officers at Gold, Silver and Bronze and tactical advisers receive yearly reaccreditation provided they have maintain the required logs, scene management and training sessions. This includes training for Gold command at the Kent Police Hydra suite, which allows for live-time virtual training.

### Areas for Improvement

- There are no specific arrangements for a guaranteed on-call firearm tactical team capability. There is an agreement that tactical firearms advisers will work an 'informal' rota, and while there is confidence that a second-tier response could be achieved, HMIC has concerns over the informality of these arrangements.
- There is an extremely high number of open incidents on the command and control system, and there exists the potential for critical incidents to go unrecognised among the welter of open incident logs.
- There is some conflict of interest in relation to the management of ARV staff, with the firearms chief inspector having no input into the personal development review (PDR) objectives of ARV crews, those being completed by the roads policing supervisors. While there are reportedly good relations between these two specialisms, there is a feeling that duality of roles for ARV staff may have been diluted owing to the dual responsibility for roads policing and firearms. Some ARV officers are reported to be carrying up to three fatal investigation files. There may be merit in appointing a firearms inspector with responsibility for these officers.
- A significant burden is placed on road policing and ARV officers in terms of file

preparation under the road deaths investigation manual. The constabulary may wish to consider approaches adopted elsewhere in the country where a risk-based level of investigation and report has been instigated in consultation with HM Coroner and the CPS, which has been shown to reduce the bureaucratic burden on officers and to improve performance.

- The constabulary is undertaking a skills audit to map the distribution and resilience level of a number of special roles, including firearms, public order, negotiators etc. As part of this audit there is a clear indication that if successful on promotion candidates will be expected to fulfil certain of these roles. Consideration should be given to whether it may be appropriate to introduce some form of screening into the selection process for certain ranks, to ensure that the staff who are appointed have the necessary skills and aptitudes to undertake these key responsibilities.



## 5C Roads Policing

Good	Stable
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### Strengths

- The ACC (O) has strategic responsibility for the traffic department and ARVs. He is actively engaged in developing partnerships, and the standing committee on traffic safety has recently been reinstated and reinvigorated under his leadership.
- At the time of assessment the ACC (TP) had responsibility for BCU performance and therefore strategic responsibility for performance against the KSI road death reduction targets (see Appendix A).
- The roads policing strategy is fully integrated into a number of areas of business, including the firearms strategy and ARVs, ICT and ANPR, the investigation of serious and fatal road traffic collisions in accordance with the RDIM with CID, and other road-related crime.
- Traffic and ARV resources are managed centrally by the operations department. Requests for these level 2 resources are submitted and approved through the NIM process, eg daily and tactical tasking and co-ordination meetings.
- Performance is measured across the organisation through a number of strategic meetings, culminating in the performance monitoring board. The operations department supports activity towards the achievement of KSI targets, in full partnership with BCUs and partners. The traffic department plan sets clear deliverable targets that are distilled to individual level through the PDR process.
- The department has a customer-focused business plan with self-imposed targets, over and above national targets (owned by BCUs) and used to drive activity effectively. These targets include performance against taskings completed and conducting at least 60 self-tasked intelligence-led operations aimed at level 1 issues.
- Both fatal and seriously injured casualties are running at the lowest level in over four years and have continued to fall in line with the reductions seen in 2003/04. Devon and Cornwall is on target to achieve the 2010 casualty reduction targets. During the first quarter of 2004/05 there were 168 casualties killed or seriously injured, a reduction of 24% compared with the same period in 2003/04.
- The department has responded to the challenges posed by limited resource allocation by the use of a zero-based costing approach, which has allowed reallocation of resource from within. This has proved beneficial in permitting improved line supervision, which in turn has resulted in greater levels of morale and discipline.
- The department has a robust FLO monitoring system running through its logistics unit. Both FLOs and ARV staff have the option at any time to self-suspend. This is supplemented by active monitoring of exposure to trauma and appropriate welfare interventions.

### Areas for Improvement

- Following comment in the 2003/04 baseline assessment there has been an increase in the number of taskings and effective deployment of ANPR. There is also evidence of partnership engagement and matched funding being utilised to develop current CCTV systems to support its use of ANPR. However, the Police Authority and the constabulary recognise there is still scope for improvement, and funding has been made available for an intercept team to be implemented in 2005/06.

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- Concerns remain over the timeliness in relation to submission for road death files. Internal monitoring has been introduced to speed up this process, and it is intended to expand the file preparation team's resources. The constabulary may wish to consider approaches elsewhere in this report where a risk-based prioritisation approach to abbreviated files in consultation with CPS and HM Coroner has been utilised to good effect.
- Concerns remain over the limited resources allocated to the traditional 'traffic' road policing function. This has also featured in a best value review (BVR) of this area of business where resource has been an issue. The impact of file preparation cannot be underestimated in its debilitating effect in terms of time spent on proactive patrol. HMIC will be considering the findings of the BVR in due course.
- Tasking by BCUs remains an issue which has again featured in the above BVR. The current process is being reviewed following the BVR. There is a view that the current process is overly bureaucratic and could be streamlined.

## 6 Resource Use (Domain B)

At the time of assessment there were concerns over the strategic management of the HR function within the constabulary, and these are articulated below. The constabulary has subsequently responded to the challenge with, among other things, the appointment of a qualified HR professional to head the department to take forward service improvements in this area of business. Improvements have been noted in the strategic management of the training function, and here again with the appointment of a qualified professional the intention is that these improvements will be consolidated and maintained. Internal support groups have generally reported favourably on support given by the FCT but there is scope for enhanced-visible leadership in respect of issues such as the 'gender agenda'. The renegotiation of the outsourced ICT contract has provided opportunities for increased efficiency and effectiveness and the NIM processes within force continue to evolve, with the opportunity for wider partner involvement in certain areas such as tasking and co-ordination. The well-established financial structures within the constabulary continue to deliver an effective service

### 6A Human Resource Management

Poor	Deteriorated
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#### Strengths

- Devon and Cornwall Constabulary continues to make investments in its occupational health provision. As a result a 6% decrease in sickness per police officer and an 11% decrease in police staff sickness have been achieved, which are a continuation of the positive 2003/04 trend. Good progress is noted in relation to the reduction in police staff sickness and medical retirements, figures which compare favourably with MSF and national averages being above average.
- Particular success has been achieved in reducing sickness in the call management function, which is due to a range of measures introduced addressing health and welfare which are being mainstreamed into other areas of business.
- The constabulary has rationalised recruiting for police staff. A number of initiatives to maximise recruitment opportunities – especially in the Exeter area, where competition is fierce – with particular reference to call-handling function, were reported.
- A range of proactive recruiting measures together with the attractiveness of the area in terms of quality of life mean that Devon and Cornwall has little trouble recruiting and is on course to meet targets for both overall recruitment and ethnic minority targets.
- H&S officers are based on each BCU. Line and professional management differ but there appears to be a good and effective network across the organisation.
- A formal health, safety and environmental management system has been formulated to clarify the responsibilities allocated by the Chief Constable to managers/supervisors at all levels. Within the system, provision is made for the periodic auditing of H&S management procedures to confirm their continued effectiveness and relevance.
- In relation to H&S there are good working relationship with staff associations, which have contributed to the publication of a joint memorandum of understanding between the constabulary, Unison and the Police Federation.
- The concept of dynamic risk assessment is now embedded and mainstreamed across the organisation and training has been provided to ensure high levels of

understanding and compliance. All generic risk assessments have been included on the internal intranet.

- In the recent assessment, praise was received from key stakeholders within the organisation for the robust and proactive management of H&S issues.

### **Areas for Improvement**

- At the time of assessment the constabulary was nearing completion of a JE process for all police staff. This project had been ongoing for many years and had, for various reasons, suffered significant slippage. Comments were received from senior and junior managers, staff associations and other respondents on a number of related issues and the implications of the publication of its findings. Since the baseline assessment and publication of JE external and internal enquiries are in hand.
- Devon and Cornwall Constabulary has recently lost its Investors in People accreditation, and at the time of assessment members of the FCT questioned the process and stated there was no intention to seek re-qualification. Other forces have responded more positively to the challenges of Investors in People, not least for the positive messages re-accreditation sends to existing and potential staff. In the light of recent unfortunate developments surrounding JE, the constabulary may wish to reconsider its position. This is a major issue, in particular for the workforce, as it has further undermined confidence in the FCT among the rank and file.
- Recent events have brought into question the leadership and levels of strategic expertise available in relation to HR management. There is a belief that certain key events and issues currently being experienced within the organisation might have been avoided with the benefit of timely qualified advice.
- The 2003/04 baseline assessment recorded that each BCU had its own HR qualified personnel with devolved autonomy. However, recent assessment and BCU engagement have identified that while these qualified personnel are in post they are not being given the strategic autonomy either in workforce planning or training which might seem appropriate to their role. In some BCUs the training function falls to the operations superintendent, when clearly this HR responsibility should lie with the HR manager. The actual levels of autonomy, headquarters links and co-ordination of these staff may be worthy of review.
- Although excellent liaison between HR, finance, procurement and ITC has been reported regarding the introduction of the integrated management system, the reality experienced in other force areas has been that the roll-out of these types of integrated packages is not without its problems. Benefit might be achieved in networking among other forces and bodies who have useful experience to mitigate and counter any difficulties.
- Devon and Cornwall has implemented innovative IT systems to monitor compliance with the Working Time Directives. However, at the time of assessment there were instances being reported of continuing excessive hours being worked. The constabulary should ensure that steps are taken to take appropriate action in identified cases of excessive hours.
- Although the constabulary does possess a well-established policy, there may be scope to refine and improve the current informal mediation processes available across the organisation. It is important to ensure that line managers have the knowledge and competence to own these issues, but there is also scope for trained mediators, perhaps some with specialist skills in diversity.

- The Police Federation has expressed concerns over the limits being placed on information sharing under the banner of the Data Protection Act. The issue appears to be that they (the Police Federation) are not 'members' of the police service and thus not privy to the data held on individuals within the organisation's management systems. One example quoted was a member of staff who had not been contacted by the federation over a period of some two years while on long-term sickness. The issue of data protection is in urgent need of being addressed, as is the wider issue of interaction and engagement to ensure appropriate welfare is being provided and the early identification of those who need it.
- Current referral arrangements between BCUs, departments and the occupational health unit (OHU) are reported to be unco-ordinated (there being eight or nine methods). One of the reasons attributed to this is the lack of professional advice being readily available in more remote areas. There are plans to embed qualified occupational health nurses on BCUs, and this has the potential to assist in corporacy and timely advice.
- Devon and Cornwall is implementing the Home Office police strategy for a 'healthy police service initiative'. This positive step will assist in mainstreaming good practice in the OHU. There are some recommended issues which could not be fully committed to because of funding constraints, and progress to achieve some of the eight strands within the initiative is yet to be completed.
- There has been a good take-up of the welfare provision provided under the employee assistance programme, an initiative embarked upon following the provision of Home Office funding. There is a strategic need to consider the best means of maintaining this or an equivalent provision when the funding ceases.

## 6B Training and Development

Fair	Improving
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### Strengths

- The costed training plan (CTP) supports the national costing model methodology, and there is evidence that all training is now covered by the CTP.
- Training co-ordinators have been put in place to aid the client-side 'decision making', and there is evidence of structured communication and meetings with the strategic training and development board.
- There is clear and evidenced knowledge of the recommendations from managing learning, training matters, diversity matters and the foundations for change within the training department, each supported by an audit trail of achievement to date on a continuous improvement database.
- The chief superintendent has overall responsibility for training, reporting to the ACC (OS). However, the current head of training is due to be replaced by a police support staff member. Arrangements have been put in place for the direct-line reporting to the commander (HR), including the head of training's functional control of all training.
- There is a sound, workable training evaluation strategy in place and a useful matrix for assessment of the required level of evaluation used at the training design stage.
- There is a good exchange of information at regional level around all 'foundations for change' issues. At the time of the BVR the head of training had been instrumental in formulating the 'foundations for change', and his expert advice was widely used within the region.
- The force needs to address the lack of evaluation activity caused through the temporary absence of the present post holder.

### Areas for Improvement

- There is no formal monitoring or updating of the CTP. However, it is acknowledged that the new CTP is at an embryonic stage and that effective monitoring is now within the remit of the training performance group.
- There is little quality assurance in place within the training department. Quality assurance across the wider training functions is disparate and ill defined; however, it is acknowledged that further resources have been established in this area to aid improvement. There are very limited development processes for trainers in place.
- Level 1 and 2 evaluation activity lacks consistency, and resultant data does not appear to be used to develop staff or courses. There is some evidence of level 3 evaluations, with an audit trail of resulting actions accruing from this empirical data. Evidence of higher evaluations is limited. It is acknowledged that the current limited activity is due to staff maternity leave.
- The national guidance has not been fully adopted or applied within the constabulary, and frustration was articulated among staff who do not appear to get the development time needed to fully implement national guidance. It is again acknowledged that 'models for learning' has now been adopted and development time established for staff following a recent 'bid' for an increase in resources.

## **6C Race and Diversity**

Fair
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### **Strengths**

- A number of internal support groups have spoken favourably of the high levels of support from the DCC, who as diversity champion is also operating at a national level in relation to gender recognition and also holds the LGBT national portfolio (see Areas for Improvement below).
- The constabulary has demonstrated its eagerness to embrace diversity issues relating to disabled members of staff. This is especially apparent within the call-handling centre – for example, IT and telephony arrangements have been improved to meet the needs of individuals.
- Following a non-compliant assessment of its race equality, the constabulary has put significant effort into addressing the issues raised and has not only rectified the shortfalls but has an active implementation plan which is being driven by a dedicated inspector within the headquarters diversity unit.
- There has been an increase in the proportion of female officers of around 1%, which equates to an additional 42 female officers. This places Devon and Cornwall on par with its MSF and national comparators. There has been a small reduction in recruits from minority ethnic backgrounds, from three to one in the last financial year, which has adversely affected apparent performance against MSF and national performances, but this data relates to particularly small numbers.
- The Chief Constable and FCT responded very positively to the issues raised within the 'Secret Policeman' documentary and wrote to local newspapers, chief executives and a range of key stakeholders stating the constabulary's position and its intolerance of racism. However, conflicting experiences were evident among staff, indicating that there may be still some internal infrastructure issues to be addressed.
- One positive response highlighted during the assessment was the recent introduction of a 'critical friends list' on the internal intranet and briefing site, which enables staff to readily identify officers with skills and attributes to provide appropriate support mechanisms, advice and mentoring in relation to race and diversity issues. Improved marketing may assist in addressing the above point regarding infrastructure.
- Significant progress has been achieved with the introduction of a comprehensive internet and intranet web page, with direct links to the chair of the constabulary Gay Police Association and also the national Gay Police Association. It is hoped this development will not only raise the profile of the LGBT issues but also be an encouragement to those from LGBT communities who may be considering joining Devon and Cornwall Constabulary.
- There is a resilient structure for race and diversity within each of the BCUs, with professional line management of these individuals falling to the headquarters diversity manager, supplemented by six-weekly meetings. Several BCUs have increased their diversity officer strength in specialist areas, examples being Plymouth Kurdish asylum seekers and refugees and seasonal migrant workers in areas such as Cornwall. Consideration is being given to a dedicated NBM for the Torbay area to engage with the local LGBT community.

## **Areas for Improvement**

- Although there is a reported strong commitment from the FCT and BCU commanders to all race and diversity issues, it has been mentioned that good understanding of some of the barriers is one issue but tackling them is another, bigger issue which requires overt management emphasis and leadership. Some support groups indicated a need for more tangible positive action rather than perceived rhetoric.
- The 'gender agenda' falls to the ACC (OS) portfolio. 'Gender agenda' items which have been raised internally are reportedly being progressed, and there is Police Authority oversight. Unfortunately at the time of assessment there was no established network for women police officers or police staff within Devon and Cornwall, and there had been limited engagement with the national British Association of Women Police Officers. Opportunities exist for more overt leadership and sponsorship from members of the FCT to raise the profile of female issues force-wide.
- Other internal support groups looking for more tangible and visible commitment from some members of the FCT echoed these sentiments. Despite these negative comments all groups who were interviewed reported that their meeting structures had improved and that they were all provided with mobile phones and regular funding to assist with attendance at national events and meetings, some of which took place off site.
- During the assessment process it became apparent that joint support group meetings were not the norm. There are many areas of commonality between these groups and a joint meeting might provide a forum to share and exchange views with a view to better organisation. One means by which a great strategic lead and understanding could be given to these groups might be through a regular joint meeting chaired by an appropriate member of ACPO to discuss cross-cutting issues.
- The ratio of resignations in minority ethnic groups to all officer resignations is higher than both MSF and national averages and is an issue which should be reviewed to establish any causal factors. The difference in voluntary resignation rates between male and female officers rose significantly between 2003/04 and 2004/05 and at 1:3 is higher than MSF and national averages of 1:1 (see Appendix A).
- Evidence of inclusivity was reported by Unison in Plymouth BCU, where they and other staff associations attend the monthly SMT and are engaged in other strategic meetings. This is good practice which should be replicated elsewhere.
- Further evidence of ad hoc approaches to diversity training were apparent during the assessment, where support groups cited that diversity training was lacking within the organisation and recognised that BCUs were delivering training independently and with limited experience among trainers. It is perhaps unfortunate that none of the support groups have been involved with any of the diversity training or with the implementation of national recruiting processes.
- It has been suggested that there should be an annual thematic review on equality and diversity included within the PMRs at BCU level and this would complement any actions arising out of the race equality scheme.



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- An opportunity was missed during the recent staff survey to conduct a form of cultural audit regarding matters such as sexual orientation, bullying and morale. The constabulary may wish to consider this, having learnt the lessons from the most recent computerised staff survey (the first of its kind) to widen the scope of this activity. The opportunity should be taken in any further survey work to consult all support groups and possibly external groups such as IAGs to ensure these opportunities are maximised.

## 6D Resource Management

Good	Stable
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### Strengths

- The authority has a good overall financial position with an appropriate level of reserves, and known liabilities are fully provided for in the accounts. However, concerns were voiced as a result of the large number of operations encountered by the constabulary in 2004/05, resulting in a £1 million overspend but which has been contained. A target has been set to deliver a £6 million saving for 2006/07. It is intended that the DCC will oversee this project.
- With good stewardship and appropriate levels of corporate governance the constabulary has demonstrated effective budgetary control, as shown by the 2004/05 out-turn. The external auditor has emphasised that "the Authority and Constabulary have a sound record of budgetary control".
- The corporate planning processes are clearly designed to deliver business change and to focus on linking resources to performance (including the use of activity analysis) and the assessment of risk.
- All departments, including estates, commercial services and engineering services, have been subject to a robust performance management regime assessment and are working to action plans monitored through the headquarters strategic development department.
- The estate management department has demonstrated an enthusiasm to market itself to the wider workforce and achieve improved communications, both internally and externally. Good relationships have been reported between the department, BCU commanders and finance managers. The Police Authority is also actively engaged in these processes.
- The finance department is continuing to have very clear focus on the use of technology to drive business improvements and to reduce transaction costs. This is well illustrated by the new arrangements being put in place to authorise and monitor police overtime and the replacement HR and finance system.
- The department has introduced specific support in terms of dedicated financial advisers as part of the logistical support offered to SIOs leading major incidents such as murders. This has been a considerable success and is an example of good practice.
- Devon and Cornwall is working in close partnership with its external auditor to develop good risk-management practices and a risk strategy. A risk-management group is in place.
- An annual report presented to the Police Authority on procurement is an important document in view of the Gershon Review and supports members with their corporate governance responsibility for contracting.
- In partnership with the Police Authority, the constabulary is actively pursuing an update of the current estate strategy to ensure that the operational policing requirements are set out for each BCU and department. In particular the estate, overall, is under considerable pressure from the significant rise in the number of police officers in recent years. The approach undertaken reflects best practice as it has focused on the business change benefits for a modernised estate and has set out a range of standard type facilities for delivering all aspects of policing.
- The constabulary has introduced robust processes to establish an operational need for buildings and storage facilities in relation to any new facility with a need to focus

- on the business benefits and especially the impact on operational policing.
- Examples of ongoing good liaison are evident between Cornwall and North and East Devon BCUs and their respective multi-agency partners around a robust estates management programme which has included the exploration of co-location sites and joint funding arrangements.
  - Devon and Cornwall has adopted a more flexible approach to leasing property. This has provided opportunities to incorporate break points and accommodates the needs of partners who may wish to be part of 'one-stop shops' or similar ventures.
  - Following the use of PMR within the engineering department there has been an improvement in the use of IT to provide management information on vehicles to users through the use of the new 'Transform' system.
  - The financial information management system is a new development which will deliver financial cost savings over the current legacy 'oracle' systems. This project is being implemented as a step change within aggressive timescales and is an example whereby a number of projects (four) can be combined into one, addressing a wide range of cross-cutting issues at one time.
  - Devon and Cornwall has a policy which is aimed at developing links with local businesses and producers of goods. To achieve this members of the commercial services department make a habit of attending local trade fairs with the aim of engaging with local producers and to encourage wider understanding in the local business community of procurement legislation as it effects the local providers and local constabulary.
  - The proactive use of activity based costing analysis collection and projection to achieve efficiency savings and identify pinch points in relation to resourcing receives positive comments in the recent 'police data quality' assessment conducted by the Audit Commission.

### **Areas for Improvement**

- The Police Authority and the constabulary are now collaborating on an integrated approach aimed at identifying performance outcomes and linking these to the budgetary implications. These are seen as key features of the budget-setting process. This work is still in development and is regarded as in its infancy.
- While there has been some devolvement of finances within BCUs down to sector level, there is scope for greater devolvement in terms of salaries within the context of corporate workforce planning arrangements.
- The constabulary has considered the need for a storage strategy, which featured in the last baseline assessment. Following a feasibility study storage has been identified as one of the six priorities for the estate strategy. This nevertheless remains as an area for improvement.
- It has been recognised that there are opportunities to be achieved from the pursuit of income generation, reflecting the new Home Office guidance. In addition to the conventional routes the constabulary and Police Authority need to consider the potential net benefits from the employment of additional staff to support BCUs in leveraging resources under Town Planning 106 agreements and from energy conservation, tariff analysis etc. This opportunity is being actively progressed.
- There is recognition that there are six sites where potential funds are locked in and potential for significant income generation and partnership working. A development surveyor has been appointed to lead on these and Section 106 issues.
- At the time of assessment few developments were evident that address a previous

area for improvement relating to the practice of police officers being used to collect, deliver and distribute police vehicles. Plans exist to invest in a low-loader, which could also carry light spares for easy repairs thus reducing vehicles' absences, but these are yet to be expedited. There remain potential efficiency gains around simple matters such as the routine changing of bulbs and vehicle tyres, and these are being investigated.

- In common with others, the constabulary has an ageing profile of vehicle technicians. While a keen supporter of staff training the constabulary does not participate in the new apprenticeship scheme. The department is of a sufficient size to justify such a commitment and this should be considered. Some efforts have been made to address this but it remains work in progress.
- There is scope for greater use of email auctioning, sales and purchases than is currently the case. Liaison with South Wales Police, which is the local lead on e-auctioning, is in hand, particularly in relation to the purchases of stationery.
- The organisation may wish to consider the employment of a professional who is qualified and able to work between estates and procurement for the benefit of purchasing and surveying building materials, newbuilds and alterations. This individual could provide a valuable bridge between these two areas of business in the form of a full-time contracts manager.
- There is scope to ensure better communication from user groups. One example concerns the recent purchase of the new fleet of PSU vehicles. It has been found that some do not fit inside the station car parks and are therefore being left parked out in the street. Others are not being used on BCUs because their size means they cannot be used on routine, town-centre public order patrols. Better communication would have enabled these issues to be highlighted earlier and addressed.
- During this assessment, feedback was received that the time may be right following the implementation of the neighbourhood policing strategy and restructuring to re-run the resource allocation formula. The constabulary is nearing its strategic aim of an establishment of 3,500 officers and therefore will no longer be in a growth situation after 2006/07. It may therefore be both timely and appropriate for a robust re-examination of the allocation and disposition of resources to ensure that deployment matches need and that there is the ability to respond dynamically to changing policing demands.

## 6E Science and Technology Management

Fair	Improved
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### Strengths

- The Police Authority is maintaining an increasing and active role with relation to all ICT projects. Its input has been welcomed by the head of ICT, who regards the authority as 'critical friends' of the management board. This presence has assisted the flow of information between the constabulary and the Police Authority regarding ICT matters.
- Clarity of leadership is achieved by the director of finance and administration, who owns the IT portfolio. The head of ICT has a direct reporting line to him, and they meet on a bi-weekly basis at performance meetings. In addition there is a central steering group known as the finance, ICT, resources, engineering and estates board, also chaired by the director of finance and administration and attended by the ICT technical architect. This board oversees all ICT strategies and projects.
- The constabulary reports a progressive and maturing change management board which has resulted in a more disciplined approach in requesting and tasking ICT support. This has been implemented in a less bureaucratic method.
- There is a well-established and effective system with British Telecom to test the disaster recovery arrangements for ICT. The recent BT Comsure assessment framework has been used to test the resilience of organisations' telephony systems, and all systems in place to maintain operational business have proved successful.
- The introduction of the FOET has proved valuable in assessing the operational impact of a number of IT-related projects and has proved crucial in feeding back operational learning outcomes to the headquarters-based team.
- Penetration tests conducted by Communications Electronic Security Group (the UK national authority on information assurance) show Devon and Cornwall as a strong performer.
- Devon and Cornwall has fully participated in the ACPO benchmarking process, with results being compared and evaluated. This is supplemented by an internal customer service satisfaction survey.
- Following the original BVR of ICT in 2002 the department has shown a continuing willingness to identify and work towards achieving customer satisfaction and is constantly reviewing progress against SMART (Specific, Measurable, Achievable, Realistic, Timely) objectives.

### Areas for Improvement

- Devon and Cornwall has recently reviewed its external service provision and awarded the contract to a new external service provider. This may provide the opportunity for increased efficiency and effectiveness and will be monitored by HMIC following previous concerns.
- Long- and medium-term business plans are under review following the recent change of external service provider. This issue should be progressed without delay.
- Criticism has been levelled at the provision of IT facilities without the appropriate levels of training to ensure they are being used to best effect. Examples would include the introduction of email and Windows technology, with more recent ones being force intranet and internet access without adequate or structured training

- provision.
- Devon and Cornwall has demonstrated the merit, as mentioned above, in pulling together as many as four different but related projects under the management of one project director. There is scope to further develop this thinking into the governance of a range of other cross-cutting project work to minimise duplication and cost and maximise efficiency.
  - Aspects of the IT disaster recovery provision currently rely on a 'paired system' which is maintained on one site. A project is under way to install a further fall back for command and control and crime systems at a different location. Accepting this area of risk, other options are also being explored with neighbouring forces.
  - HMIC has found elsewhere a lack of qualified professional expertise within forces to offer independent critical review in relation to the efficiency or otherwise of IT systems. Some forces are beginning to experiment with peer reviews whereby forces of similar size critically appraise each other's systems. Devon and Cornwall may wish to consider formalising this option, as it has already had contact with another force in the South-East.

## 6F National Intelligence Model

Good	Stable
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### Strengths

- The Devon and Cornwall Constabulary was an early adopter of the full NIM and has continued to review its processes over the years since its introduction with improved levels of accountability at daily tasking across the organisation supplemented by more strategic bi-weekly and monthly tasking. There continue to be clear links between the constabulary and BCU control strategies, which assists in the prioritisation of effort and resource allocation to address local and level 2 issues.
- BCU control strategies are devised to reflect constabulary policing plans and national policing plans but also take into consideration the local issues discussed in partnership with key stakeholders. The positive outcomes from this process include evidence-based negotiating tools around targets and funding, managing the expectations and negotiating the contributions of partners.
- The NIM strategic assessment is seen as a very useful working document which has been completed in full consultation with BCU commanders and department heads and which assists in the prioritisation of resources.
- The NIM strategic assessment has been complemented by a corporate assessment framework allied to NIM principles, allowing the identification of wider strategic issues which will have an impact on its ability to deliver operational outcomes.
- There are robust and auditable systems for identification and development of targets in the NIM. A number of collated menus of tactical options for offender management are available and are a ready reference at headquarters and BCU level. This 'pic list' of options is regularly updated and refreshed.
- Following concerns over the evolutionary process resulting in a growing lack of corporacy, the constabulary has introduced a systems method whereby those bids in relation to problem and target profiles that do not adhere to the corporate framework will not be resourced. The result has been to achieve an immediate improvement in terms of predicted outcomes and deployment of resources. This approach has made BCUs more selective and more business focused in their bids.
- At the time of assessment the ACC (TP) had introduced a weighting system based around NIM principles and effective analysis to ensure that BCUs and sectors with particular problems or likely to be the victim of seasonal variations received the appropriate support.
- The constabulary has dedicated source units to handle confidential contacts. Following the identification of the fact that many items of intelligence from these valuable contacts were going untasked, a system has been implemented which has resulted in an 80% rise in taskings arising from these intelligence sources.
- It has also been identified that due to the plethora of open incident logs urgent and valuable intelligence submissions from dedicated sources and their handlers were being lost, and a systems approach has been implemented to ensure that these high-priority intelligence submissions are evaluated and actioned, where necessary, as a top priority.

### Areas for Improvement

- Devon and Cornwall Constabulary has started to include key partners in strategic tasking and co-ordination at BCU and organisational level. However, there is scope for greater involvement in certain areas where this is not the case.
- Work has been undertaken to devise a strategy for sifting quality community intelligence from the various potential sources of this useful and available information in certain areas. However, at the time of assessment the learning from this experience had yet to be rolled out to other BCUs.
- The intelligence and information management unit (IIMU) structure in Devon and Cornwall was designed with a seven-BCU model in mind. However, a four-BCU model was chosen with six IIMUs. The IIMU structure in certain BCUs has been rationalised. Long-term plans for further development remain unclear, and there may be scope for further rationalisation.
- There is scope for greater inclusivity in relation to BCU TC&G meetings. Currently criminal justice unit and custody heads, together with relevant inspectors within BCUs, do not sit on the TC&G meetings. The heads of department do sit on such strategic meetings at headquarters, and it has been highlighted that the 'middle management link' is missing. If this were rectified it would improve communications and continuity between support functions and operations.



## 7 Leadership and Direction

Following the appointment of the Chief Constable the FCT has embarked on a major change programme over the past two to three years which has seen a significant move towards neighbourhood policing and sectorisation with local geographical ownership. This groundbreaking drive has been accomplished quite successfully, but there is a need to ensure other areas of business are maintained and resourced; a fact recognised by the FCT. The overarching aim of the new administration has been a cultural shift from a transactional to a transformational style of leadership. While not without its obstacles, the success of this drive is evident in the increasing levels of confidence apparent among BCU commanders and increasing levels of devolved autonomy being given to sector command. Clarity of ownership and accountability remain challenges for the organisation.

### 7A Leadership

Fair
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#### Strengths

- The FCT is now well established and well resourced, comprising individuals with a range of skills and expertise to provide effective leadership and direction across a range of policing activity.
- Members of the FCT have national remits which provide benefits to the constabulary. The Chief Constable chairs the ACPO criminal justice portfolio/business area and is a member of the National Criminal Justice Board and the Office for Criminal Justice Reform. The DCC leads on LGBT issues and the ACC (O) on CBRN (chemical, biological, radiological and nuclear), and the ACC (TP) is a member of the National Neighbourhood Policing Project and leads on knife crimes.
- In February 2005 the FCT launched the new vision, mission and values to further clarify and focus strategic direction by developing the existing strategic policing aims and statement of purpose and developing the engagement circle relating to neighbourhood policing. This high-profile launch was led by the Chief Constable and consisted of personal presentations by members of the FCT, supported by the Police Authority, to all police and police staff managers.
- Key to the increasing confidence evident among BCU commanders at the time of assessment was the high-profile level of support and active visible management of the ACC (TP), who reported that he conducted about 20% of his business out on BCUs within a working week. After a recent portfolio review, however, this individual has ceased to own this area of business, and it is important that this level of engagement and momentum is retained.
- Devon and Cornwall has appointed a temporary director of corporate communications, responsible for press, media and the consultation unit, and accountable directly to the Chief Constable, with a strong link to the Police Authority. He has assisted the FCT in delivering its vision, mission and values in an effective publicity launch. The DCC adopts a high media profile and makes a point of engaging with the community through writing to local papers on issues of public concern. There was further evidence of proactivity recently when the opportunity was taken for high-profile national coverage of hunting ban issues, in which the ACC (O) took a lead role.
- The FCT's commitment to race and diversity issues, under the leadership of the

Chief Constable, has been championed by the DCC and is reflected not only in the high-profile media statements but also in the fact that their PDRs include at least one race and diversity objective. This positive action should be reflected across the organisation.

- There is a high level of engagement with the Police Authority, with regular meetings being held between the Chief Constable, the Police Authority's chief executive and local media editors to report on specific issues but also to communicate the vision and direction of the organisation.
- The FCT uses central service attachments/secondments and partnerships with the Regional Government Office, HMIC and other organisations to offer staff development opportunities which benefit both individuals and the constabulary. At the time of assessment the ACC (OS) monitored the career development of all senior staff through appraisal. High-potential officers are a special case where a career plan is put together in HR, and all moves and promotions are agreed personally by the ACC (OS).
- The FCT holds 'blue skies' strategic planning and team-building days twice a year, and opportunities are taken to engage with managers at events such as those held at St Mellion. The vision, mission and values were launched through six road shows held across the constabulary area, each led by the FCT.

### **Areas for Improvement**

- Visibility and accessibility are a priority for the FCT, and the Chief Constable maintained a high profile in the months following her appointment in 2002. Indeed this momentum was maintained during the summer of 2004, when she visited some 45 police stations and saw some 1,000 members of staff. Despite this personal commitment, concerns have, however, been expressed in various quarters about the current low levels of visibility and accessibility among some members of the FCT. This feedback comes at a time when there is a need to take all opportunities to build trust and confidence within the organisation and should be addressed.
- Within the FCT and across a range of strategic functions there is a perception, expressed to HMIC, that portfolio responsibilities have become diffused. At the time of assessment there were plans, yet to be introduced, to ensure that the DCC had the ability to maintain an overview, with cross-cutting responsibilities. It is arguable, however, that one person in this key role would struggle to achieve this difficult task, and there may be other means by which this objective can be achieved.
- As a result of this assessment HMIC considers that it is essential for the FCT to address a perception that challenge, constructive criticism and reports of problems are not given due consideration. In a period of rapid change it is critical that staff feel engaged and are confident to raise issues of concern.
- The findings of the last baseline assessment included commentary relating to the recent organisational restructure and the legacy from previous administrations. The reduction in the number of BCUs five years ago has left the constabulary with larger numbers of officers in senior ranks (superintendents and chief inspectors) than perhaps it needs. HMIC understands the issues around geography and resilience but feels there is scope to review roles and responsibilities at middle management to maximise the use of resources and provide greater clarity of ownership.
- There has been experimentation with 360-degree staff appraisals at FCT level. This step forward is positive and consideration should be given to expanding this project to encompass senior management grades across the organisation.

## 7B Strategic Management

Fair	Deteriorated
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### Strengths

- The Police Authority continues to be actively engaged in planning and maintains a proactive oversight in many key areas of strategic management. The robust planning cycle is well established using a corporate calendar to harmonise the various planning cycles. A sub-group of four people meet; they then inform the main body of the Police Authority through the resources committee.
- The Police Authority sits on the target-setting group, which at the time of assessment was chaired by the ACC (TP). More account is taken of demographic and specific issues in different areas when targets are set and differential targets are being introduced.
- There are evident links between the constabulary's strategic plan, the national policing plan, crime and disorder partnership plans and the local criminal justice board strategy. These plans are SMART in nature and enable prioritisation of projects, which facilitates partnership working.
- Devon and Cornwall maintains a continuous improvements database, the products of which are regularly reported to the programme monitoring board and to the Police Authority's performance monitoring and audit sub-committee. The database allows tracking of a range of local and national inspection recommendations and, with appointed accountable lead personnel, enables progress against these recommendations to be followed.
- The corporate assessment framework is now well established and enables senior managers to submit prioritised growth bids, anticipate demands and identify potential savings. The process is timed to coincide with other planning cycles and is conducted in close partnership with the Police Authority. Risk management is implicit in the process, which facilitates a greater understanding of overall threats and opportunities confronting Devon and Cornwall.
- At the request of the FCT members of the 2003/04 strategic command course conducted work in relation to the development of the corporate assessment framework. Devon and Cornwall has acknowledged the findings of this piece of work and has closely allied the framework to broader NIM principles. The result of this is an effective method of identifying, prioritising and addressing business needs in an intelligent manner.
- The introduction of the FOET has been widely acclaimed at all levels. It provides the organisation with an effective tool to give timely feedback to the effectiveness of developing strategy, allowing adjustments to be made at local and strategic level. Answering to the ACC (TP), the team consists of respected and credible operational officers with proven ability to effectively engage and influence at all levels.

### Areas for Improvement

- During the assessment, concerns were raised by a number of stakeholders that there is a disfunctionality in the various streams of work, and command portfolios which tend to operate in a 'silo-based' manner while impacting upon in sometimes unforeseen outcomes. There is a need to address these cross-cutting issues, mentioned elsewhere in this report, with further examples below.
- Recent experience in terms of the series of major crime investigations that the

constabulary had to confront has highlighted a lack of resilience in relation to MCIT. The accent in recent years has been to establish a groundbreaking neighbourhood beat policing policy, which possibly has been to the detriment of other aspects of the organisation. There is a need to ensure appropriate balance and resilience in all key areas of police activity. This issue, having been recognised by the constabulary, has resulted in the planned increase of 80 additional detectives.

- Concerns have been raised over the number of projects ongoing within the constabulary and the potential lack of prioritisation, with some falling behind, eg Internet 2. There may well be a case to adopt a policy found in other forces whereby staff have been employed to provide strategic oversight of projects, to adopt a co-ordinating role and, where necessary, to combine allied projects to ensure that efficiency and effectiveness are maximised and duplication is avoided.
- A further example is the important and significant work being conducted in relation to sanction detections, violent crime, volume crime, crime and incident management, and forensic management. There is an opportunity to strategically co-ordinate this work with an overarching group comprising relevant key personnel from each of the smaller groups, meeting on a regular basis to oversee and to discuss progress. While ACPO leadership on these separate projects is welcomed, there is a need to pull all this together.
- Meeting structures remain a cause for concern, both internally and from an external HMIC perspective. It has been reported that various strategic meetings have become unproductive and that those seeking decisive outcomes and clear direction will take their business to one particular forum rather than other strategic meetings. This factor may also be a reflection of the concerns raised above about leadership, project ownership and work streams.
- It has been reported that one of the biggest inhibitors to strategic development and improvements to performance is poor communication. While this was cited in relation to the mainstreaming of diversity, there are wider strategic issues relating to effective communication. The step to appoint a director of communication has been taken and some progress is evident, but there is clearly scope to further improve this aspect of strategic management. Opportunities exist for improved marketing through strategically placed plasma screens and internal corporate marketing, which will no doubt be explored.
- There was, at the time of assessment, no formal risk management board structure within Devon and Cornwall, despite the introduction of the risk register and development of the NIM-related corporate assessment framework. This is an area where further work is required between the constabulary and Police Authority.

**7C Performance Management and Continuous Improvement**

<b>Good</b>	<b>Stable</b>
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**Strengths**

- The Police Authority has reported receiving adequate data from the constabulary, including iQuanta, and feels it is now able to challenge with confidence. There are examples where this has taken place, such as call management and the allocation of resources to key departments such as the OHU.
- The regular contact in terms of monthly meetings, progress monitoring reviews and informal interactions between the ACC (TP) and BCU commanders is viewed as having been the most positive catalyst for change within the organisation. It is important this momentum is maintained following the recent changes in FCT portfolios. (See Areas for Improvement below.)
- The last baseline report, for 2003/04, cited evidence of a strong performance regime within the criminal justice department. This has been maintained and remains a model to which other headquarters departments might aspire.
- Individual PDRs with a high completion rate continue to provide the principal focus for formal supervision of the performance of police officers and police staff. These are now IT based and fully compliant with the integrated competency framework. The annual PDR review linked to the yearly planning process, the objective setting and the priority-determining elements of the review ensure that individual activity supports organisational objectives.
- Post-implementation reviews will be held for each BVR. A comprehensive database is used to track the progress of recommendations, and improvement plans are allocated to post holders, with a timescale for key stage implementations. Recommendations are costed and linked to anticipated performance improvements and business benefits. There are effective links to efficiency planning through the finance department. The best value team is now managed by the Police Authority, which has forged close links and further developed the process.
- Devon and Cornwall continues to review and enhance its NIM business model and has introduced measures which have improved areas, including the force-wide target intervention meetings and the production of target and problem profiles. This approach has improved corporacy, effectiveness and efficiency and has introduced a more focused outcome to bids and tasking requests.
- The recently relaunched suggestion scheme for the constabulary, 'Bright Ideas', has been well marketed and streamlined and is now IT based, affording greater organisational learning and celebration of success where appropriate.
- An IT-based product has superseded the monthly management information document mentioned in previous baseline assessment documents. This product enables improved data management over a wide range of subjects down to sector/unit level and is updated from one central source of information.
- The BCU PMR regime – widely acknowledged as being both supportive and effective – has been extended to encompass headquarters support departments. Plans to extend this PMR to sector level have been refined and reviewed, with BCUs being expected to implement their own review process which is to be quality assured at headquarters. This process is a useful tool in reinforcing performance accountability to operational officers.

### **Areas for Improvement**

- At BCU level there is evidence to suggest that sector inspectors are routinely held to account effectively for local performance. They are in effect the drivers of performance within each BCU. The role is, however, complex, with a range of responsibilities including partnership, HR, estates, fleet, event planning and, not least, performance across a broad spectrum. They are also conducting a crime management function, which might be better held by the relevant detective chief inspectors or detective inspectors, who currently do not 'own' volume crime investigation. This area may be worthy of review.
- Despite recent reviews concerning strategic meetings, there are still apparent issues relating to ownership and accountability which require clarification. This applies at all levels through the organisation and should be addressed.
- Interviews with focus groups in a range of inspection activity has indicated a low global awareness in terms of relevant performance targets or other wider issues such as ACPO responsibilities. There remains a marketing issue regarding the latter and a need to highlight the former at a number of levels.
- Policing (and therefore finance and resources) is seen by some staff as being target led, and frustrations have been voiced that once a target has been achieved officers are diverted from what they have been doing to new and (to them) perhaps less important areas. They are cynical regarding what they see as 'quick-win policing' and doubt whether this is in the best long-term interests of the community. Examples quoted include perceived sudden switches from the achievement of drugs targets to a quest to achieve vehicle crime targets, with drugs then being neglected. While this may comply with NIM approaches, there is scope for better articulation of plans and intended performance outcomes to heighten understanding and buy in from staff.

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**Appendix 1: Performance Tables**

<b>1A: Fairness and Equality</b>							
Indicator	2003/4	2004/5	Change	MSF Ave 2004/5	MSF Rank 2004/5	National Ave 2004/5	National Rank 2004/5
% of victims of racist incidents very/completely satisfied with respect to the overall service provided <b>(SPI 3a)</b>	N/A	66.1%	N/A	59.4%	2 out of 8	48.6%	2 out of 37
% of victims of racist incidents satisfied with respect to the overall service provided <b>(SPI 3a)</b>	N/A	81.9%	N/A	78.9%	3 out of 8	71.5%	4 out of 37
% of white users very/completely satisfied with respect to the overall service provided <b>(SPI 3b)</b>	N/A	64.3%	N/A	59.1%	3 out of 8	56.8%	7 out of 37
% of users from BME groups very/completely satisfied with respect to the overall service provided (SPI 3b)	N/A	63.4%	N/A	53.4%	2 out of 8	44.1%	3 out of 37
Difference between very/completely satisfied rates <b>(SPI 3b)</b>	N/A	0.87 pts	N/A	5.7 pts	N/A	12.7 pts	N/A
% of white users satisfied with respect to the overall service provided <b>(SPI 3b)</b>	N/A	77.4%	N/A	78.8%	6 out of 8	78.0%	23 out of 37
% of users from BME groups satisfied with respect to the overall service provided <b>(SPI 3b)</b>	N/A	77.5%	N/A	76.1%	5 out of 8	71.2%	10 out of 37
Difference between satisfied rates <b>(SPI 3b)</b>	N/A	0.077 pts	N/A	2.65 pts	N/A	6.8 pts	N/A
% of PACE stop/searches of white persons which lead to arrest <b>(SPI 3c)</b>	N/A	*	N/A	*	N/A	*	N/A
% of PACE stop/searches of persons from BME groups which lead to arrest <b>(SPI 3c)</b>	N/A	*	N/A	*	N/A	*	N/A
Difference between PACE arrest rates <b>(SPI 3c)</b>	N/A	*	N/A	*	N/A	*	N/A
% detected violence against the person offences for victims from BME groups <b>(SPI 3d)</b>	N/A	26.4%	N/A	22.7%	6 out of 7	24.7%	26 out of 34
% detected violence against the person offences for white victims <b>(SPI 3d)</b>	N/A	27.7%	N/A	32.0%	6 out of 7	34.6%	29 out of 34
Difference in violence against the person detection rates. <b>(SPI 3d)</b>	N/A	1.377 pts	N/A	9.34 pts	N/A	9.9 pts	N/A
Difference between PACE stop/searches per 1,000 white and per BME population	N/A	*	N/A	*	N/A	*	N/A
Racially or religiously aggravated offences per 1000 population	0.37	0.43	18 %	0.48	N/A	0.70	N/A
% detected racially or religiously aggravated offences	38.6%	37.0%	-1.6 Pts	31.2%	6 out of 8	36.4%	29 out of 43

<b>1B: Neighbourhood Policing and Community Engagement</b>							
Indicator	2003/4	2004/5	Change	MSF Ave 2004/5	MSF Rank 2004/5	National Ave 2004/5	National Rank 2004/5
% of people who think that their local police do a good job <b>(SPI 2a)</b>	N/A	52.5%	N/A	50.9%	3 out of 8	48.6%	10 out of 42

\* This data was not available at time of publication

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<b>1C: Customer Service and Accessibility</b>							
<b>Indicator</b>	<b>2003/4</b>	<b>2004/5</b>	<b>Change</b>	<b>MSF Ave 2004/5</b>	<b>MSF Rank 2004/5</b>	<b>National Ave 2004/5</b>	<b>National Rank 2004/5</b>
% of victims of domestic burglary, violent crime, vehicle crime and RTCs very or completely satisfied with respect to making contact with the police <b>(SPI 1a)</b>	N/A	70.4%	N/A	69.9%	4 out of 8	65.9%	14 out of 37
% of victims of domestic burglary, violent crime, vehicle crime and RTCs very or completely satisfied with respect to action taken by the police <b>(SPI 1b)</b>	N/A	61.4%	N/A	59.7%	3 out of 8	54.9%	9 out of 37
% of victims of domestic burglary, violent crime, vehicle crime and RTCs very or completely satisfied with respect to being kept informed of progress <b>(SPI 1c)</b>	N/A	49.4%	N/A	43.6%	3 out of 8	38.8%	4 out of 37
% of victims of domestic burglary, violent crime, vehicle crime and RTCs very or completely satisfied with respect to their treatment by staff <b>(SPI 1d)</b>	N/A	74.7%	N/A	72.0%	5 out of 8	69.5%	10 out of 37
% of victims of domestic burglary, violent crime, vehicle crime and RTCs very or completely satisfied with respect to the overall service provided <b>(SPI 1e)</b>	N/A	63.8%	N/A	58.6%	3 out of 8	55.6%	7 out of 37
% of victims of domestic burglary, violent crime, vehicle crime and RTCs satisfied with respect to making contact with the police <b>(SPI 1a)</b>	N/A	85.0%	N/A	88.4%	7 out of 8	87.8%	27 out of 37
% of victims of domestic burglary, violent crime, vehicle crime and RTCs satisfied with respect to action taken by the police <b>(SPI 1b)</b>	N/A	73.9%	N/A	77.9%	7 out of 8	75.4%	27 out of 37
% of victims of domestic burglary, violent crime, vehicle crime and RTCs satisfied with respect to being kept informed of progress <b>(SPI 1c)</b>	N/A	61.7%	N/A	61.5%	5 out of 8	58.5%	12 out of 37
% of victims of domestic burglary, violent crime, vehicle crime and RTCs satisfied with respect to their treatment by staff <b>(SPI 1d)</b>	N/A	85.8%	N/A	87.7%	7 out of 8	87.8%	30 out of 37
% of victims of domestic burglary, violent crime, vehicle crime and RTCs satisfied with respect to the overall service provided <b>(SPI 1e)</b>	N/A	77.0%	N/A	78.5%	6 out of 8	77.3%	23 out of 37
% of people who think that their local police do good job <b>(SPI 2a)</b>	N/A	52.5%	N/A	50.9%	3 out of 8	48.6%	10 out of 42
% of victims of racist incidents very/completely satisfied with respect to the overall service provided <b>(SPI 3a)</b>	N/A	66.1%	N/A	59.4%	2 out of 8	48.6%	2 out of 37
% of victims of racist incidents satisfied with respect to the overall service provided <b>(SPI 3a)</b>	N/A	81.9%	N/A	78.9%	3 out of 8	71.5%	4 out of 37
% of PA buildings open to the public which are suitable for and accessible to disabled people	70.5%	86.7%	16.2 Pts	87.0%	3 out of 8	76.9%	15 out of 38

\* This data was not available at time of publication



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<b>2A: Reducing Hate Crime and Crimes Against Vulnerable Victims</b>							
<b>Indicator</b>	<b>2003/4</b>	<b>2004/5</b>	<b>Change</b>	<b>MSF Ave 2004/5</b>	<b>MSF Rank 2004/5</b>	<b>National Ave 2004/5</b>	<b>National Rank 2004/5</b>
% of domestic violence incidents with a power of arrest where an arrest was made related to the incident <b>(SPI 8a)</b>	67.7%	73.5%	5.9 Pts	73.6%	4 out of 6	55.7%	11 out of 28
% of partner-on-partner violence <b>(SPI 8b)</b>	84.3%	78.7%	-5.6 Pts	82.3%	N/A	74.1%	N/A
Racially or religiously aggravated offences per 1000 population	0.37	0.43	18 %	0.48	N/A	0.70	N/A
% detected racially or religiously aggravated offences	38.6%	37.0%	-1.6 Pts	31.2%	6 out of 8	36.4%	29 out of 43

<b>2B: Volume Crime Reduction</b>							
<b>Indicator</b>	<b>2003/4</b>	<b>2004/5</b>	<b>Change</b>	<b>MSF Ave 2004/5</b>	<b>MSF Rank 2004/5</b>	<b>National Ave 2004/5</b>	<b>National Rank 2004/5</b>
% risk of an adult being a victim once or more in the previous 12 months of a personal crime (excluding sexual offences) <b>(SPI 4a)</b>	6.3%	6.6%	0.3 Pts	6.3%	5 out of 8	5.3%	31 out of 42
% risk of a household being victim once or more in the previous 12 months of a household crime <b>(SPI 4b)</b>	16.1%	16.8%	0.7 Pts	16.9%	5 out of 8	17.9%	17 out of 42
Domestic Burglary per 1,000 households <b>(SPI 5a)</b>	8.73	8.26	-5.3 %	9.68	4 out of 8	14.40	8 out of 43
Violent crime per 1,000 population <b>(SPI 5b)</b>	17.40	19.01	9.2 %	18.75	6 out of 8	22.44	22 out of 42
Robberies per 1,000 population <b>(SPI 5c)</b>	0.35	0.34	-3.7 %	0.67	2 out of 8	1.68	5 out of 42
Vehicle crime per 1,000 population <b>(SPI 5d)</b>	10.37	9.36	-9.7 %	10.71	5 out of 8	13.99	13 out of 42
Life threatening crime and gun crime per 1,000 population <b>(SPI 5e)</b>	0.38	0.39	2 %	0.36	5 out of 8	0.61	18 out of 42
Total recorded crime per 1000 population	82.10	83.24	1.4 %	88.32	4 out of 8	105.37	13 out of 42
Violent Crime committed by a stranger per 1,000 population	4.90	5.02	2.3 %	6.14	4 out of 7	9.87	12 out of 34
Violent Crime committed in a public place per 1,000 population	8.90	9.26	4 %	10.70	3 out of 7	13.86	11 out of 34
Violent Crime committed under the influence of intoxicating substances per 1,000 population	5.94	6.41	7.9 %	4.56	6 out of 7	4.16	26 out of 32
Violent crime committed in connection with licensed premises per 1,000 population	2.24	2.11	-5.6 %	1.73	6 out of 7	1.44	28 out of 32
% of domestic burglaries where the property has been burgled in the previous 12 months	9.2%	9.1%	-0.1 Pts	7.8%	7 out of 8	8.3%	29 out of 37

\* This data was not available at time of publication

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<b>2C: Working with Partners to Reduce Crime</b>							
<b>Indicator</b>	<b>2003/4</b>	<b>2004/5</b>	<b>Change</b>	<b>MSF Ave 2004/5</b>	<b>MSF Rank 2004/5</b>	<b>National Ave 2004/5</b>	<b>National Rank 2004/5</b>
% risk of an adult being a victim once or more in the previous 12 months of a personal crime (excluding sexual offences) <b>(SPI 4a)</b>	6.3%	6.6%	0.3 Pts	6.3%	5 out of 8	5.3%	31 out of 42
% risk of a household being victim once or more in the previous 12 months of a household crime <b>(SPI 4b)</b>	16.1%	16.8%	0.7 Pts	16.9%	5 out of 8	17.9%	17 out of 42
Domestic Burglary per 1,000 households <b>(SPI 5a)</b>	8.73	8.26	-5.3 %	9.68	4 out of 8	14.40	8 out of 43
Violent crime per 1,000 population <b>(SPI 5b)</b>	17.40	19.01	9.2 %	18.75	6 out of 8	22.44	22 out of 42
Robberies per 1,000 population <b>(SPI 5c)</b>	0.35	0.34	-3.7 %	0.67	2 out of 8	1.68	5 out of 42
Vehicle crime per 1,000 population <b>(SPI 5d)</b>	10.37	9.36	-9.7 %	10.71	5 out of 8	13.99	13 out of 42
Life threatening crime and gun crime per 1,000 population <b>(SPI 5e)</b>	0.38	0.39	2 %	0.36	5 out of 8	0.61	18 out of 42
Total recorded crime per 1000 population	82.10	83.24	1.4 %	88.32	4 out of 8	105.37	13 out of 42

<b>3A: Investigating Major and Serious Crime</b>							
<b>Indicator</b>	<b>2003/4</b>	<b>2004/5</b>	<b>Change</b>	<b>MSF Ave 2004/5</b>	<b>MSF Rank 2004/5</b>	<b>National Ave 2004/5</b>	<b>National Rank 2004/5</b>
Life threatening crime and gun crime per 1,000 population <b>(SPI 5e)</b>	0.38	0.39	2 %	0.36	5 out of 8	0.61	18 out of 42
Number of abductions per 10,000 population	0	0	N/A	0.012	1= out of 8	0.016	1= out of 42
% of abduction crimes detected	0.0%	0.0%	N/A	40.0%	N/A	34.9%	N/A
Number of attempted murders per 10,000 population	0.09	0.11	13.3 %	0.11	6 out of 8	0.14	22 out of 42
% of attempted murder crimes detected	86.7%	76.5%	-10.2 Pts	73.6%	6 out of 8	72.7%	24= out of 43
Number of blackmail per 10,000 population	0.087	0.14	57.1 %	0.17	2 out of 8	0.28	15 out of 42
% of blackmail crimes detected	42.9%	18.2%	-24.7 Pts	23.3%	5 out of 8	26.2%	35 out of 43
Number of kidnappings per 10,000 population	0.187	0.17	-10 %	0.34	1 out of 8	0.53	2 out of 42
% of kidnapping crimes detected	60.0%	44.4%	-15.6 Pts	42.9%	4 out of 8	44.3%	27 out of 43
Number of manslaughters per 10,000 population	0.012	0.031	150 %	0.024	7 out of 8	0.025	27 out of 42
% of manslaughter crimes detected	150.0%	100.0%	-50 Pts	78.9%	2= out of 8	119.2%	8= out of 43
Number of murders per 10,000 population	0.087	0.137	57.1 %	0.101	7 out of 8	0.138	31 out of 42
% of murder crimes detected	92.9%	100.0%	7.1 Pts	96.3%	3= out of 8	94.5%	13= out of 43
Number of rapes per 10,000 population	2.05	2.52	22.5 %	2.42	N/A	2.65	N/A
% of rape crimes detected	18.8%	26.3%	7.5 Pts	23.8%	4 out of 8	29.5%	25 out of 43

\* This data was not available at time of publication

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<b>3B: Tackling Level 2 Criminality</b>							
<b>Indicator</b>	<b>2003/4</b>	<b>2004/5</b>	<b>Change</b>	<b>MSF Ave 2004/5</b>	<b>MSF Rank 2004/5</b>	<b>National Ave 2004/5</b>	<b>National Rank 2004/5</b>
Violent crime per 1,000 population <b>(SPI 5b)</b>	17.40	19.01	9.2 %	18.75	6 out of 8	22.44	22 out of 42
Life threatening crime and gun crime per 1,000 population <b>(SPI 5e)</b>	0.38	0.39	2 %	0.36	5 out of 8	0.61	18 out of 42
Number of Class A drug supply offences brought to justice per 10,000 population <b>(SPI 6c)</b>	0.21	0.17	-16.6 %	0.18	N/A	0.25	N/A
% of all Class A drug supply offences resulting in a caution or conviction that relate to cocaine <b>(SPI 6c)</b>	9.4%	14.5%	54.6 %	22.7%	N/A	21.9%	N/A
% of all Class A drug supply offences resulting in a caution or conviction that relate to heroin <b>(SPI 6c)</b>	26.7%/	39.3%	46.9 %	36.4%	N/A	43.7%	N/A
Number of joint operations between the force and NCS	1.00	3.00	200 %	9.67	N/A	3.94	N/A
Number of joint operations between the force and Revenue and Customs	4	8	100 %	7.5	N/A	6.78	N/A
No. of confiscation orders	22	15	-31.8 %	11.9	N/A	43.16	N/A
Total value of confiscation orders	£603,583	£1,170,335	93.9 %	£569,358	N/A	£1,179,340	N/A
No. of forfeiture orders	39	47	20.5 %	11.1	N/A	18.21	N/A
Forfeiture value	£65,579	£41,393	-36.9 %	£10,933	N/A	£79,822	N/A
Trafficking in controlled drugs per 1000 population	0.61	0.32	-47.2 %	0.33	4 out of 8	0.45	13 out of 42
% detected trafficking in controlled drugs offences	83.8%	97.5%	13.7 Pts	92.0%	3 out of 8	91.7%	12 out of 43

<b>3C: Investigating Hate Crime and Crime Against Vulnerable Victims</b>							
<b>Indicator</b>	<b>2003/4</b>	<b>2004/5</b>	<b>Change</b>	<b>MSF Ave 2004/5</b>	<b>MSF Rank 2004/5</b>	<b>National Ave 2004/5</b>	<b>National Rank 2004/5</b>
% of domestic violence incidents with a power of arrest where an arrest was made related to the incident <b>(SPI 8a)</b>	67.7%	73.5%	5.9 Pts	73.6%	4 out of 6	55.7%	11 out of 28
% of partner-on-partner violence <b>(SPI 8b)</b>	84.3%	78.7%	-5.6 Pts	82.3%	N/A	74.1%	N/A
Racially or religiously aggravated offences per 1000 population	0.37	0.43	18 %	0.48	N/A	0.7	N/A
% detected racially or religiously aggravated offences	38.6%	37.0%	-1.6 Pts	31.2%	6 out of 8	36.4%	29 out of 43

\* This data was not available at time of publication

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<b>3D: Volume Crime Investigation</b>							
<b>Indicator</b>	<b>2003/4</b>	<b>2004/5</b>	<b>Change</b>	<b>MSF Ave 2004/5</b>	<b>MSF Rank 2004/5</b>	<b>National Ave 2004/5</b>	<b>National Rank 2004/5</b>
% detected of vehicle crimes <b>(SPI 7e)</b>	11.8%	11.4%	-0.4 Pts	9.5%	4 out of 8	10.1%	25 out of 43
% detected of violent crime <b>(SPI 7c)</b>	52.9%	55.2%	2.3 Pts	48.0%	3 out of 8	49.5%	20 out of 43
% detected of domestic burglaries <b>(SPI 7b)</b>	16.7%	14.8%	-2 Pts	14.7%	5 out of 8	15.9%	28 out of 43
% detected of robberies <b>(SPI 7d)</b>	27.0%	25.3%	-1.7 Pts	19.3%	5 out of 8	19.9%	21 out of 43
% of notifiable/recorded offences resulting in a charge, summons, caution or taken into consideration at court <b>(SPI 7a)</b>	20.4%	21.8%	1.5 Pts	21.7%	6 out of 8	21.4%	29 out of 43
% total crime detected	29.3%	30.1%	0.7 Pts	25.7%	3 out of 8	25.7%	9 out of 43
% sanction detected of vehicle crimes	10.5%	10.1%	-0.4 Pts	8.8%	4 out of 8	9.3%	24 out of 43
% sanction detected of violent crime	31.6%	32.0%	0.5 Pts	35.1%	7 out of 8	34.3%	37 out of 43
% sanction detected of domestic burglaries	15.7%	12.7%	-3 Pts	13.5%	7 out of 8	14.3%	31 out of 43
% sanction detected of robberies	24.2%	22.2%	-2 Pts	18.1%	5 out of 8	17.2%	25 out of 43
% detected racially or religiously aggravated offences	38.6%	37.0%	-1.6 Pts	31.2%	6 out of 8	36.4%	29 out of 43
Number of notifiable/recorded offences resulting in conviction, caution or taken into consideration at court <b>(SPI 6a)</b>	27010	28454	5.3 %	19252	N/A	27381	N/A
% of notifiable/recorded offences resulting in conviction, caution or taken into consideration at court <b>(SPI 6b)</b>	20.6%	21.3%	0.8 Pts	21.8%	6 out of 8	20.7%	25 out of 42
Number of Class A drug supply offences brought to justice per 10,000 population <b>(SPI 6c)</b>	0.21	0.17	-16.6 %	0.18	N/A	0.25	N/A
% of all Class A drug supply offences resulting in a caution or conviction that relate to cocaine <b>(SPI 6c)</b>	9.4%	14.5%	54.6 %	22.7%	N/A	21.9%	N/A
% of all Class A drug supply offences resulting in a caution or conviction that relate to heroin <b>(SPI 6c)</b>	26.7%	39.3%	46.9 %	36.4%	N/A	43.7%	N/A

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<b>3E: Forensic Management</b>							
<b>Indicator</b>	<b>2003/4</b>	<b>2004/5</b>	<b>Change</b>	<b>MSF Ave 2004/5</b>	<b>MSF Rank 2004/5</b>	<b>National Ave 2004/5</b>	<b>National Rank 2004/5</b>
Burglary Dwelling - % scenes examined	66.0%	64.3%	-1.7 Pts	76.9%	8 out of 8	85.4%	42 out of 42
Theft of motor vehicle (MV) - % scenes examined	45.0%	37.8%	-7.2 Pts	50.1%	7 out of 8	40.1%	36 out of 42
% fingerprint recovery from burglary dwelling scenes examined	29.0%	29.6%	0.6 Pts	36.2%	7 out of 8	32.1%	33 out of 42
% fingerprint recovery from theft of MV scenes examined	44.0%	42.2%	-1.8 Pts	46.4%	5 out of 8	48.9%	29 out of 42
% DNA recovery from burglary scenes examined	7.0%	7.2%	0.2 Pts	9.0%	6 out of 8	8.2%	27 out of 42
% DNA recovery from theft of MV scenes examined	17.0%	17.2%	0.2 Pts	22.4%	7 out of 8	20.1%	23 out of 42
% fingerprint idents from recovery at burglary dwelling scenes	23.0%	22.2%	-0.8 Pts	21.0%	4 out of 8	16.8%	9 out of 42
% DNA matches from recovery at burglary dwelling scenes	N/A	38.8%	N/A	36.0%	3 out of 8	35.5%	14 out of 42
% DNA matches from recovery at theft of MV scenes	N/A	41.5%	N/A	41.0%	4 out of 8	38.3%	14 out of 42
% fingerprint idents from recovery at theft of MV scenes	28.0%	27.9%	-0.1 Pts	35.8%	6 out of 8	27.9%	17 out of 42
% conversion of fingerprint idents to primary detections	37.0%	*	N/A	37.2%	N/A	45.3%	N/A
% conversion of fingerprint idents to total detections (incl. secondary)	37.0%	*	N/A	54.2%	N/A	82.5%	N/A
% DNA primary detections per match	45.0%	69.8%	24.8 Pts	54.9%	1 out of 8	49.5%	5 out of 42
% DNA total detections per match (incl. secondary)	121.0%	193.5%	72.5 Pts	105.3%	1 out of 8	88.7%	1 out of 42

<b>3F: Criminal Justice Processes</b>							
<b>Indicator</b>	<b>2003/4</b>	<b>2004/5</b>	<b>Change</b>	<b>MSF Ave 2004/5</b>	<b>MSF Rank 2004/5</b>	<b>National Ave 2004/5</b>	<b>National Rank 2004/5</b>
Number of notifiable/recorded offences resulting in conviction, caution or taken into consideration at court <b>(SPI 6a)</b>	27010	28454	5.3 %	N/A	N/A	N/A	N/A
% of notifiable/recorded offences resulting in conviction, caution or taken into consideration at court <b>(SPI 6b)</b>	20.6%	21.3%	1 Pts	21.8%	6 out of 8	20.7%	25 out of 42
% of arrest summons entered onto the PNC in one day (target 90%)	86.7%	85.4%	-1.3 Pts	84.7%	2 out of 8	82.0%	13 out of 43
% of court results entered onto the PNC in 10 days	55.1%	71.1%	16 Pts	57.5%	1 out of 8	54.5%	13 out of 43
Number of sanction detections	26,757	29,096	8.7 %	N/A	N/A	N/A	N/A
PYOs arrest to sentence within 71 day target (from COMPASS)	N/A	*	N/A	*	N/A	*	N/A
Prosecution Team performance measurement - using COMPASS data	N/A	*	N/A	*	N/A	*	N/A
Management and targeted execution of warrants (COMPASS)	N/A	*	N/A	*	N/A	*	N/A
Implementation of pre-charge advice and monitoring of 47(3) bail (COMPASS)	N/A	*	N/A	*	N/A	*	N/A

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4A: Reassurance							
Indicator	2003/4	2004/5	Change	MSF Ave 2004/5	MSF Rank 2004/5	National Ave 2004/5	National Rank 2004/5
BCS Fear of Crime (% very worried about burglary) (SPI 10a)	7.5%	8.5%	1 Pts	8.8%	5 out of 8	11.3%	10 out of 42
BCS Fear of Crime (% high levels of worry about vehicle crime) (SPI 10a)	9.9%	8.3%	-1.6 Pts	9.5%	3 out of 8	12.5%	7 out of 42
BCS Fear of Crime (% high levels of worry about violent crime) (SPI 10a)	12.8%	8.5%	-4.3 Pts	12.7%	2 out of 8	15.1%	3 out of 42
BCS Feeling of Public Safety (% high levels of perceived disorder) (SPI 10b)	13.1%	12.1%	-0.9 Pts	12.6%	4 out of 8	15.8%	10 out of 42
% of reported domestic violence incidents that involved victims of a reported domestic violence incident in the previous 12 months.	16.9%	33.9%	17 Pts	33.7%	3 out of 7	37.8%	19 out of 34
% of domestic burglaries where the property has been burgled in the previous 12 months	9.2%	9.1%	-0.1 Pts	7.8%	7 out of 8	8.3%	29 out of 37

4B: Reducing Anti-Social Behaviour and Promoting Public Safety							
Indicator	2003/4	2004/5	Change	MSF Ave 2004/5	MSF Rank 2004/5	National Ave 2004/5	National Rank 2004/5
Number of RTCs resulting in death or serious personal injury per 100 million vehicle kilometres travelled (SPI 9a)	N/A	4.38	N/A	5.37	N/A	5.69	6 out of 35
Number of RTCs resulting in death or serious injury per 1,000 population	N/A	0.37	N/A	0.52	1 out of 7	0.51	3 out of 34

5A: Call Management							
Indicator	2003/4	2004/5	Change	MSF Ave 2004/5	MSF Rank 2004/5	National Ave 2004/5	National Rank 2004/5
The local target time for answering 999 calls (secs)	1	10	900 %	10	N/A	11.1	N/A
Number of calls answered within local target time	224,599	228,641	1.8 %	N/A	N/A	N/A	N/A
% of 999 calls answered within locally set target time	92.3%	90.6%	-1.7 Pts	91.3%	5 out of 8	87.3%	20 out of 39

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5B: Providing Specialist Operational Support							
Indicator	2003/4	2004/5	Change	MSF Ave 2004/5	MSF Rank 2004/5	National Ave 2004/5	National Rank 2004/5
Total number of operations involving the deployment of Authorised Firearms Officers where the issue of a firearm was authorised	112	71	-36.6 %	N/A	N/A	N/A	N/A
Number of operations where the officers have not commenced operations before being stood down	0	0	0 %	N/A	N/A	N/A	N/A

5C: Roads Policing: Annual indicators							
Indicator	2003/4	2004/5	Change	MSF Ave 2004/5	MSF Rank 2004/5	National Ave 2004/5	National Rank 2004/5
Number of RTCs resulting in death or serious personal injury per 100 million vehicle kilometres travelled (SPI 9a)	N/A	4.38	N/A	*	2 out of 7	5.69	6 out of 35
Number of RTCs resulting in death or serious injury per 1,000 population	N/A	0.37	N/A	0.52	1 out of 7	0.51	3 out of 34

6A: Human Resource Management							
Indicator	2003/4	2004/5	Change	MSF Ave 2004/5	MSF Rank 2004/5	National Ave 2004/5	National Rank 2004/5
Number of working hours lost due to sickness per police officers (SPI 13a)	*	*	N/A	*	N/A	*	N/A
Number of working hours lost due to sickness per police staff (SPI 13b)	*	*	N/A	*	N/A	*	N/A
Medical retirements per 1,000 police officers	1.65	2.47	49.5 %	3.07	5 out of 7	2.9	17 out of 39
Medical retirements per 1,000 police staff	2.41	2.27	-6 %	2.59	3 out of 8	2.16	19 out of 39

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<b>6C: Race and Diversity</b>							
<b>Indicator</b>	<b>2003/4</b>	<b>2004/5</b>	<b>Change</b>	<b>MSF Ave 2004/5</b>	<b>MSF Rank 2004/5</b>	<b>National Ave 2004/5</b>	<b>National Rank 2004/5</b>
% of police recruits from BME groups ( <b>SPI 12a</b> )	1.1%	0.5%	-0.7 Pts	2.2%	N/A	3.9%	N/A
% of people from BME groups in the economically active population of the force area ( <b>SPI 12a</b> )	N/A	1.1%	N/A	2.3%	N/A	8.0%	N/A
Ratio of BME groups resigning to all officer resignations ( <b>SPI 12b</b> ) (White officers: visible minority ethnic officers)	1: 0	1: 3.12	N/A	1: 2.07	5 out of 7	1: 1.47	33 out of 37
% of female officers compared to overall force strength ( <b>SPI 12c</b> )	19.7%	20.8%	1 Pts	21.1%	5 out of 8	21.2%	25 out of 42
% of female police staff compared to total police staff	54.6%	54.6%	0 Pts	59.0%	8 out of 8	62.3%	41 out of 42
% of white police officer applicants appointed	8.0%	10.1%	2.1 Pts	12.4%	N/A	26.9%	N/A
% of BME police officer applicants appointed	0.0%	0.0%	0 %	5.6%	N/A	24.0%	N/A
Difference in % of applicants appointed	8	10	200 Pts	6.8 pts	N/A	2.8 pts	N/A
% of female police officer applicants appointed	8.8%	10.9%	2.1 Pts	14.7%	N/A	29.1%	N/A
% of male police officer applicants appointed	6.2%	8.8%	2.6 Pts	10.7%	N/A	24.2%	N/A
Difference in % of applicants appointed	2.6	2.1	-50 Pts	3.9 pts	N/A	4.9 pts	N/A
Difference between voluntary resignation rates of male and female officers	1: 1.16	1: 2.31	99.5 %	1: 1.36	7 out of 7	1: 1.41	36 out of 39

<b>6D: Resource Management</b>							
<b>Indicator</b>	<b>2003/4</b>	<b>2004/5</b>	<b>Change</b>	<b>MSF Ave 2004/5</b>	<b>MSF Rank 2004/5</b>	<b>National Ave 2004/5</b>	<b>National Rank 2004/5</b>
% of police officer time available for frontline policing ( <b>SPI 11a</b> )	N/A	*	N/A	*	N/A	*	N/A
% of time spent on frontline duties (including crime prevention activities) by all police officers and staff (including CSOs)	N/A	*	N/A	*	N/A	*	N/A
% of police officer time spent on visible patrol	N/A	*	N/A	*	N/A	*	N/A
% of police officers in operational posts	93.2%	93.3%	0.1 Pts	92.1%	4 out of 8	88.2%	12 out of 41
Total spending per police officer	£66,487.28	£68,602.62	3.2 %	£70,163.45	N/A	£121,668.41	N/A
Total spending per 1,000 population	£137,495.16	£145,620.21	5.9 %	£152,602.64	N/A	£320,496.85	N/A

\* This data was not available at time of publication



## **Appendix 2: Glossary of Terms and Abbreviations**

ABC	acceptable behavioural contract
ACC	assistant chief constable
ACC (O)	ACC (operations)
ACC (OS)	ACC (operations support)
ACC (TP)	ACC (territorial policing)
ACPO	Association of Chief Police Officers
ANPR	automatic number plate recognition
ARV	armed response vehicle
ASB	anti-social behaviour
ASBO	Anti-Social Behaviour Order
BCS	British Crime Survey
BCU	basic command unit
BME	black and minority ethnic
BVR	Best Value Review
CDRP	Crime and Disorder Reduction Partnership
CMC	call-management centre
COMPASS	a national information technology system for tracking, managing and recording caseload information
CPS	Crown Prosecution Service
CRE	Commission for Racial Equality
CSI	crime scene investigator
CTP	costed training plan
DCC	deputy chief constable

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DNA	deoxyribonucleic acid
DV	domestic violence
FCT	force command team
FLO	family liaison officer
FOET	force operational engagement team
Gender Agenda	an ACPO/Home Office initiative to promote equal opportunities for women in the police service
H&S	health and safety
HMIC	Her Majesty's Inspectorate of Constabulary
HR	human resource
IAG	independent advisory group
IS/IT	information services / information technology
JE	job evaluation
Level 2 Criminality	criminal activity that takes place on a cross-boundary basis
LGBT	lesbian, gay, bisexual, transgender
MAPPA	multi-agency police protection arrangements
MCIT	major crime investigation team
MSF	most similar force(s)
MV	motor vehicle
NAFIS	National Automated Fingerprint Identification System
NBM	neighbourhood beat manager
NCIS	National Criminal Intelligence Service
NCRS	National Crime Recording Standard

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NCS	National Crime Squad
NIM	National Intelligence Model
OHU	occupational health unit
PA	police authority
PACE	Police and Criminal Evidence Act
PCSO	police community support officer
PDR	personal development review
PMR	performance monitoring review
PNC	Police National Computer
PND	penalty notice for disorder
POCA	Proceeds of Crime Act 2004
PPAF	police performance assessment framework
PPOS	prolific and priority offender scheme
PSU	Police Standards Unit
PYO	persistent young offender
QA	quality assurance
RJ	restorative justice
RTC	road traffic collision
Sanction Detections	offences that are detected by way of charge, summons, caution, fixed penalty for disorder or offences admitted on a signed 'taken into consideration' schedule
SGC	specific grading criteria
SIO	senior investigating officer
SPI	statutory performance indicators (SPIs) are used to monitor key aspects of police performance and form a critical component of performance

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assessments. SPIs are set each year following consultation with partners in line with powers under the Local Government Act 1999. SPIs are also known as 'best value performance indicators'

TTC&G tactical tasking and coordinating group

Volume Crime not a technical term but normally refers to high incidence vehicle crime, burglary and in some areas robbery