

Her Majesty's Inspectorate of Constabulary



**HMIC Inspection Report**  
**Devon and Cornwall Constabulary**  
**Neighbourhood Policing**  
**Developing Citizen Focus Policing**

**September 2008**



*Devon & Cornwall Constabulary – HMIC Inspection*

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## **Introduction to HMIC Inspections**

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

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

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

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

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

## **HMIC Business Plan for 2008/09**

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

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

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

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

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

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

## Programmed Frameworks

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

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

## Neighbourhood Policing

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

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

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

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

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

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

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

### **Developing Citizen Focus Policing**

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

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

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

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

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

## Statutory Performance Indicators and Key Diagnostic Indicators

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

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

### Neighbourhood Policing

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

### Developing Citizen Focus Policing

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

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

## Developing Practice

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

## The Grading Process

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

### Meeting the standard

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

## Force Overview and Context

Devon & Cornwall Constabulary has:

- 3 Basic command units (BCUs);
- 210 Neighbourhood Policing teams (NPTs);
- 327 Officers dedicated to Neighbourhood Policing; and
- 362 PCSOs dedicated to Neighbourhood Policing.

The force is a member of 17 crime and disorder reduction partnerships (CDRPs) that cover the force area.

### Geographical description of force area

Situated in the South West of the country, Devon and Cornwall Constabulary serves the counties of Devon, Cornwall and the Isles of Scilly, and is the largest territorial police force in England. It covers approximately 4,000 square miles, with around 550 miles of peninsula coastline, and a road network covering some 13,000 miles. Policing an area this size presents many challenges, with the needs of both rural and urban communities at the forefront of the Force's approach to tackling crime.

The South West has a wide range of domestic and European air services from its main airports at Exeter, Plymouth and Newquay. Both Land's End and Penzance airports offer frequent flights to the Isles of Scilly. A major sea port at Plymouth includes ferry links to Santander, Roscoff and the Channel Islands. The ferry port at Penzance provides a regular service to the Isles of Scilly.

Dealing with such a large number of tourists presents its own problems, especially as the Constabulary has fewer officers per members of the population than most other areas of the country.

A large rural population makes responding to target times for emergencies a challenge for the Force. The cities of Exeter and Plymouth also present their own unique policing issues, as do popular seaside resorts such as Torquay and Newquay.

Structurally, Devon & Cornwall Constabulary is split into three basic command units covering the areas of Devon, Plymouth and Cornwall and the Isles of Scilly, which are further broken down into sectors and neighbourhood beats.

Headquarters at Middlemoor includes specific specialist departments that provide support across the whole Constabulary such as the Scientific Support Unit, Air Operations Unit, Public Relations, CID, and the police learning and development centre.

Constabulary strength as at 31 March 2008 (full-time equivalents) was a little over 6,000, with 3,500.4 police officers, 2,182.2 police staff and 355.5 police community support officers. In addition the Constabulary is supported by 510 special constables and 60 volunteers.

### **Demographic profile of Force area**

The main areas of population are Exeter, Plymouth, Torbay, and Truro. Plymouth has a population of over 241,000, plus an additional population of approximately 353,000 people who commute into the city for work and leisure. By contrast there are areas of rural sparsity and important heritage sites, such as Dartmoor, Bodmin Moor, the Isles of Scilly and the Cornish coastline.

The total population is approximately 1.6 million and the biggest in the south west with some 725,000 households. There is a minority ethnic population of approximately 18,425, representing some 1.2% of the total population (*source: census 2001*). It is estimated that a further 10.9 million people visit Devon, Cornwall and the Isles of Scilly each year, with the population of the counties swelling to around 8 million during the summer months.

In March 2008, average house prices for Devon and Cornwall were £219,089 and £238,085 respectively, against an average of £210,792 for England.

### **Strategic priorities**

Four strategic themes have been agreed to assist achievement of the Constabulary vision to be a top performing force within five years. They take into account the requirements of new legislation, including the National Community Safety Plan, and they are mindful of public expectations, key commitments already made and budgetary constraints. Each theme represents an area that the Constabulary will focus on in order to meet its vision and delivery against each theme is supported by a programme of change. The themes focus on the following areas:

- Customer focus: delivering services to meet the needs of our citizens whilst meeting national policing standards
- People focus: empowering and valuing our people, leading our people, embracing equality and diversity
- Performance focus: transforming our business to be more efficient and effective
- Communications focus: telling people what they need to know, in the way that they want it and in a language they understand

### **Force performance overview for 2007/8**

The Constabulary achieved 11 of its 16 targets set within the 2007/08 Policing Plan. It delivered an outstanding overall reduction in British Crime Survey comparable recorded crime of 10.9% against a target of 5%. Overall victim satisfaction increased by six percentage points to 83.4% and the satisfaction of victims of racist incidents increased to 85.4%. Devon and Cornwall remains a safe place to live where crime is reducing, detections

are increasing and satisfaction is increasing. Reductions were also achieved in the number of British Crime Survey respondents who were worried about burglary (-1.8%), car crime (-3.4%) and violent crime (-3.2%).

## Neighbourhood Policing

<b>2007/08 Neighbourhood Policing Summary of judgement</b>	<b>Meeting the standard</b>
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### Meeting the standard

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

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

### Neighbourhoods are appropriately staffed (coverage).

#### Summary statement

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

#### Strengths

- Neighbourhood Policing (NHP) areas are clearly defined. The force comprises three BCUs, having recently restructured by merging two BCUs to form the new Devon County BCU. Each BCU comprises local policing areas subdivided into NHP areas.
- In total the constabulary has 210 NHP areas, with dedicated teams found in each.
- All beats within the identified neighbourhoods possess named contact at all levels, and there are constables working as neighbourhood beat managers (NBMs) and police community support officers (PCSOs) assigned to each of the neighbourhoods.
- An abstraction policy at both force and BCU level clearly defines abstraction and states that all staff up to sergeant rank should remain within NHP for a minimum of three years. The policy allows for no more than 10% abstraction from a NHP area for neighbourhood team leaders (NTLs), NBM and PCSO staff. The policy is reviewed on an annual basis and was last revised in December 2007.
- Police officers and PCSOs within NHP are not routinely deployed to other roles. Abstractions are monitored at BCU level through the individual working time directives, which are aggregated up to team and BCU levels. Performance is reviewed and enforced at the BCU performance meetings and at the force performance improvement and tasking group (PITG) processes. As a better understanding of what constitutes abstraction emerges, performance is becoming more consistent across the force, with the subject taken very seriously by those interviewed. The abstraction target of 10% or less is consistently achieved by the force.

- Staff profiles and experience are beginning to match the local NHP areas more effectively, mirrored by local recruitment drives and campaigns. Prior to the launch of NHP teams the force had an established community policing model, with many of the facets of the NHP model apparent. The shift to NHP teams required former ward officers and community constables to re-apply for their positions. This allowed for some adjustment of roles, with a few officers choosing to apply for other posts, although most former ward officers and community constables can now be found in NHP teams. The make-up of the NHP teams is determined using resource allocation formulae, which take account of demand, sparsity, demographic and geographical data.
- Recruitment of all NHP team members takes account of individual skills and experience (eg language skills, specialist skills). Where a preference is expressed, for example to work within a particular community, this will be accommodated wherever possible.
- Special constables (SCs) have been aligned to NHP teams. All new SC recruits are posted to NHP teams. A core of NHP SCs is now being deployed and there is a significant base available of approximately 550 SCs, with a formalised plan to increase this number to 675.
- The force delivered a comprehensive programme of NHP training for all staff, consisting of a one-day awareness course for non-neighbourhood staff and a four-day bespoke package for NHP staff. The four-day package included specific elements of problem solving, engagement and joint working. The training was re-run in 2008 in Devon and Cornwall BCUs to cater for new staff in NHP roles.
- NHP teams interviewed during the inspection possessed the skills and abilities to engage effectively with their respective communities and undertake joint problem solving. Sergeants and inspectors receive an input on NHP within the generic sergeants' and inspectors' courses. A revised ten-week induction course (beginning in July 2008) has been developed for PCSO recruits. Student officers undertake partner placements as part of the Initial Police Learning and Development Programme (IPLDP) which was identified by the National Policing Improvement Agency (NPIA) as good practice, and receive an input on NHP. NBM and PCSOs undertaking work in schools can attend a bespoke course, which is also open to other forces, eg Avon and Somerset.
- The ratio of supervisors to NHP team staff is realistic and is monitored by BCU human resources (HR) managers. The ratio is approximately ten PCs and PCSOs to one NTL.
- There is evidence of staff receiving formal reward and recognition for delivering a positive experience to the public. In addition to the BCU and force commendation ceremonies, the force has introduced a revised system of recognition for all its officers and staff, which will enable it to engage more effectively with national award processes such as Jane's Police Review awards.
- There are a number of examples where officers and staff have received recognition away from the force awards process, eg an NBM receiving a community gold star award from a local newspaper and the Operation Talent process in Plymouth. (See additional comments later in this report.)

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### **Work in progress**

- The force is developing a new NHP website which is due to go live in September 2008. The website will provide details of the NHP areas, the teams, contact details and neighbourhood priorities.
- The constabulary is currently undertaking a recruitment drive to increase SC numbers across the force area.
- A programme is being developed for the recruitment of volunteers, who will assist mainly within the NHP team environment.

### **Area(s) for improvement**

- The review of neighbourhood boundaries should be more formalised, with partners and communities being involved in the review process, and the boundary monitoring and enforcement process needs more clarification.
- While there are named contacts at NHP level, there should be more visible marketing of the local neighbourhood teams and how to make contact with them. The team and contact information was not available on the force website (see Work in progress above), and during the inspection fieldwork the inspection officers visited five police stations (in all three BCUs), and in only one were details of local officers on public display.
- While each BCU is responsible for succession planning for NHP teams, it is evident that this is not a formalised and documented process. There is some degree of informal succession planning for NBMs, eg potential candidates for posts being identified by NHP teams, however, these candidates are not being selected prior to vacancies arising and no formal handover process is in place.
- The force should consider how it can provide NHP teams with administrative support to assist with such matters as the partners and communities together (PACT) process, website updates and community engagement, to ensure corporate standards are maintained, and availability of information is kept current and relevant.
- Learning needs for NHP staff should be more routinely reviewed.

### **RECOMMENDATION 1**

**Her Majesty's Inspector recommends that the force should undertake more visible marketing of its neighbourhood policing teams, in particular how to make contact with them and also provide details of the who the teams are at their respective police stations and other community venues such as libraries, council offices, shopping centres etc.**

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

### **Summary statement**

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

### **Strengths**

- There is evidence that community engagement extends beyond traditional evening meetings, and includes key stakeholders such as Devon and Cornwall Police Authority (DCPA), crime and disorder reduction partnerships (CDRPs), key individual networks (KINs), minority and emerging communities, local businesses and various neighbourhood watches. The types of engagement vary according to the needs of the community, and Mosaic data is being used to write bespoke engagement strategies for each neighbourhood and for specific groups. (Mosaic data is lifestyle data that is gathered on consumers in terms of significant cultural factors such as socio-demographics, culture and family structure, which helps to develop a better understanding of the needs of individuals and communities).
- NHP teams use a variety of methods to engage with their communities, including street briefings, door knocking, leaflets, surgeries, supermarket surveying and mobile police stations. They also exploit existing engagement opportunities such as mobile libraries, coffee mornings, residents' association meetings and neighbourhood watch meetings. Local PCSOs hold drop-in sessions at local senior schools and have a page on school websites.
- Community engagement takes place routinely, not just when problems arise. There was also evidence that if there are emerging problems then the level of engagement is increased, particularly if a major incident occurred and there was an increased need to provide reassurance, eg the Southway explosion in Plymouth.
- During the fieldwork it was apparent from officers, staff and members of communities that efforts are being made by the force to meet the needs of the community. Contributions to meetings are being made by sergeants, constables and PCSOs. Pre-arranged meetings are always attended by police representatives at a level appropriate to the meeting. At higher-level partnership meetings police representatives are able to make decisions on behalf of the BCU regarding resourcing and funding where appropriate.
- Community speedwatch and various sporting events including children's tag rugby were observed by the inspection team and were highlighted as good examples of community engagement.
- At CDRP level, information sharing takes place routinely and is used to inform joint strategic assessments. Within Plymouth BCU there is joint analytical capability with the city council; however Devon County BCU has less robust joint analytical capability with its CDRPs. The Cornwall and the Isles of Scilly (CIOS) BCU has a shared analyst with Project Amethyst providing analytical capability for some of the smaller CDRPs, which do not have the resource or finance to employ their own.
- The force employs a member of staff in each BCU in an active community co-ordinator role, to ensure engagement takes place with local communities and

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neighbourhood watches. The force exploits the watch 'Ringmaster' system to circulate messages to specific neighbourhoods.

- DCPA takes an active part in engaging with the various communities within Devon and Cornwall. Most DCPA consultation events have police in attendance; for example, the police authority liaison meetings (PALMs) have local senior officers and chief officers regularly attending. DCPA takes an active role in engaging in diverse events such as the Plymouth Pride Festival, Disability Show, Kongamana (a youth event) and Exeter Respect Festival (a celebration of diversity within Exeter).
- During inspection it was evident during interviews that there was a broad understanding of what was meant by community intelligence. (See Areas for improvement below.) Community intelligence submissions are made on the force intelligence system and these are quality assured by the intelligence standards unit (ISU) within the force intelligence bureau (FIB).
- Examples of community engagement were observed by the inspection team, in particular activities for young people such as football in local schools, martial arts and tag rugby. The tag rugby event saw the local police officers and staff (in their own time) and parents, in partnership with local retailers, holding a competition at a local school for 100 children aged between eight and twelve. The event was attended by a similar number of parents. Such activities help to demonstrate how local police can engage with their communities through sporting events, and assist in developing relationships with both young people and adults.
- Each BCU has a diverse community's team which has responsibility for engaging with its diverse and emerging communities. Repeat from earlier in report.
- Profiling of communities is taking place and NHP teams within Plymouth BCU are building profiles of vulnerable communities.
- NHP teams are briefed and tasked as needed in relation to organised crime groups and vulnerable communities. There is a good understanding of the Proceeds of Crime Act 2002 (POCA), multi-agency public protection arrangements (MAPPA) and domestic abuse which has led to intelligence submissions by NHP teams.
- Special Branch officers have delivered specific briefings on potential threats to NHP staff who have responsibility for policing vulnerable locations or communities.

### **Work in progress**

- The force is developing a new NHP website which is due to go live in September 2008. The website will provide improved information sharing between partners, communities and police.
- Within the Stonehouse neighbourhood a pilot exercise is being undertaken where every household is being surveyed. This will establish the quality of current police engagement, and how community members would prefer to be contacted and engaged.

### **Area(s) for improvement**

- It was evident from inspection fieldwork that, while energy is being put into engaging with neighbourhood communities, it is not consistent across the force area, and is not always supported by effective partnerships.

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- While each BCU has its own marketing officer and efforts are being made to raise local awareness of NHP teams and public meetings, it was evident that there is still some way to go towards raising public awareness about the role of NHP teams, joint problem solving opportunities and community priorities.
- While positive comment has been made above, in that each of the neighbourhoods have identified priorities, it was evident from interviews and other research that not all priorities have been set following community consultation.
- The force needs to establish a robust system for the collection, dissemination, analysis and management of community intelligence.
- The force has yet to map the postcodes of community members that NHP teams are engaging with, and is therefore unable at this time to identify gaps in engagement.
- Attendees of engagement meetings are not routinely surveyed to determine whether or not they are satisfied with community engagement and problem resolution. Furthermore, those individuals who have previously attended meetings and have now stopped have not been contacted to ask why they have stopped attending. There is a generally accepted perception by neighbourhood teams that if community members do not attend public meetings then there is no problem or their needs are not being met.

## **RECOMMENDATION 2**

**Her Majesty's Inspector recommends that the force should implement a formal process to measure the quality and extent of engagement in all its neighbourhoods to identify good practice and any areas for development, then putting in place systems and processes to address these.**

**Joint problem solving is established and included within performance regimes.**

### **Summary statement**

**Joint problem solving involves the police with partners and communities across most neighbourhoods. Joint problem-solving activity is partly evaluated, which demonstrates moderate problem resolution at neighbourhood level.**

### **Strengths**

- Joint problem solving is embedded at neighbourhood level. The force has developed the PACT process to engage with the public in order to identify local priorities. This process allows it to prioritise the issues in a specified neighbourhood according to the views of the people living or working there.
- There is strong branding of PACT documentation and processes, and there is a good understanding of PACT demonstrated by officers, staff and the public.
- Through the PACT processes neighbourhoods identify their priorities. They can submit these priorities through a variety of means, including delivering PACT cards to local police stations or other venues such as libraries or supermarkets where

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PACT posting boxes are located, through emails or letters to the NHP officers, or by handing PACT cards to NHP teams.

- Priorities are collated and a decision made as to which should be the top three. The process for deciding upon the priorities varies. In some communities the priorities are agreed at PACT meetings; in others they may be decided by the NHP teams themselves (see Areas for improvement below). The force has also used more innovative means of priority setting through an electronic voting system with a group of young people.
- There is robust problem-solving monitoring embedded at neighbourhood level. Problems are recorded on the crime information system (CIS) which acts as a powerful search engine.
- The force uses the SARA (scanning, analysis, response, assessment) problem-solving model incorporating the National Intelligence Model (NIM) prevention, intelligence and enforcement process.
- A good practice problem-solving database has recently been introduced and there is recognition of the importance of keeping the database up-to-date and relevant. Quality assurance will be undertaken by the NHP team and the review and inspection team.
- The CIOS BCU has a NTL meeting every six weeks to ensure consistent working practices and sharing of good practice, and this has been commended by the NPIA NHP team.
- Feedback on joint problem solving is provided to communities by a variety of means and takes place at a frequency determined by local need, which may be weekly, monthly or quarterly, using the engagement techniques described above.
- Following departmental restructuring, a business improvement team has been established. This team will act as the force hub for organisational learning. It will manage a new continuous improvement database that will pull together all the improvement strands from Her Majesty's Inspectorate of Constabulary (HMIC), NPIA and internal force reviews / inspections, and will enable learning and good practice to be shared with relevant parties.
- It has been established that tackling anti-social behaviour (ASB) features within the top three priorities for almost all the identified neighbourhoods within Devon and Cornwall. At the same time it has been established that public satisfaction was low and there was a high number of repeat calls. As a result of this work a chief inspector was appointed to oversee a corporate approach to tackling ASB, and an ASB steering group was set up. The ethos of the European Foundation for Quality Management (EFQM) excellence model was used for self-assessment in tackling ASB.
- In April 2008 the force held an ASB conference with its partners, which included speakers from the Home Office and young people. The conference focused on projects and ideas aimed at tackling and reducing ASB. The force firmly believes that tackling ASB is a key issue, and essential if the force is to improve performance with regard to customer satisfaction, and features within the force control strategy (FCS) and at force / BCU performance meetings.

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- There is evidence of active chief officer engagement with partners at strategic level, eg the Chief Constable sits on a peninsular-wide chief officer and chief executives group which is looking to develop a joint strategic assessment. Other members of the chief officer team represent the force on local criminal justice boards (LCJBs), MAPPA and other strategic groups.
- There are joint key performance indicators (KPIs) for local area agreements (LAAs), CDRPs and MAPPA.
- Since the introduction of NHP, the assistant chief constable (territorial policing) (ACC (TP)) has provided clarity and leadership for its implementation. He is supported by a small NHP team consisting of a chief inspector, inspector and a sergeant who provide advice and co-ordination to the NHP single points of contact (SPOCs). There is also a neighbourhood implementation group with representation drawn from each of the three BCUs and various support departments, eg learning and development, call management and corporate communications, partners and also a representative from the NPIA. This group brings together BCUs and departments to deliver NHP corporately across the force.
- Evidence was provided to the inspection team highlighting how co-location, shared information and analytical support between police and partners have improved problem-solving outcomes. NHP teams are co-located within Brixham Town Council, and there is a joint ASB team at Crown Hill Police Station (Plymouth).
- Within Plymouth BCU there is shared analytical support with the community safety partnership (CSP), which forms part of a network of analysts in the Plymouth area from the police, health service and local authority.
- The inspection team found good evidence of joint partnership working to solve problems which had significant impact on local communities. Examples include Beach Beat (the police and the Royal National Lifeboat Institution (RNLI)), the Treneere neighbourhood management team and Efford neighbourhood.
- NIM principles are systematically embedded into the joint problem-solving process. There are sector-based tasking and co-ordination groups (TCGs) where local priorities are discussed. If priorities or resourcing cannot be resolved at sector level, then the issues will be escalated to local police area (LPA) tasking, then to the BCU TCGs. Partners attend the BCU TCG and, in some cases, the LPA tasking. Daily management meetings are held on each BCU and include any neighbourhood issues or identified community concerns or tensions. Reality checks completed by HMIC at both daily management and BCU TCG meetings indicated that local priorities are routinely considered within NIM processes.
- CDRP joint strategic assessments have been completed across the force area, and include both BCU and LAA priorities where these are in place. Tasking, monitoring and evaluation of progress against these priorities is completed at CDRP meetings.
- During inspection, it was clear that partnership meetings were attended by nominated individuals from police and partner agencies, who were able to make decisions regarding resourcing and funding where appropriate.

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- A total of 526 community priorities were agreed for targeting in March 2008 across the force. Main areas identified were rowdiness, drunkenness, speeding, parking and criminal damage. These priorities are reviewed at every third PITG meeting.
- Every third PITG meeting measures partnership intervention and success of intervention on a six-weekly basis. This process also examines at a BCU level the percentage of neighbourhood priorities that have been resolved to community satisfaction.
- There is clarity among NHP teams that it is the NTLs who will sign off priorities when resolved. Sign-off of the priorities will be recorded on CIS, and following the implementation of the NHP website this information will be available on local neighbourhood web pages.
- Comment has been made earlier in this report above, concerning the various meeting and feedback processes that are in place and NHP teams' feedback to the community using these means.
- Signing-off of priorities when resolved, or when key milestones have been met is monitored and enforced by the NTLs and sector inspectors. An audit trail is provided through the minutes of the relevant meetings or on CIS.
- Partners participated in the four-day training courses in neighbourhood policing, which included joint problem solving, and as a result have been involved in the problem-solving processes with successful resolutions (see Areas for improvement below).
- An evaluation of PCSO training was completed and training content was changed to reflect the role requirements.
- A review of NHP in Torbay was carried by the performance management review (PMR) team, and included an evaluation of training to ensure that it met the needs of NHP teams.

### **Work in progress**

- The new NHP website (due to go live in September 2008) will include details of identified priorities and actions taken to resolve those priorities – 'You said, we did'. There will also be an archive of resolved community priorities so that the community can be kept informed of finalised problems.
- It is recognised by the force and the inspection team that the move from district authority to unitary authority status for CIOs BCU and potentially for Devon County BCU will present senior management teams and NHP teams with significant challenges over the next 18 months.
- The force is developing relationships with partners to improve and further explore co-location across the force area. There is an estates strategy which includes NHP team locations within new supermarket builds and rural post offices.

### **Area(s) for improvement**

- The force should ensure that neighbourhood priorities are set and agreed with involvement of the local communities in all cases.

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- There needs to develop the PACT process in order that partners play a full and active role. While it is acknowledged that partners are involved in problem solving, the PACT process is led by the police. This should include the introduction of partner logos on the PACT branded literature, as currently the only logo is the force crest, reinforcing an impression that it is a police-owned process.
- Police and partners should look to develop an IT-based system which will allow them to record, update and monitor joint problem-solving activity.
- Plymouth and Devon County BCUs should consider adopting the NTLs meetings as good practice.
- While there is engagement and joint problem solving with partners at neighbour and LPA level, some partners are more engaged than others. Reality checks undertaken by the inspection team highlighted a lack of engagement by some partners, which is limiting the ability to resolve some problems. At BCU level this lack of engagement is challenged via the CDRPs.
- While partners participated in the NHP training courses, there is no structured process to capture new staff or those who missed the four-day course. The force should review with partners how joint problem-solving training can be provided to new staff, existing staff who have not undertaken problem-solving training or community members who would be able to assist in problem-solving processes. A training needs analysis for partners and relevant community members should be undertaken.

### **RECOMMENDATION 3**

**Her Majesty's Inspector recommends that neighbourhood priorities should be identified and agreed with local communities being involved throughout the process. The force should also improve the feedback provided to communities of progress against the priorities including the use of neighbourhood web pages.**

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

	<b>SPI 2a</b> Percentage of people who think that their local police do a good or excellent job		<b>KDI</b> Percentage of people who 'agree local police are dealing with anti-social behaviour and crime that matter in this area'		<b>SPI 10b</b> Percentage of people who think there is a high level of anti-social behaviour	
	Difference from MSF (percentage point pp)	2005/06 to 2007/08 change	Difference from MSF	2005/06 to 2007/08 change	Difference from MSF	2005/06 to 2007/08 change
<b>Devon &amp; Cornwall Constabulary</b>	+2.6 pp	+3.3 pp	+3.9 pp	+4.0 pp	-2.3 pp	-3.1 pp

### Summary statement

**The statutory performance indicator (SPI)/key diagnostic indicator (KDI) data shows force performance stable against its most similar forces (MSFs).**

**The SPI/KDI data also shows the force is stable against its own performance over time.**

### Context

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

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

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

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

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### **Strengths**

- Data shown in the table above indicates that during the previous twelve months and over the last three years, Devon and Cornwall Constabulary has continued to improve its performance in all three indicators.

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

- 55.8% of people surveyed in the year ending March 2008 think that their local police do a good or excellent job, which is not significantly different to the average for the MSF, and compares with 52.6% in the year ending March 2006.

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

- 56.3% of people surveyed in the year ending March 2008 ‘agree local police are dealing with anti-social behaviour and crime that matter in this area’, which is not significantly different to the average for the MSF, and compares with 52.4% in the year ending March 2006.

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

- 9.9% of people surveyed in the year ending March 2008 think there is a high level of anti-social behaviour, which is not significantly different to the average for the MSF, and compares with 13.0% in the year ending March 2006.

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

### **Summary statement**

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

### **Strengths**

- The Chief Constable stated on appointment in January 2007 that he would improve victim satisfaction levels and increased the target from 80% to 82%. By March 2008 performance in this area had increased to 83.4%, placing the force fifth in its MSF group and sixteenth nationally. The overall three-year force target is to be one of the top ten forces nationally for victim satisfaction. The police authority has set an overall satisfaction target for 2008/9 of 86%. The Chief Constable has a professional development review (PDR) objective to deliver NHP to national standards.
- Performance concerning satisfaction levels has improved significantly over the last three years and confidence levels are comparatively high and improving.
- Monthly force performance profiles include a significant amount of public confidence and customer satisfaction data. The headline measures are: neighbourhood team abstractions; neighbourhood priorities; community engagement events; partnership intervention; and success of intervention. Other satisfaction and

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confidence measures include: ease of contact; actions taken; follow-up; treatment; and whole experience. More detailed analytical work has been completed linking victim satisfaction to scene of crime officer (SOCO) attendance at crime scenes. Satisfaction levels are linked to crime screening and confidence in visible policing - broken down into response, NBMs and PCSOs and satisfaction after ASB and racial incidents. These issues are routinely included in performance management processes at force and BCU levels.

- The NHP performance management framework requires NHP teams to submit monthly returns which detail community priorities, community engagement and abstractions.
- Survey data is considered at both force PITG and BCU performance meetings. It is clear that the focus for areas of performance improvement are around keeping people informed and ease of contact, where performance targets have been set. Currently the force is not meeting the ease of contact target, but the force is still performing above its MSF average.
- The force has employed a team of four dedicated telephone surveyors who are tasked to carry out a series of customer satisfaction and public surveys which inform service delivery. Negative customer feedback is used to immediate effect by providing sector-based teams with details of service failure, so that service recovery can take place at the earliest opportunity.
- Chief officers regularly complete telephone call-backs to victims of crime. These are identified through telephone survey, and where service delivery has fallen below expected standards, and chief officers will address these areas with the victims during call-back. This activity has had a significant impact on the performance of front-line officers, who have improved the quality of service delivered, knowing that chief officers are contacting victims.
- The chief officers carry out monthly 'COG on the Road' PMRs in BCUs. This involves the chief officer group, including HR and Finance, reviewing specific business areas, eg investigation of serious sexual offences or NHP teams working with the crime investigation teams. The officers split up to assess different areas, then meet up to discuss their findings before addressing any issues with the BCU commander.
- Police authority liaison meetings (PALMs) act as an additional conduit for feedback from the community to improve service delivery.
- The professional standards department (PSD) links in with the business improvement team to identify organisational learning, arising from complaints made by the public, which are then used to inform changes in service delivery. PSD provides regular trend data to BCUs and departments to inform and improve service delivery.

### **Work in progress**

- PSD has appointed a complaint reduction officer who is exploring a number of methods to reduce direction and control complaint. Eg; complaints concerning call handling are being addressed by the head of the call management and communications department (CMCD), which will be assessed in three months' time to consider if improvements have been made.

### **Area(s) for improvement**

- Comment has been made elsewhere in this report in respect of the lack of systems and processes to formally record and assess non-survey feedback from and to the community. Therefore the force has been unable to demonstrate that they have used this information to inform and improve service delivery.

### **The force demonstrates sustainable plans for Neighbourhood Policing.**

#### **Summary statement**

**The force and the police authority have convincingly shown how they plan to ensure NHP will be sustained beyond April 2008.**

#### **Strengths**

- The force and police authority have demonstrated through the 2008 –11 policing plan that NHP will be sustained beyond April 2008. The policing plan lists NHP as a strategic priority.
- Currently there are 363 PCSOs, which is seven above the establishment of 356. Of these 363 PCSOs, 7 are part-funded by local authorities and private organisations.
- There is a learning and development plan for 2008/9 which details training to be delivered to maintain and improve NHP for officers and police staff.
- The chief inspector working to the ACC (TP) has specific responsibility to drive the embedding process of NHP. He has organised regular and formal NHP implementation meetings which are held to task and action activity to ensure consistency of application across the three BCUs.
- A development plan has been produced and implemented in response to the areas for improvement identified in the HMIC 2007 inspection of NHP, and the NPIA NHP report. This development plan details 31 actions to be taken. Activity is monitored and is reviewed at the NHP implementation group.
- Since the HMIC inspection of NHP, the PMR inspection team have been undertaking a series of inspections to test how embedded NHP is across the force and test local application of areas for improvement.
- There is clear evidence that Devon and Cornwall Constabulary is engaged with the NPIA NHP programme team. A member of the NPIA team sits on the NHP implementation group.
- DCPA is involved in the governance and scrutiny of NHP. While there is a lead member for NHP who provides a supportive yet challenging role, he is also supported by other members of the authority. There are link members to BCUs and while they have dialogue with senior officers, performance is not discussed as this is managed by chief officers during informal and formal meetings. NHP performance is regularly addressed at DCPA committee meetings.

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- DCPA has provided funding to maintain 3,500 sworn officers, civilianisation of 200 police officer posts (returning officers to the front line), maintenance of current numbers of PCSOs, NBM's and NTLs. There is also a commitment to continued growth of Special Constabulary numbers from 550 to 675, and medium to long-term capital investment into estates and information and communications technology to support NHP.
- The ACC Territorial Policing (ACC TP) has been appointed as the strategic lead for NHP and Citizen Focus. This will bring together these two key business areas and is seen to by the inspection team as essential to improve service delivery and customer satisfaction.

### **Work in progress**

- The force has submitted a bid to the NPIA mobile data project in order to obtain mobile data terminals for NHP teams.

### **Area(s) for improvement**

- IT support for NHP is lacking across the force. Eg: a lack of available terminals for NHP teams to use in shared accommodation and police stations.

### **Developing practice**

See Appendix 2.

## Developing Citizen Focus Policing

<b>2007/08 Developing Citizen Focus Policing Summary of judgement</b>	<b>Meeting the standard</b>
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### Meeting the standard

During this inspection the force was assessed against specific grading criteria in a number of key areas of developing citizen focus policing. To discern between forces, a moderation process has been applied to determine the grading of the force.

**A citizen focus ethos is embedded across the force, establishing an initial baseline.**

### Summary statement

**The force fully understands the needs of its communities. Identified service improvements are frequently made to improve local service delivery. The force partially communicates the national quality of service commitment (NQoSC) standards, the Code of Practice for Victims of Crime standards, and the force corporate/accessibility standards to its communities.**

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

### Strengths

- Citizen focused policing is a key priority for Devon and Cornwall Constabulary. The force has a strategic aim to deliver an excellent quality of service to the communities of Devon, Cornwall and the Isles of Scilly that inspires greater confidence and trust in the police by becoming citizen-focused in all that it does. This strategic aim has five supporting objectives to ensure the aim is delivered.
- Survey data is considered at both force PITG and BCU performance meetings. It is evident that the areas being focused upon by the force for improvement are keeping people informed and ease of contact. The force has targets for overall satisfaction and ease of contact. A target has not been set for keeping people informed, although attainment levels and tolerances have been agreed.
- The citizen focus (CF) action plan was updated in March 2008 and identifies 31 action areas, including activity in the areas of: performance; leadership; quality assurance; training; managing expectations; drivers of satisfaction; contact management; victim and witness care and codes; improving the quality of investigations; dress and demeanour; and incident response.
- Each activity has an appointed lead and is prioritised with timescales; progress is monitored and updated on the plan, with the date and status shown. Effective management of the action plan is provided by the CF strategy group chaired by the ACC (CF), which meets on a monthly basis. (Following a recent restructure of chief officer portfolios, the ACC (TP) has responsibility for both NHP and CF, and chairs the CF strategy group).

- A small team of police officers and police staff led by a chief inspector provide support to the ACC (TP) and ensure delivery of the CF agenda across the force area. Each BCU has a nominated CF champion who is involved in the CF strategy group, provides a point of contact for the CF lead and ensures corporacy is achieved at BCU level.
- The force is proactive in seeking to understand the expectations of stakeholders through wide consultation with its communities, stakeholders, partners and staff. The force is working hard to deliver a positive experience and CF training events have been delivered. (See Work in progress below.)
- During the inspection fieldwork it was evident that users' views are sought and are used to improve service delivery. (See Areas for improvement below.)
- BCS data is used as a tracker, however there are limitations due to feedback timeliness and data availability at force level only. The force has a telephone surveying unit employing a team of four dedicated telephone surveyors who are tasked to carry out a series of customer satisfaction and victim satisfaction surveys, which inform service delivery and provide monthly performance data. Evidence has been supplied of how negative customer feedback is used to immediate effect by providing sector-based teams with details of service failure in order that service recovery can take place at the earliest opportunity.
- Chief officers regularly complete telephone call-backs to victims of crime. These are identified through the telephone survey process and where service delivery has fallen below expected standards, chief officers will address these areas with the victims. This has had significant impact on front-line officers who have improved the quality of service delivered, knowing that chief officers are contacting victims.
- At neighbourhood level the force PACT initiative was developed to assist officers and staff with community engagement. The literature supports the NHP training and provides a corporate framework for NHP teams to deploy tactics appropriate to their communities. Consultation and engagement methods includes street briefings, face-to-face surveys, meetings, environmental visual audits and consultation postcards, and provides flexibility in assessing how best to engage.
- The consultation postcards are distributed to households and individuals at street events and leaflet drops to houses, in order to seek views on how to improve service provision. The postcards can be posted via freepost, collected from fixed locations, eg community centres or handed to police officers and staff.
- PALMs act as an additional conduit for feedback from the community to improve service delivery.
- Staff within call handling receive feedback from supervisors and tutors who monitor calls. They use a monitoring form and listen back to calls taken by operators, grading the calls to see if something has been missed or requires further development. Call handlers are monitored on two calls per month; however, in the tutorship phase for the first year four calls a month are monitored.
- There is evidence that community engagement extends beyond traditional evening meetings, and includes key stakeholders such as DCPA, CDRPs, KINs, minority and emerging communities, local businesses and various neighbourhood watches.

- The type of engagement varies according to the needs of the community. Corporate communications staff are assisting NHP teams to develop bespoke engagement strategies for each neighbourhood and specific groups based on the Mosaic data. These strategies provide recommendations for engagement based on the type of person who lives in the area, their fear of crime, communication need, engagement style and possible locations for engagement.
- The NHP teams use a variety of methods to engage with their communities including street briefings, door knocking, leaflets, surgeries, supermarket surveying and mobile police stations, exploiting existing engagement opportunities such as mobile libraries, coffee mornings, residents' association meetings and neighbourhood watch meetings. Local PCSOs hold drop-in sessions at local senior schools and have a page on the school websites.
- During the fieldwork it was apparent from officers, staff and the community that efforts are being made to meet the needs of the community. Contributions to meetings are being made by sergeants, constables and PCSOs. Pre-arranged meetings are always attended by police representatives at a level appropriate to the meeting. At higher-level partnership meetings police representatives are able to make decisions on behalf of the BCU regarding resourcing and funding where appropriate.
- The force employs a member of staff in each BCU in an active community co-ordinator role to ensure engagement takes place with local communities and various neighbourhood and other watches.
- Tackling ASB features within the top three priorities for almost all the identified neighbourhoods within Devon and Cornwall. Performance linked to public satisfaction was low and there were a high number of repeat calls into the force. As a result of this work a chief inspector was appointed to oversee a corporate approach to tackling ASB and an ASB steering group was set up. The ethos of the EFQM excellence model was used for self-assessment in tackling ASB. (Further details are included later in this report).
- The corporate communications department (CCD) carries out environmental scanning both internally and externally. Each BCU has a marketing officer who is used as a point of contact for local media, as well as being able to identify local issues raised by individuals in the media requiring police response and improvement to service. The department collates positive and negative national and local news articles and this information is then disseminated to relevant BCUs/departments.
- During the inspection fieldwork phase it was clearly evident that the force is taking action to make its services more citizen-friendly. In particular the areas of contact management, NHP, scenes of crime investigation and criminal justice units have been highlighted as business areas where progress has been made.
- CMCD has undertaken a number of discreet pieces of work to improve service delivery which include: reducing call waiting times for non-emergency telephone calls, more effective use of telephone diverts; and mandatory voicemail facilities resulting in the reduction of abandoned calls. This has been achieved through championing the customer by changing systems and processes, and resulted in a significant fall in repeat calls, eg 150,000 fewer calls to the switchboard during an

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eight-month period, 2,000 fewer 999 calls and 3,000 fewer calls to the crime recording bureau. In summary, by making the processes more efficient the CMCD has made service delivery to customer more effective. (See Areas for improvement below.)

- CMCD practitioners have identified innovative solutions to improving customer service through process mapping, eg supervisors assisting in taking public calls for specified periods and force enquiry centre (FEC) staff answering calls at the first point of contact without going through the switchboard. This reduced the need for members of the public to repeat their enquiry/report and reduced secondary call waiting times.
- The force has established 210 NHP areas, each with a dedicated team of NBMs (constables) and PCSOs. This provides a local and bespoke policing service to communities throughout Devon, Cornwall and the Isles of Scilly. The NHP teams receive training tailored to their specific roles which includes problem solving, community engagement and dealing with non-urgent calls to the police.
- Devon and Cornwall Constabulary is one of a number of police forces that use Mosaic software to target resources in areas of their community that need policing the most. This has enabled the force to identify certain issues such as, one particular social type having the highest fear of burglary, rape and violence from strangers, the highest level of victimisation immediately outside their homes and the lowest opinion of police response. This work has enabled the force to provide a targeted response to deliver an improved policing service and increase reassurance. This activity featured as a case study within *Citizen Focus – A Practical Guide to Improving Police Follow Up with Victims and Witnesses*, published in March 2007.
- The HMIC baseline assessment of 2006 graded improving forensic performance as 'poor'. Since that time the force has instigated significant changes and improvements to address these shortcomings. This has included changing the reporting line of crime scene investigators (CSIs) and analysing the connection between CSI crime scene attendance and victim satisfaction. This featured at the PITG meeting in April 2008, which examined domestic burglary and vehicle crime scene attendance and their link with customer satisfaction.
- The force performance department assists with monitoring trend analysis emanating from the criminal justice function in order to help shape future service provision.
- DCPA has a nominated CF lead who sits on the CF strategy group. Survey data is shared with the DCPA and it has a good understanding of CF issues and performance. DCPA will also commission work, for example in 2007 there was a joint disability consultation with primary care trusts (PCTs) and hospitals involving the use of electronic voting equipment and the data was shared with participating organisations. A survey priority for the force in 2008 is ease of contact and a briefing paper has been produced for DCPA members.
- DCPA takes an active part engaging with the various communities within Devon, Cornwall and the Isles of Scilly. Most DCPA consultation events have police attendance. In addition to local senior officers attending, chief officers also regularly attend PALMs. (See Areas for improvement below.)

- The force website provides details for victims of crime, and this includes access to the Victims' Code of Practice (VCoP) which has been translated into 17 different languages from Arabic to Vietnamese, allowing the same information to be accessed by victims from vulnerable groups.
- On the force website victims' page there is a series of frequently asked questions which range from how to report a crime, what happens after the crime has been reported, how to get compensation, how to start civil proceedings and how to make a complaint against police. There are also hyperlinks to other relevant internal and external web pages.
- In 2008 the force re-aligned its performance department. The new structure is better able to facilitate organisational learning, business change, planning, risk management and performance improvement in a cohesive manner.
- The complaints reduction officer, who is a member of the professional standards team, is a member of the CF strategy group. This ensures that information from complaints against police is linked to the CF agenda to improve service delivery.

### **Work in progress**

- The new NHP website will include details of identified priorities and actions taken to resolve those priorities – 'You said, we did'. There will also be an archive of resolved community priorities so that the community can be kept informed of finalised problems.

### **Area(s) for improvement**

- Comment has been made in the HMIC NHP inspection report 2008 concerning the lack of systems and processes to formally record and assess feedback from and to the community during the engagement by NHP teams.
- There is a need for the force to undertake a fundamental review of its contact management processes in order to improve ease of contact and provide a better quality of service to the customer, while at the same time serving the professional needs of operational officers and staff.

This should include:

- change in the operational culture in the FEC and the force control room (FCR) from being demand-led to that of providing a quality service to the public and constabulary staff;
  - an improved understanding among FEC and FCR staff that the level of satisfaction for victims of racist incidents and crimes hinge on the initial contact and response; and
  - an improved understanding among staff of the QoSC, VCoP and the principles of NHP.
- Feedback from community members during the fieldwork phase of this inspection confirms the professional view of the inspection team that the service provided by CMCD is in need of significant improvement.
  - The force and DCPA should consider developing a joint consultation strategy where users' views are sought and are used to improve service delivery.

### **Quality of service complaints are dealt with effectively.**

- A dedicated complaints reduction officer is employed to look at type of complaints, the officers that are involved in complaints and use of the Mosaic profile to see if specific groups of people are complaining about certain service areas. This allows the force to identify trends and customer expectations, and make improvements to service delivery.
- The constabulary recognises that the Charter Mark standard is an effective framework for customer service and continuous improvement. The annual re-accreditation allows the force to examine its policing services and develop the ways in which it engages with the public. Devon and Cornwall Constabulary has successfully re-applied and retained accreditation of the Charter Mark award since 1995.
- Quality of service complaints are dealt with locally at section or BCU level. The BCU operations superintendent is the SPOC and they ensure complaints are dealt with effectively. In most cases these complaints are locally resolved, with areas for improvement in service delivery being fed back through the SPOC for changes in policy, trend analysis or further action by PSD or learning and development unit (LDU). Examples of direction and control complaints were provided to the inspection team.
- A member of PSD meets with BCU senior managers to look at organisational complaints, and to assess public and performance statistics to ensure that improvements in service delivery are made or good practice is identified and shared.
- Call handlers who receive calls from a customer wanting to make a complaint take details, and the relevant local sergeant is informed that a complaint has been taken and it is being forwarded to them. There is a requirement for the sergeant to respond to the complaint within 48 hours.
- While carrying out surveys, the dedicated telephone survey team occasionally identify quality of service complaints or service delivery failures during the course of the telephone conversation. When an issue is raised, the member of the team will immediately email the sector inspector or line manager of the individual responsible in order that service rectification can take place. The survey team member seeks agreement from the person being surveyed to allow the positive or negative comments to be fed back.
- On every occasion a complaint or service failure is identified a corporate spreadsheet is maintained and updated, and is used by chief officers when undertaking their own customer call-backs. This record is also used to show what activity has taken place to recover the service or address a complaint.
- The CF action plan contains a series of initiatives that seek to address quality of service complaints and customer satisfaction.

### **Work in Progress**

None identified.

### **Area(s) for improvement**

None identified.

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

- Compliance with the quality of service commitment (QoSC) is addressed through the CF strategy group, BCU performance meetings and the PITG. On a quarterly basis, a force quality of service compliance report is completed, which is broken down in to six discreet areas, these being: ease of access; professional and high quality service; dealing with initial enquiries and dealing effectively with victims of crime; keeping the public informed; ensuring the public voice counts; and complaints. The report provides diagnostic information, the relevant policies and procedures affecting the service, information on how these are monitored and actions/initiatives being undertaken.

### **Work in progress**

- There is an external communication and marketing strategy for 2008/9 to raise awareness of the QoSC. (See Areas for improvement below.)
- From May 2008 the force is introducing individual PDR objectives for relevant staff to ensure compliance with the VCoP and QoSC.

### **Area(s) for improvement**

- There is a need for the force to clearly communicate CF standards to the public; this includes the NQoSC and the Victims' Code of Practice. While some police stations, though not all, visited by the inspection team had posters on display concerning the NQoSC and leaflets concerning the VCoP, interviews with members of the public showed that none were aware of these documents.
- A search of the force website did not locate the QoSC document; therefore a member of the public would not know what level of service they could expect from a member of the force.
- While supervisors complete dip checking of compliance with the QoSC and VCoP and the results are recorded centrally, the force IT systems do not support this process. The force is looking to improve its IT through Project Mercury, but this is unlikely to be implemented before 2010.

## **RECOMMENDATION 4**

**Her Majesty's Inspector recommends that the force should undertake a fundamental review of its contact management processes in order to improve ease of contact and provide a better quality of service to the customer, while at the same time serving the professional needs of operational officers and staff.**

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

### **Summary statement**

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

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

### **Strengths**

- Corporate standards for the way in which staff are expected to deal with everyone with whom they have contact, is clearly articulated in the roles and responsibilities section of the force CF strategy dated November 2007.
- These corporate standards are further detailed within the force CF action plan, which enables progress to be monitored through the CF strategy group.
- The force has introduced minimum standards of behaviour and conduct incorporating SHAPE values (straightforward, helpful, achieving, taking pride and engaging). These standards are also incorporated within force policy on standards of dress and appearance.
- The CMCD has improved service delivery through various steps, including making the working environment more professional. This included the deep cleaning of the CMCD accommodation and a requirement for all staff to wearing uniform whilst on duty.
- Witness care units provide enhanced customer service to victims and witnesses in cases that have progressed to criminal courts. The teams, consisting of police officers and police staff, are located in each of the BCUs within the crown courts. They have performance targets to inform witnesses of case progression, and performance figures show they are achieving these targets in 99% of cases.
- VCoP aides-mémoire were circulated to all relevant staff to enhance knowledge and improve the service provided to victims of crime.
- The force has implemented corporate standards around staff accessibility. This includes voicemail management, email and the CIS. This is checked daily and overseen by line managers. These standards are detailed within force policy and have been reinforced through targeted force-wide emails.
- NHP teams have business cards with their name, contact number and email address that can be given out, which provides easier access for individuals trying to make contact without the need to go through the switchboard.
- Staff within the CMCD have received training to improve customer focus and experience. This is a four-hour package and has been delivered to all staff who have contact with any customer by phone or in person. Delivery of this training has been validated by the training supplier. The force has subsequently seen a rise in the satisfaction of victims of crime, details of which are provided later in this report.
- Station enquiry officers have received training in CF, VCoP and getting back to customers.

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- During the inspection, it was evident during group and individual interviews that staff understood their responsibilities in respect of the VCoP including follow-up calls, finalising crime reports and updating victims.
- The force corporate standards are actively championed by the ACPO CF lead.
- The constabulary has a heritage and learning resource, which is available to schools, colleges and local groups. It provides a portable 'pop-up' museum which can be set up and used to promote historical and current policing services provided by the force. The force website has detailed web pages covering this resource, which was identified as good practice in the Museums Journal in September 2007.
- There is evidence of staff receiving formal reward and recognition for delivering a positive experience to the public. In addition to the BCU and force commendation ceremonies, the force has introduced a revised system of recognition for all its officers and staff which will enable it to more effectively engage with national award processes such as Jane's Police Review awards.
- For the last six years the force has recognised the work of volunteers and makes awards to neighbourhood watches and those who provide community support. The awards include rural and urban schemes of the year, Crimestoppers and young citizen of the year.
- The force provided good examples of officers receiving recognition outside the force awards, eg an NBM receiving a community gold star award from the local newspaper and the Operation Talent process in Plymouth.
- The Devon and Cornwall Constabulary strategy for CF published in November 2007 details the five supporting objectives as:
  - 1) delivering improved performance within the CF domain of the policing performance assessment framework (from April 2008 performance now measured by assessment of policing and community safety (APACS));
  - 2) making CF 'business as usual' by focusing its action on leadership, performance, training, managing expectations and working with partners;
  - 3) enhancing CF in the area of first contact and accessibility by getting the first contact right, first time, every time;
  - 4) engaging the NHP agenda to improve CF; and
  - 5) reflecting the CF ethos in the way they deal with and support each other within the force.

### **Work in progress**

- While it is acknowledged that CF training was delivered to staff, the initial courses failed to meet student need and expectation. Although the later courses were revised, the force recognises the need to supplement the initial training with a more bespoke training delivery to some BCU and HQ staff to support the CF strategy.

Work is in progress to develop and deliver a new CF training package (see Areas for improvement below).

- The Witness Charter training package will be delivered by an e-learning package during Summer and Autumn 2008. Additional training will be delivered to first and second line managers, which will enable them to monitor compliance. Compliance with the Witness Charter will also be monitored through the crime system, which will provide an automated message to officers to contact witnesses, to keep them updated on case progression.
- The force is currently reviewing its website to make it more user-friendly and incorporate the CF agenda, eg by providing postcode searching for NHP teams. The current site, while providing some information for victims of crime, is not fit for purpose. A new website is being developed but cannot go live until contractual arrangements have been agreed.
- In recognition of a CF service delivered by staff, a certificate of achievement has been developed. It will be awarded to members of staff who have demonstrated CF excellence.

#### **Area(s) for improvement**

- It is acknowledged that progress has been made with call-handling procedures; however, evidence was provided during group interviews that there still are problems making contact with the FEC using the 0845 number, where the call may be answered and left on hold for a significant amount of time, or put through to the wrong extension.
- Some staff within the FCR and FEC have yet to received training in the delivery of corporate standards for quality of service. It is evident from interviews of staff that the driver is to answer calls within set timescales and the delivery of a quality service to customers is secondary. Staff within contact management felt that they had insufficient time to meet customer needs and expectations.
- There is a need for the force to develop clear branding and to publicise and communicate more widely the corporate standards for CF policing.

#### **Performance processes include local satisfaction measures, and locally established priorities**

#### **Strengths**

- The Chief Constable on appointment in January 2007 stated that he would improve victim satisfaction levels and increased the target from 80% to 82%; by the end of March 2008 performance had increased to 83.4%, placing the force fifth in its MSF group and sixteenth nationally. The overall three-year target is to be one of the top ten forces nationally for victim satisfaction. The force has set an overall satisfaction target for 2008/9 of 86%.
- Monthly force performance data includes a significant amount of public confidence and customer satisfaction data. The headline measures are: neighbourhood team abstractions; neighbourhood priorities; community engagement events; partnership intervention; and success of intervention. Other satisfaction and confidence measures include: ease of contact; actions taken; follow-up; treatment; and whole experience. More detailed analytical work has been completed, linking victim

satisfaction to SOCO attendance at crime scenes. Satisfaction was linked with crime screening and confidence in visible policing, which is broken down into response, NBMs and PCSOs and satisfaction after ASB and racial incidents. These issues are routinely included in performance management processes at force and BCU level.

- BCU performance management processes use LPA satisfaction and confidence data to improve local service delivery. As the force has its own survey team, it is able to focus activity onto specific LPAs where the need arises. Additionally, survey questions can be tailored to address local issues while maintaining the integrity of the survey process.
- In the CIOS BCU, survey results detailing levels of victim satisfaction and dissatisfaction are discussed at the sector performance meetings. The weekly target intervention meetings (TIMs) include BCU priorities identified via neighbourhood surveys and local resources are tasked accordingly; there is also an escalation process to BCU level if BCU resources are required.
- BCUs have joined-up tasking and performance review processes which include the involvement of policing partners, allowing performance and key priorities to be considered and appropriate decisions made by the local police and partnerships.
- The impact of local policing and partnership activities on local people is tested through neighbourhood surveys carried out by NHP teams. (See Work in progress below.)
- Confidence in local policing has improved since March 2007 from 53.7%, where the force was third in its MSF group of eight, to 57.2%, placing it first in its MSF group.
- Following the HMIC 2007 inspection of NHP, the force now includes a question in public surveys asking: 'Are the police in your area addressing things of concern to you?' This has been in place since April 2008.
- Comment has been made earlier in this report concerning the link between local satisfaction measures and tackling ASB. The force set up an ASB conference with its partners on 30 April 2008, including speakers from the Home Office and young people, to look at projects and ideas with a view to reducing ASB. The force firmly believes that tackling ASB is key to improving satisfaction and this features within the FCS as well as being addressed at force and BCU performance meetings.
- In recognition of the link between ASB and satisfaction levels, the force intends continuing with the ASB surveys despite this area being dropped from the APACS suite of performance measures. Performance data for March 2008, revealed that 71.9% of people surveyed were satisfied with the whole experience of the force's approach to tackling ASB. This is a significant improvement over the previous financial year, where performance showed only 58.9% were satisfied, placing the force seventh out of eight forces in its MSF. The improvement in the financial year 2007/8 has moved it to fourth in its MSF.

### **Work in progress**

- Within the Stonehouse neighbourhood a pilot exercise is being undertaken where every household is being surveyed. This will assess the impact of local policing and ascertain the quality of current engagement and how community members would prefer to be contacted and engaged.

- In some LPAs NHP teams have been able to add their own questions to local authority surveys to test local policing and partnership activities.

**Area(s) for improvement**

- The force should ensure that the use of language by officers and staff to victims of crime, during the finalisation and closure of crime and incident reports, is congruent with that used by those undertaking user satisfaction surveys in order to record a true reflection of activity, eg by clarifying the phraseology of 'case closed' and 'case filed'.

**RECOMMENDATION 5**

**Her Majesty's Inspector recommends that the force should develop clear branding of citizen focus policing corporate standards and these should be publicised and communicated both internally and externally.**

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

	SPI 1e Satisfaction with the overall service provided		SPI 3b Satisfaction of users from minority ethnic groups with the overall service provided	SPI 3b Gap – comparison of satisfaction for white users and users from minority ethnic groups with the overall service provided
	Difference from MSF	2005/06 to 2007/08 change	2005/06 to 2007/08 change	+/-pp
Devon & Cornwall Constabulary	+1.0 pp	+6.8 pp	-2.9 pp	-12.9 pp

**Summary statement**

**The SPI data shows force performance is stable against its MSF.**

**The SPI data for 1e, which is satisfaction for overall service provided, shows the force is significantly above its own previous performance over time. The SPI data for 3b, which is satisfaction of black and minority ethnic (BME) victims with overall service provided, shows the force is stable against its own previous performance over time.**

**Where there is a gap in service delivery between white and BME service users, the force has provided evidence that it is taking action to understand and narrow the gap, by reviewing the survey data at the force diversity board and carrying out surveys for every victim of racist incidents. The sample size was 190 for BME victims when compared with 2,561 white victims.**

**BME satisfaction is declining**

**Context**

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

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

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

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

## **Strengths**

- Performance over time indicates that Devon and Cornwall Constabulary has significantly raised its game and shows a 6.8% improvement in all user satisfaction from March 2006 to the end of March 2008, ie from 76.6% to 83.4%, placing it third in its MSF of eight forces. (Since the end-of-year figure was published, the MSF groups have changed, which now places the force in an even better position than had been achieved at the end of the financial year 2007/8).
- User satisfaction measures feature in the monthly force performance profile, and are discussed at force and BCU performance meetings. At every third PITG CF features as a themed agenda item for more detailed review and discussion.

## **SPI 1e – satisfaction with the overall service provided.**

- 83.4% of people surveyed in the year ending March 2008 were satisfied with the overall service provided, which is not significantly different to the average for the MSF, this compares with 76.6% of people surveyed in the year ending March 2006.

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

- Force performance did not significantly change in the year ending March 2008; 71.9% of users from minority ethnic groups were satisfied with the overall service provided, compared with 74.7% in the year ending March 2006.
- There is a satisfaction gap between white users and users from minority ethnic groups with the overall service provided. Users from minority ethnic groups are 12.9 % less satisfied (see Work in Progress below for further details).

## **Work in progress**

- While there is a gap in satisfaction for the overall experience between white and BME service users, considerable work has been undertaken by the force to understand and respond to this. In comparative terms, the force has a very high racial incident satisfaction rate and is seeking to develop its approach to closing the gap between white and BME service users. However, there has been a fall in satisfaction for BME users from a baseline of 74.7% in 2005/06 to 71.8% in 2007/08, and there is a 12.9% gap between white and BME service users which has widened during that period; white users have become more satisfied over time, with a rise from 76.6% to 83.4%.

## **Area(s) for improvement**

None identified.

## **Developing practice**

See Appendix 2.

## **RECOMMENDATIONS**

### **RECOMMENDATION 1**

**Her Majesty's Inspector recommends that the force should undertake more visible marketing of its neighbourhood policing teams, in particular how to make contact with them and also provide details of the who the teams are at their respective police stations and other community venues such as libraries, council offices, shopping centres etc.**

### **RECOMMENDATION 2**

**Her Majesty's Inspector recommends that the force should implement a formal process to measure the quality and extent of engagement in all its neighbourhoods to identify good practice and any areas for development, then putting in place systems and processes to address these.**

### **RECOMMENDATION 3**

**Her Majesty's Inspector recommends that neighbourhood priorities should be identified and agreed with local communities being involved throughout the process. The force should also improve the feedback provided to communities of progress against the priorities including the use of neighbourhood web pages.**

### **RECOMMENDATION 4**

**Her Majesty's Inspector recommends that the force should undertake a fundamental review of its contact management processes in order to improve ease of contact and provide a better quality of service to the customer, while at the same time serving the professional needs of operational officers and staff.**

### **RECOMMENDATION 5**

**Her Majesty's Inspector recommends that the force should develop clear branding of citizen focus policing corporate standards and these should be publicised and communicated both internally and externally.**

## Appendix 1: Glossary of Terms and Abbreviations

### A

ACC (CF)	assistant chief constable (Citizen Focus)
ACC (TP)	assistant chief constable (territorial policing)
APACS	assessment of policing and community safety
ASB	anti-social behaviour

### B

BCS	British Crime Survey
BCU	basic command unit
BME	black and minority ethnic

### C

CCD	corporate communications department
CDRP	crime and disorder reduction partnership
CF	Citizen Focus
CiOS	Cornwall and the Isles of Scilly
CIS	crime information system
CMCD	call management and communications department
CSI	crime scene investigator
CSP	community safety partnership

### D

D CPA	Devon and Cornwall Police Authority
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### E

EFQM	European Foundation for Quality Management
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### F

FCS	force control strategy
FCR	force control room
FEC	force enquiry centre
FIB	force intelligence bureau

**H**

HMIC	Her Majesty's Inspectorate of Constabulary
HR	human resources

**I**

ICT	information and communications technology
IPLDP	Initial Police Learning and Development Programme
IT	information technology

**K**

KDI	key diagnostic indicator
KIN	key individual network
KPI	key performance indicator

**L**

LAA	local area agreement
LCJB	local criminal justice board
LDU	learning and development unit
LPA	local police area

**M**

MAPPA	multi-agency public protection arrangements
MSF	most similar force

**N**

NBM	neighbourhood beat manager
NIM	National Intelligence Model
NHP	Neighbourhood Policing
NPIA	National Policing Improvement Agency
NQoSC	national quality of service commitment
NTL	neighbourhood team leader

**P**

PACT	partners and communities together
PALM	police authority liaison meeting
PCSO	police community support officer

PCT	primary care trust
PDR	professional development review
PITG	performance improvement and tasking group
PMR	performance management review
POCA	Proceeds of Crime Act 2002
PSD	professional standards department
<b>Q</b>	
QoSC	quality of service commitment
<b>R</b>	
RNLI	Royal National Lifeboat Institution
<b>S</b>	
SARA	scanning, analysis, response, assessment
SC	special constable/Special Constabulary
SHAPE	straightforward, helpful, achieving, pride, engaging
SOCO	scene of crime officer
SPI	statutory performance indicator
SPOC	single point of contact
<b>T</b>	
TCG	tasking and co-ordination group
TIM	target intervention meeting
<b>V</b>	
VCoP	Victims Code of Practice

## Appendix 2: Developing Practice

<b>INSPECTION AREA :</b> Neighbourhood Policing – Cornwall and IOS BCU
<b>TITLE:</b> ‘Beach Beat ‘ initiative – {Perranporth/Newquay/St.Ives}
<b>PROBLEM:</b> Increasing anti-social behaviour, low level crime on Cornish beaches. Lack of engagement with other agencies. Many incidents on beaches going unreported or if police attend, always in ‘response’. Despite many beaches having ‘communities’ of 15-20,000 on a busy day no community intelligence obtained and no public reassurance.
<b>SOLUTION:</b> The concept originated by Supt Barry Frost and Inspector Jim Pearce [both from Cornwall]. In essence and notwithstanding the problem as above, most beaches have qualified RNLI Beach Lifeguards patrolling with responsibility for public safety. Engagement with the RNLI revealed that any attempts by the Lifeguards to deal with ASB etc met with abuse and confrontation for which they were unequipped. The concept of the ‘Beach Beat’ lifeguard/PCSO meant that the same staff could deal with public safety and minor crime/disorder at the same time. Furthermore the ‘joint’ role would provide both organisations with a ‘win win’ scenario. For the Police this would provide immediate infrastructure on the beaches [Lifeguards stations now branded as ‘Police Points’], a comprehensive and trained network of Lifeguards [eyes and ears], use of RNLI vehicles and training facilities – all at ‘no cost’. The bespoke and fit for purpose Beach Beat uniform achieved recognition and acceptance from the start gaining credibility for both organisations. Beach Beat 2007 was 50/50 funded by Police & RNLI. Beach Beat 2008 is to be funded 33/33/33 by Police/RNLI/Parish-Town Councils. This will enable even more local priorities and engagement to be incorporated into the Beach Beat role and extra funding to increase the numbers of staff in due course.
<b>EVALUATION:</b> It was apparent from day one that the concept had captured the interest and imagination of local and national media, all of which supported the pilot in very enthusiastic terms. The most immediate feedback came from the public themselves in respect of greater Police visibility and hugely increased public reassurance. Feedback from the Beach Lifeguards was exceptional in that they had immediate recourse to authority and to the wider Police family in general.  A formal evaluation took place in October 2007, for the period may 2007 to September 2007. The evaluation was comprised of the following: <ul style="list-style-type: none"> <li>• Comparison of statistical data of crimes and incidents at the locations where the scheme has been conducted. Supplied by Devon &amp; Cornwall Constabulary.</li> <li>• Comparison of statistical data of incidents at the locations where the scheme has been conducted. Supplied by the RNLI</li> <li>• Review of the daily work logs, compiled by the officers themselves.</li> <li>• Feedback is reviewed from Beach users, council representatives and other stakeholders</li> <li>• Anecdotal evidence has been recorded from structured feedback sessions, attended by the officers and their supervisors, from both organisations.</li> </ul> <p>The scheme has been considered a success, in that the Aims set were achieved. This is supported by feedback received from residents and partners.</p> <p>Highlights are that in the wider area of Fistral Beach, crimes totalled 125 in 2006 and 57 in 2007. On the beach itself, crimes recorded were 57 in 2006 to 14 in 2007. This</p>

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is a significant decrease.

Of note, the RNLI recorded dealing with 88 missing persons on Perranporth and 33 missing persons on Fistril. It is estimated (the exact figure was not recorded) that Beach Beat officers were involved in over 75% of the cases. In 2 cases, the Officers risk assessed the situation as high and called in Police resources to deal. The feedback received was that this occurred in an extremely efficient manner.

Other issues that Beach Beat officers became involved in were environmentally based (illegal camping and littering of the dunes) and enforcement advice around the local bylaws. Both these points were strongly supported by the relevant District Councils.

The RNLI trained Beach Beat officers were involved in water based rescues on several occasions. On Perranporth, there were two mass rescues, which the officer assisted with. One of 93 persons and the other of 36. These attracted national news coverage and the officer played a significant part in saving lives.

**EXTERNAL VALIDATION:**

Cited as best practice by Home Office, PCSO lead Ian BARRY in 2007.

Cited as best practice by NPIA, Jerry KIRKBY after a Neighbourhood Policing Inspection of the BCU in February 2008.

Published in Police review magazine and other national press outlets in 2007.

Dorset police visited Beach Beat in 2007 and in May 2008 launched the identical scheme for Bournemouth.

Dywed Powys visited Barry Frost/Jim Pearce in March 2008 with a view to launching the scheme in Tenby, North Wales during this summer.

Gwent police visited Beach Beat in the summer of 2007 with a view to following the same ethos with Forrest Rangers in Wales.

The Metropolitan police visited Beach Beat in 2007 with a view to adopting a similar scheme with in the riverside communities of the Thames with the goal of replicating the huge increases in public reassurance.

**OUTCOME(S):** Following the evaluation of 2007 – both Police and RNLI committed to retain the staff and further expand into 2008 with ‘summer only’ Beach Beat staff and to also include St. Ives in the 2008 pilot.

There is no doubt at all that having provided this service in the summer of 2007, to not provide it in the future would be seen as a retrograde step by the residents, tourists and public bodies.

**FORCE CONTACT:** INSPECTOR J PEARCE – Newquay – 01637 854501/ 07921 938229

<b>INSPECTION AREA:</b> Citizen Focus
<b>TITLE:</b> Delivering Improved User Satisfaction through Dynamic Responses to Survey Findings
<b>PROBLEM:</b> User satisfaction performance was not at the expected level in force and the movement to telephone surveying allowed a dynamic new approach to performance management and improvement. User satisfaction surveying has traditionally provided results at a high level. Where feedback on individual cases has been possible there has often been a delay. This has meant it is no longer possible to remedy the situation with the customer and it is difficult to improve the future service provided by individuals.
<b>SOLUTION:</b> User satisfaction surveying is now undertaken by an in-house team of telephone surveyors. This allows fast-time provision of performance information to enable these outcomes to be performance-managed at both force and BCU level. It also allows dynamic provision of feedback, both positive and negative, to staff from customers who wish their feedback to be shared. In cases where a victim wishes to be updated on the progress of a case or pass on their thanks for a high level of service this will be passed to a supervisor for action following the close of the interview. These actions are followed up by chief officers who dip sample cases and speak with both the member of the public and the supervisor.  The telephone surveying unit understand their role in both measuring and improving user satisfaction. This involves absolute adherence to the statutory guidance around surveying, with the expectation that following an interview where clear action should be taken that the surveyors take responsibility for generating that action from supervisors. Supervisors across the organisation take responsibility for ensuring the appropriate action is taken to remedy the situation in each case and that best practice is shared. Chief officers provide leadership that sends a clear message about the value the constabulary places on meeting the needs of service users.
<b>EVALUATION:</b> Dynamic information from users about the service that they received can be used both to recover the relationship in that case and to develop the service provided for the benefit of all users. This solution also shows that strong leadership can result in large improvements in performance, even in areas traditionally considered to be slow to change. Practical actions taken by chief officers to contribute to improvement and understand the issues can create a disproportionate impact. User feedback can be part of a group of individual indicators which inform individual and team performance management.
<b>EXTERNAL VALIDATION:</b> Recognised as best practice in the Home Office's <i>Improving Performance – A Practical Guide to Police Performance Management</i> .

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**OUTCOME(S):**

In the first nine months of 2007/8 overall satisfaction has consistently improved, from 77% in the same period of 2006/7 to 84% satisfied in 2007/8. As well as performance having improved, the force now better understands victim expectations and requirements. Detailed analysis of the data has allowed effective evaluation of changes in working practices to consider their impact on the victim experience alongside other outcomes. Positive feedback balances areas for improvement, allowing the vast majority of officers who are responding very well to users' needs to see the surveys as a means of highlighting their efforts.

**FORCE CONTACT:**

Alexis Poole, Head of Performance and Analysis, Devon and Cornwall Constabulary.  
Email: [alexis.poole@devonandcornwall.police.uk](mailto:alexis.poole@devonandcornwall.police.uk)

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**INSPECTION AREA:** Citizen Focus

**TITLE:** Keeping People Informed

**PROBLEM:**

Analysis from customer surveys still puts the emphasis on the requirement to improve the areas of initial action and follow-up, summarising that if the force shows improvement in these areas, this will affect the customers' overall satisfaction with their experience of our service. In relation to follow-up, it was clear that victims of crime were covered by the VCoP, which sets out police responsibility for keeping victims informed about the progress of an investigation. A gap was identified in that people reporting incidents that may not result in the creation of a crime report, eg reports of ASB, road traffic offences and suspicious behaviour, were not being extended the same courtesy.

**SOLUTION:**

A new follow-up initiative was launched on 15 August 2007, in which customers are asked at the first point of contact how they would like to be updated. Police officers who deal with an incident or control room staff ensure that callers are updated after the incident has been dealt with using the caller's preferred method of contact. It was identified that this was particularly important for reports of ASB, which often do not progress into the crime system. Devon and Cornwall Constabulary was performing poorly in the area of public satisfaction in the way it dealt with anti-social behaviour, and in particular about being kept informed, and this area has been identified as a priority for many of its communities.

**EVALUATION:**

The new initiative is being evaluated using daily dip sampling by the CF team to ensure that 'update caller' is being put on each relevant Command and Control Log. Feedback on non-compliance is given to team leaders at the time so they can discuss the performance issue with the individual call-taker and dynamically manage the performance by ensuring the caller is updated.

Regular briefing updates have been provided to reinforce to/remind call-takers and front-line officers to update callers and keep people informed. Marketing posters have been distributed and BCU/department champions have put in place their own dynamic performance management to check compliance.

The CMCD has carried out compliance checking to identify those call-takers who have regularly ensured that updates have been given. It has also identified poor performers and provided information on this to line managers for them to address with the call-taker.

**EXTERNAL VALIDATION:**

General surveys are carried out by the consultation unit and DCPA to determine if the force's customers feel confident/satisfied that the police are addressing the issues that matter to them. This validation is to be extended so that the questions are asked more often and can provide more localised data to allow

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local teams to identify compliance/non-compliance.

**OUTCOME(S):**

Since January 2007, overall satisfaction from our customers in the area of ASB has risen from 62.1% to 72% in January 2008.

**FORCE CONTACT:**

Chief Inspector Nick Jarrold, Direct Dial: 01392 452655.

## Appendix 3: Assessment of Outcomes Using Statutory Performance Indicator Data

### Context

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

The survey results come from two different sources:

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

### Understanding survey results

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

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

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

### HMIC grading using survey results

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

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

## Understanding significant difference

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

This greater level of precision is the reason why a difference of approximately two percentage points is statistically significant<sup>2</sup> in the case of the user satisfaction indicator, whereas a difference of around four percentage points is required for the BCS indicators. If the sample size is small, the calculation is still able to show a statistically significant difference but the gap will have to be larger.

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

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

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