



HMIC Inspection Report

Dorset Police

October 2007



Dorset Police – HMIC Inspection Report

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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 both of the Home Office and of 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 has 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 then 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 fewer but more probing inspections. 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 will be gathered, verified and then assessed against an agreed set of national standards, in the form of specific grading criteria (SGC). 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.

Programmed frameworks

This report contains assessments of the first three key areas of policing to be inspected under HMIC's new programme of work:

1. Neighbourhood Policing;
2. performance management; and
3. protecting vulnerable people.

Neighbourhood Policing has been inspected not only because it is a key government priority but also, and more importantly, because it addresses a fundamental need for a style of policing that is rooted in and responds to local concerns. The police service must, of course,

offer protection from high-level threats such as terrorism and organised criminality, but it also has a key role in tackling the unacceptable behaviour of the minority of people who threaten the quality of life of law-abiding citizens.

Performance management is an activity largely hidden from public view, although members of the public are directly affected by poor performance on the part of their local force. This inspection has focused on the need for forces to maximise the opportunities for performance improvement. It also posed questions as to whether forces have an accurate picture of how they are doing and the capability to respond to changing priorities. This area was selected for inspection because it is a key factor in delivering good performance across the board.

Protecting vulnerable people covers four related areas – child abuse, domestic violence, public protection and missing persons – that address the critically important role of the police in protecting the public from potentially serious harm. In the 2006 baseline assessment this was the worst performing area and raised the most serious concerns for HMIC and others. As a result, this area was prioritised for scrutiny in 2007.

Risk-based frameworks

In addition to its programmed inspection work, HMIC continues to monitor performance across a range of policing activity, notably those areas listed in the table below.

HMIC risk-based frameworks
Fairness and equality in service delivery
Volume crime reduction
Volume crime investigation
Improving forensic performance
Criminal justice processes
Reducing anti-social behaviour
Contact management
Training, development and organisational learning

While these activities will not be subject to routine inspection, evidence of a significant decline in performance would prompt consideration of inspection. For 150 years, HMIC has maintained an ongoing relationship with every force. This allows it to identify and support forces when specific issues of concern arise. On a more formal basis, HMIC participates in the Home Office Police Performance Steering Group and Joint Performance Review Group, which have a role in monitoring and supporting police performance in crime reduction, crime investigation and public confidence.

HMIC conducts inspections of basic command units (BCUs), also on a risk-assessed basis, using the Going Local 3 methodology. Combining these various strands of inspection

evidence allows HMIC to form a comprehensive picture of both individual force performance and the wider national picture.

The grading process

Grades awarded by HMIC are a reflection of the performance delivered by the force over the assessment period April 2006 to July 2007. One of four grades can be awarded, according to performance assessed against the SGC (for the full list of SGC, see <http://inspectors.homeoffice.gov.uk/hmic/methodologies/baseline-introduction/ba-methodology-06/?version=1>).

Excellent

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

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

Good

Good is defined in the Collins English Dictionary as ‘of a high quality or level’ and denotes performance above the minimum standard. To reach this level, forces have to meet in full the criteria set out in Fair and most of the criteria set out in Good.

Fair

Fair is the delivery of an acceptable level of service, which meets national threshold standards where these exist. To achieve a Fair grading, forces must meet all of the significant criteria set out in the Fair SGC. HMIC would expect that, across most activities, the largest number of grades will be awarded at this level.

Poor

A Poor grade represents an unacceptably low level of service. To attract this very critical grade, a force will have fallen well short of a significant number of criteria set out in the SGC for Fair. In some cases, failure to achieve a single critical criterion may alone warrant a Poor grade. Such dominant criteria will always be flagged in the SGC but may also reflect a degree of professional judgement on the level of risk being carried by the force.

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 as a strength in the body of the report. In addition, each force is given the opportunity to submit examples of its good practice. HMIC has selected three or more of these examples to publish in this 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.

Future HMIC inspection activity

Although HMIC will continue to maintain a watching brief on all performance areas, its future inspection activity (see provisional timescales below) will be determined by a risk assessment process. Protective services will be at the core of inspection programmes, tailored to capacity, capability and the likelihood of exposure to threats from organised criminality, terrorism and so on. Until its full implementation in April 2008, Neighbourhood Policing will also demand attention. Conversely, those areas (such as volume crime) where performance is captured by statutory performance indicators (SPIs), iQuanta and other objective evidence will receive scrutiny only where performance is deteriorating, as described above.

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

Planned Inspection areas
Serious and organised crime
Major crime
Neighbourhood Policing
Strategic resource management
Customer service and accessibility
Critical incident management
Professional standards
Public order
Civil contingencies
Information management
Strategic roads policing
Leadership

Force Overview and Context

Geographical description of force area

The Dorset Police area is located on the south coast with Hampshire to the east, Devon to the west and Wiltshire and Somerset to the north. It covers the Dorset County Council area and the unitary authority areas of Bournemouth and Poole. The whole area is comprised of nine local authorities including six district councils. In total there are 159 wards.

Between its extreme points the force area extends 50 miles from east to west and 40 miles north to south, covering 1,024 square miles, approximately half of which is designated as Areas of Outstanding Natural Beauty (AONB) and Sites of Special Scientific Interest (SSSI). The coastline is over 170 miles long, including 89 miles within Poole harbour and the world heritage site known as the Jurassic Coast, which starts from Old Harry Rocks on the Purbeck coast and stretches 95 miles westwards into East Devon. The police area is a combination of urban and rural areas, with the main urban areas being the south-east conurbation of Bournemouth, Poole and Christchurch, and Weymouth in the west.

The existing road and rail transport infrastructure provides good links to London and the South East. However, there are no motorways and only one trunk road, the east–west A31/A35. In 2002 the average daily traffic flow along the A31 at the Dorset and Hampshire border was 107,900 vehicles, compared with 34,030 across all other main routes in and out of the area. Mainline rail services for the area run between Weymouth and London Waterloo via the Poole/Bournemouth conurbation. Rail connections to the north of the county are provided by a limited service operated by Wessex Trains between Weymouth and Bristol, and Sherborne is served by a rail link between Exeter and Waterloo. The east-facing transport arrangements and the location of the south-east conurbation provide the force with an orientation to the east and a lack of congruity with the rest of the region, in particular, with the Government Office for the South West.

There are three major air and sea ports in the county serving southern England and the South West. The sea ports at Poole and Weymouth handle traffic to the Channel Islands and mainland Europe. Bournemouth International Airport serves in excess of 40 international destinations including such hubs as Amsterdam, Madrid and Geneva. During 2006 it handled 955,160 international passengers, and plans have now been approved and are being progressed for a £32 million airport expansion programme which will see its passenger throughput increase to 2 million by April 2008 (it has already more than doubled its passenger throughput since 2003).

Tourism is a major industry in the county. During 2003, 15.3 million day trips were made to Dorset and 4.5 million staying trips (a total of 18.6 million nights spent by tourists). Manufacturing employment makes up only 14.6% of the workforce, compared with 18.8% for the UK as a whole. The south-east conurbation comprises three different coastal towns, with Bournemouth attracting national attention as a conference centre for government and other high-profile customers as well as developing a 24-hour entertainment economy with 30,000 drinking places.

Demographic profile of force area

Dorset Police serves a resident population of 710,149 (mid-year estimates for 2006), 300,000 of whom live within the Poole/Bournemouth conurbation. The population of Dorset has grown by 4.1% over the last ten years, a rate that is more than double the national average of 2%.

Dorset, excluding the Bournemouth and Poole unitary areas, has the largest elderly population of all shire counties with 26.8% of people of retirement age. In Christchurch the

figure is 32.9%, the highest of all local authority areas. Consequently, Dorset has the lowest proportion of school-age children at 12.8%.

Since the 1991 census, the black and minority ethnic (BME) population has more than doubled and now comprises 1.85% of the population. Census data does not reflect the significant inward migration of students and tourists into the force area. This variation is illustrated by on-street assessments of BME people in Bournemouth. In this study the sample identified a percentage of 9% BME people during the times of the survey.

The area as a whole has one of the largest rates of in-migration for England and Wales and this more than offsets the decline in population that would otherwise occur due to the low birth rate (Dorset, excluding Bournemouth and Poole, has the lowest rate for all English counties). Government figures indicate an expected population growth for the county of 17.3% between 1996 and 2021. There are some 40,400 additional homes scheduled to be built between 2001 and 2026 within the south-east Dorset area.

While Dorset is perceived to be a prosperous county, the per capita gross domestic product (GDP) reflects the regional picture; it is below the national average. Dorset (excluding Bournemouth and Poole) is second only to Cornwall in terms of low pay. Dorset has seven areas that fall within the 10% most deprived nationally and 29 areas that fall within the top 20%. Despite this, overall, house prices in Dorset are significantly above the English average.

Strategic priorities

The force vision of 'A Safer Dorset for You' was developed following extensive consultation and became defined as 'One Team, One Vision: Committed to a Safer Dorset for you'. To guide this endeavour, the force embraces the values of integrity, professionalism, fairness and respect. The vision and values drive and contextualise all activity for the organisation.

Dorset Police has two overarching strategic objectives:

- to make Dorset safer; and
- to make Dorset feel safer.

These will be achieved through operational priorities in 2007/08 which are:

- to reduce volume crime (specifically, burglary, car crime and criminal damage) and increase detection rates;
- to reduce violent crime and increase the detection rate;
- to tackle drug-related crime, in particular the supply of Class A drugs;
- to combat serious and organised crime;
- to counter terrorism and the threat of terrorism;
- to tackle anti-social behaviour (ASB);
- to reduce road casualties;
- to protect vulnerable communities; and
- to provide a service that is people focused.

Key enablers provide support directly to the above priorities and organisational development strategy. These key enablers are:

- continuing to roll out Neighbourhood Policing across the force area;
- improving contact management and quality of service standards;
- improving protective services' for tackling the most serious crimes and incidents, building on existing collaborative working with other forces and agencies;
- professionalising our investigations through additional training and capability;
- improving the service to victims and witnesses by delivering the principles of the Criminal Justice: Simple, Speedy, Summary (CJSSS) review;

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- better management of police information, including compliance with the new code of practice on the management of police information;
- effective use of the National Intelligence Model (NIM);
- valuing and developing our partnerships, including those that will assist us in achieving the capability and capacity to respond effectively to major incidents and events;
- ensuring our workforce is representative of our diverse communities;
- improving force continuity planning; and
- supporting and valuing our staff and delivering as 'One Team'.

Consistent with the vision are the expectations of customers and the community, which have been identified through innovative consultation.

Force developments since 2006

The force continues to focus on providing a service that meets the needs and expectations of the community and this is reinforced in its vision and priorities. The aspiration to create a deliberate customer experience through its People Focus has contributed to the highest satisfaction of users for whole experience among most similar forces (MSFs) and also for ratings in public confidence. This approach is consistent with the emphasis placed on Neighbourhood Policing. The force has recently been re-accredited by Investors in People (July 2007).

During 2006/07 overall crime reduced by 6.1% and the force remains lower in terms of crimes per 1,000 residents than the average for its MSF. Substantial reductions have been achieved in some areas; in particular, domestic burglary reduced by 24%, vehicle crime by 20.9% and violent crime by 1.8% – the first reduction in this category for seven years. The number of offences brought to justice met and exceeded the target for 2006/07. Sanction detections per crime has risen steadily since 2003 although force performance is marginally below MSF group average.

In 2006/07 Dorset Police received the lowest central funding of all forces in England and Wales, which given its performance is a credit to how the force manages its limited resources. In comparison with the force's peers, Dorset spends a higher proportion of the budget on police officers, has below average costs on management, the second lowest cost of service and the lowest cost for supplies and services. The force achieved the highest rating for front-line policing measures among MSFs.

Following the Home Secretary's decision not to merge police forces 'for the foreseeable future', there remains a need to move towards achieving the benefits identified in the original merger proposals. This particularly relates to establishing Safer Neighbourhood (SN) teams and being able to provide protective services, such as countering terrorism and tackling serious, organised crime to recognised standards. Project Compass 2 identified a resource gap of £5.4 million and, following a period of comprehensive research and consultation, has now agreed a programme of organisational change, Project Dorset 2010, to be implemented between now and 2010. The programme of change is about reshaping the force and reallocating resources where necessary rather than making savings.

A summary of recommendations to be implemented under Project Dorset 2010 are:

- The current structure of four territorial BCUs will become two.
- NIM tasking and co-ordination processes will be revised to manage the service we provide from neighbourhood to national levels.
- A level 2 information management unit (IMU) will be introduced.
- SN teams will be established force-wide by April 2008.

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- A revised structure for response policing has been recommended and will continue to be developed.
- Critical incident management will be enhanced, with two 24/7 inspectors having real-time command for all response resources.
- Crime standards' quality assurance will become a force-level function.
- Collaborative opportunities will continue to be explored and developed with other forces and agencies.

The recommendations and decisions made to date close the gap to £0.3 million and further work specifically on crime and criminal justice and support services is designed to make the force even more effective and efficient.

Challenges

Meeting the needs and expectations of the public is the key to all priorities, and central to this is the roll-out of Neighbourhood Policing. SN teams are currently being rolled out across the force area with a completion date of March 2008. These teams will continue to build successful partnerships and empower local communities in order to create even safer neighbourhoods.

The significant influx of visitors to tourist locations, language schools and the night-time economy in Bournemouth presents a population not recorded by census and thus reflects a variance where crimes are measured against incidence per head of resident population. This has funding implications and does not reflect true demand.

A significant problem for most police forces is alcohol-induced crime and disorder. In Dorset, for example, there are 30,000 drinking places in Bournemouth alone, and more 24-hour liquor licences than perhaps in any other county. Conversely, there are few places for alcohol treatment. Fundamental problems will require strategic and operational co-ordination between statutory partners in order to reduce and resolve problems. An example is reducing violent crime, where a range of partners must work together in problem solving.

The police enquiry centre (PEC), which manages call handling, faces the challenge of achieving during 2007/08 the target of 75% of calls from switchboard to PEC in 30 seconds (through its resourcing programme the force aims to achieve a 90% target for non-emergency calls transferred from the switchboard to the PEC or other extension during 2008/09). An interim target of 75% has been set for non-emergency calls in 2007/08. Shift changes within the PEC and automated call distribution have yet to have an impact upon the target.

Following the Government's report, *Delivering Simple, Speedy, Summary Justice*, Dorset Police will work as part of a multi-agency local implementation team to help improve the speed and effectiveness of the court system. Currently an average 26-week delay is encountered in getting cases to court and this will need work with partners to overcome this problem and implement the initial stages of CJSSS by the end of the year.

In the coming years the force will be called upon to police a number of major events including the 2012 Olympic sailing event, which is already requiring significant preparatory work. The timely roll-out of Project Dorset 2010 will be paramount to allow full concentration on the 2012 Games and other significant events as well as maintaining and improving 'business as usual' services. The force is also developing a sound operational plan for the Labour Party Conference in 2007 (and proposals for a Liberal Democrat Conference in 2008).

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Findings

National summary of judgements

	Excellent	Good	Fair	Poor
Neighbourhood Policing				
Neighbourhood Policing	6	14	21	2
Performance management				
Performance management	6	29	8	0
Protecting vulnerable people				
Child abuse	3	17	21	2
Domestic violence	1	13	27	2
Public protection	2	16	23	2
Missing persons	1	21	21	0

Force summary of judgements

Neighbourhood Policing	Grade
Neighbourhood Policing	Fair
Performance management	Grade
Performance management	Good
Protecting vulnerable people	Grade
Child abuse	Fair
Domestic violence	Fair
Public protection	Fair
Missing persons	Fair

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Neighbourhood Policing

GRADE

FAIR

National grade distribution

Excellent	Good	Fair	Poor
6	14	21	2

National contextual factors

The national Neighbourhood Policing programme was launched by ACPO in April 2005 to support the Government's vision of a policing service which is both accessible and responsive to the needs of local people. It was anticipated that, by April 2007, every area across England and Wales would have a Neighbourhood Policing presence appropriate to local needs, with all Neighbourhood Policing teams in place by April 2008. For local communities this means:

- increased numbers of police community support officers (PCSOs) patrolling their streets, addressing ASB and building relationships with local people;
- access both to information about policing in their local area and to a point of contact in their Neighbourhood Policing team; and
- having the opportunity to tell the police about the issues that are causing them concern and helping to shape the response to those issues (Home Office, May 2006).

By focusing on the key areas of resources, familiarity/accessibility, problem identification and joint problem solving, this inspection has identified the extent to which Neighbourhood Policing is being implemented. It has also examined forces' capability and commitment to sustain implementation beyond April 2008.

Contextual Factors

Dorset Police was graded as Fair when this area of activity was inspected as part of the baseline assessment process in 2006. All Neighbourhood Policing areas have now been identified and have been graded 1 to 4, depending upon the analyses of their vulnerability and risk. This grading system governed the level and roll-out of resources to the areas and used social, demographic, socio-economic and crime data. The development of this process was reported to the police authority (PA). All SN team areas now have dedicated and resourced SN teams – almost 100% coverage has been achieved. All grade 1 resources are red-circled to prevent abstractions of staff. By April 2008 there will be 27 SN teams covering 53 key wards.

Policing boundaries are still not entirely coterminous with those of local authorities but there is a joint desire (and recommendation resulting from Project Compass 2) that this will change shortly with a proposed move to two BCUs. Local authorities have identified their responsibilities and the need for extra resources in SN team areas, eg in Bournemouth the local authority has employed community development workers to work with communities to bring about environmental improvements. In Poole three local authority employed localities managers fulfil the same role. Safer Neighbourhoods is a key issue within the policing plan.

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Strengths

During the life of this programme roll-out there have been periods of slippage both in terms of timescales and commitment of specialist functions, as well as role drift at the point of delivery. This has now been rectified by strong corporate control from the central project team. Other functions are now committed to SN principles and either have separate SN action plans or have SN as an activity within their corporate business plans. Practical examples include the development of a template by information services; human resources (HR) has developed role profiles; and building services is prioritising SN accommodation. The role profiles did take considerable time to develop. Clear direction and reinforcement of operational parameters has been given through procedures and policies which still allow for local tailoring and adaptation to local needs. An example is the Police and Communities Together (PACT) engagement toolkit which is now seen as best practice by the force but have different names and logos across BCUs which recognises existing local alliances and branding. The project lead, the deputy chief constable (DCC), has introduced a set of six minimum standards of engagement which are included within the PACT manual.

The project plan is directed through the tactical user group chaired by the chief inspector of the force implementation team. This group sits every two weeks and shares best practice. Each BCU has a professional communications officer who attends these meetings. Communications corporacy is monitored and maintained by oversight from the media and corporate communications department (MCCD) at force HQ.

The role of the SN teams is seen as a speciality by the force. This is beginning to be understood by other response officers. Police officers are given a two- year tenure period and police constable neighbourhood beat managers are given special priority payments in recognition of the increased supervisory responsibilities of their role. There is an SN team of the year award which is driven by community and partners. Local schemes include SN teams in the team of the month award. This gives a cash payment to the team leader which is then spent on a team leisure activity. Winning teams are published on the intranet.

A member of staff at Eastern BCU has been given a Queen's Award. This is a Home Office award (financial award for research) for innovation in police training and development and concerns work around the role of Neighbourhood Policing sergeants. The research terms of reference have been expanded to include a new problem-solving process.

Sergeants and inspectors have been given training in collaborative problem solving which commenced on 1 April 2007.

SN officers and staff are required to complete the core leadership development programme (CLDP) training workbooks. This process is centrally directed and monitored by the learning and development unit and is co-ordinated by BCU single points of contact' (SPOCs) who order and distribute workbooks. These SPOCs also track and monitor the learning progress and update this progress on the Core Leadership Development Programme (CLDP) Safer SN spreadsheet which is a shared document on the intranet. This allows for management and monitoring of progress at all levels. Managers have been given a detailed PowerPoint presentation about this training package and are responsible for monitoring completion and issuing signed authentication certificates. It is intended that local authorities lead the partnership working training events (including a joint workshop and case study) as part of this workbook. They have also indicated that they would like their staff to complete other workbooks that are relevant to their work.

Joint training with partnerships is starting to take place at a strategic level. This has mainly involved training and information sessions at strategic meetings such as crime and disorder reduction partnerships (CDRPs). At a more tactical level there are many examples of joint

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training with statutory partnerships and other partners, businesses and community members. This is now well embedded and there are examples of these partners inviting police staff to their in-house training sessions which cover topics and work areas beyond the immediate overlaps of SN activity (eg registered social landlords in the Eastern Division and Bournemouth Borough Council have invited level 1 SN teams to join their local area agreement training partnership group).

Training at all levels has exploited best practice developed internally or from other police forces and partnerships; eg training inputs have been given by officers from Greater Manchester Police, West Mercia Police and by representatives from Bath City Council. Local project team members have also visited areas where there is established best practice, ie Portsmouth and Torquay. This shows initiative and best practice was disseminated very quickly as this is a small force with good networks. It was recognised that a more structured approach co-ordinated by the central project team would have been more efficient, and, as a result, the governance arrangements were restructured to introduce the tactical user group, a forum whereby such matters could be co-ordinated.

The head of the learning and development unit, together with the force training manager and training inspector, attends the Neighbourhood Policing strategic board. Regular planning meetings are also held between the project team and training staff in order to develop aspects of SN training including workshops that complement the CLDP modules. Regular feedback is received from students attending training courses in order to establish if the needs of both the students and the organisation are being met. The peer review process currently being conducted is focusing upon training issues. Individuals and teams are being interviewed in order to establish how effective training has been.

SN officers and staff have also been given enhanced training in topic areas suited to their roles and which are not covered within the CLDP coursework; eg a three-day course about intelligence source awareness, specifically developed for their needs, includes relevant legislation and processes (NIM) and, as a result, reduces risk in this complex area of police activity. Training for PCSOs has developed over time and now includes previously missed areas such as environmental scanning. The whole PCSO course is currently being reviewed and is likely to increase in length.

The project team has secured £100,000 within this year's capital budget in order to upgrade accommodation for the use of Safer Neighbourhood teams. Each division has submitted its request for resources and each has been assessed and graded. These were presented at a recent SN board and funds have been allocated by the DCC. Work has started on improving existing accommodation and developing further accommodation within partner premises.

Investigative workloads of SN team officers are managed locally within BCUs. The recently agreed role profiles give clarity to how incidents and crimes should be allocated between response, CID and neighbourhood resources. The project team has recently completed activity analysis in to measure SN team abstractions and levels of work/activity. The results are yet to be analysed but seek to give corporacy and consistency across the force.

The force has a range of policies concerning repeat victimisation, hate crime and 'near repeats'. SN teams use the neighbourhood profile templates in order to identify individuals, groups or communities who are at risk or are more vulnerable to crime. These are then 'accessed' in order to give enhanced services and to prevent crimes. 'Near repeat' victims are identified by IMUs and SN teams are tasked to make visits and distribute crime prevention packs.

ACPO tracking data returns are completed and submitted on a regular basis. However, the force uses a separate process to monitor the planned roll-out of resources.

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It is the policy of the force to market the roll-out of SN teams in an incremental way. While some centrally initiated marketing has been distributed through MCCD, it is the responsibility of BCUs to market and inform at a local level. There is an intention to 'under-promise and over-deliver' service in this area. Partners have agreed to this principle, especially local authorities who feel that their services would not have the capacity to match any heightened public expectations. Local marketing has both corporate (from central team) and local messages and communications media (posters, flyers etc). Corporate SN team information has also been circulated by councils when council tax bills were posted.

Community engagement is working well, with some notable high levels of satisfaction evident to the HMIC inspection team. The PACT toolkit contains a variety of tactics for officers to engage with hard-to-reach groups. In some cases representatives from these groups have been invited to monthly meetings and are then asked to identify further ways in which other representatives from their groups can be contacted.

Work in Progress

The central project team has commenced a series of inspection visits to BCUs and SN teams. The visits to Bournemouth and Western have been completed, and it is anticipated that inspection visits to Poole and Eastern Division will be finished by the end of October 2007. Inspection will include measurement against local and central roll-out timescales, issues of consistency and corporacy and the identification of service gaps and best practice. The role of local project managers will not be required after April 2008, which is the deadline for the completion of full roll-out. Neighbourhood Policing will then become the responsibility of local managers. It is anticipated that this process will start towards the end of 2007. The role of the central project team will be reviewed in due course. PCSO numbers will be safeguarded through inclusion within the Compass 2 proposals, although this relies on continued funding streams. An assumption has been made that safer and stronger communities funding will continue.

Understanding of the role of SN teams and PCSOs is variable across the force, both internally and externally. This knowledge has vastly improved recently and there is a very good understanding in the pilot site areas. The force is making continued steps to improve this knowledge and it is recognised within the proposed activities in the SN communications strategy. The website is seen as the main marketing tool and is easy for those with computer access to navigate. Local people can input their postcode into a search facility within the website which will give them information regarding their local SN team and identified priorities. The details of the officer in charge of the priority are shown but not the progress of actions (although this is planned in the near future). There are also plans to include CDRP information (warning and informing project proposals).

In order to make SN team deployments more corporate and efficient, the PEC managers are meeting with SN teams to scope their requirements and then to develop a service-level agreement between them.

MCCD has produced the PACT toolkits and the strategic document and given BCU briefing seminars. Internal marketing has relied upon the intranet, the force newsletter, supervisors' briefings and targeted inputs to the PEC, communications centre and station reception staff. There are plans to give awareness training to all staff in the operations division within their perceptual training which is due to start in October 2007. Sergeants and inspectors are given SN team awareness as part of their promotion courses. A discussion paper regarding the remit of SN team staff was widely circulated. External awareness continues through messages from local staff during meetings with communities and partners. A two-day seminar/conference was held at Kingston Maurwood which was attended by both police and partners and was facilitated by Centrex (the national police training organisation) staff.

October 2007

Central departments and departments within BCUs will be given ad hoc SN team training which will include such subjects as environmental scanning and community intelligence.

There are strong governance processes with involvement from the PA lead. The lead member of the PA attends national APA and force SN meetings. A written protocol is being developed for PA attendance at the various PACT meetings, although the PA will not have the capacity to attend all such meetings.

MCCD has given four sessions of practical media training to key SN officers and staff. This training included media options, general communication principles and practical skills. It is intended that all SN team staff will be given this training by their internal trainer.

Neighbourhood profiles are being developed, as have PACT surgeries/meetings. Priorities for action have been identified in most areas but are yet to be fully integrated into tasking and co-ordination processes and meetings. Problem profiles are the intelligence product which is adopted to address SN team issues. These have action plans attached and are reviewed regularly. At present these problem profiles are commissioned through the tasking and co-ordination group (TCG) process and are done by the SN team analyst. This is a formal process that does not currently allow the SN team analysts to easily engage in other SN tasks outside this process. Their engagement to complete neighbourhood profiles without formal tasking would be beneficial. Local intelligence products are in the early stages and need to be more fully integrated into neighbourhood profiles and scanning, analysis, response, assessment (SARA) plans. The new neighbourhood profile template has been heavily influenced by analytical requirements but these are still being written. Within these there needs to be lists of community contacts and key individual network (KIN) members and this should be accessible 24/7. A separate searchable database of all key individual networks has also been developed and is being released to divisions during the peer review process. It is recognised that some limited data exists on the force intranet system (Sharepoint) information database and that a separate contacts base is proposed. This will adopt management of police information (MoPI) and Data Protection Act principles and will be searchable. Future proposals are that this database could form a virtual independent advisory group (IAG).

Joint tasking and working capabilities with partners are improving. A tactical operations (guidance) paper is currently in draft form. It uses national guidance regarding ASB and Respect information as best practice within it.

There are many good examples of police and partners working together to jointly tackle community and police-identified problems. Results in these areas have been significant but true sustainable solutions using the complete problem-solving sequence of activities are rare. The force is aware of this and is developing a new problem-solving model to be followed by enhanced training in this area. At a higher level (CDRP and TCG), cross-cutting themes should be identified from SN team priorities, eg arson, criminal damage ASB etc, which can then be addressed by a higher level co-ordinated approach through these existing tasking processes. At present SN team activity is monitored but is not co-ordinated outside its geographical boundaries.

BCUs are finding resources in order to purchase and operate mobile phones for the use of SN team staff. Service-level agreements are being developed which will help maintain consistent levels of public contact (eg all phones should be on a contract agreement so that usage can be monitored). Once developed, these will be communicated to the community. Some BCUs have already gained sponsorship for these phones.

October 2007

The force website will shortly have a facility whereby victims of crime can get an update on the progress of an investigation after entering a crime reference. It will also have links to an information page that shows victim standards.

Community intelligence has been improving since 4 December 2006 when a location category was added to the intelligence system. Prior to this, only nominal categories existed. Special Branch added to the database by creating numerous location-based subjects and then approached SN teams and tasked them to obtain intelligence. All locations have been created and the intelligence requirements set. SN team staff are completing CJS 16 intelligence reports. Community intelligence is being linked and is accessed through Sharepoint.

The structure of the Special Constabulary is currently under review in order to establish the best fit with SN teams. The number of special constables attached to SN teams is increasing and currently stands at: Poole, 23; Eastern Division, 14; Bournemouth, 34; Western Division, 26. This is a total of 97 out of 290 special constables overall, or 33%. Special constables will be encouraged to join an SN team but this will not be compulsory. It is anticipated that 50% of special constable establishment will be attached to SN teams by April 2008. Volunteers will be employed as administrative support.

The implementation of the I-Task briefing system will enhance and provide bespoke briefings and aid intelligence dissemination.

A trial is being run in Western BCU whereby details of 'conversations with a purpose' are recorded at the time on to hand-held iPAQs. There is an average of 30 such records being carried out per month. The information is then downloaded and can be used as community intelligence.

There has been minimal reluctance from partners to participate in Neighbourhood Policing activities. Neighbourhood improvement workshops were run in early 2007 and were so well attended by many different partners that a further workshop is planned for October 2007. This workshop will have National Policing Improvement Agency (NPIA) involvement. Two two-day courses are being run in October to provide detailed problem-solving training to 40 analysts and team leaders. (Sixty Bournemouth officers have been trained so far.)

A new electronic performance development review (PDR) has just been developed and is being used for the current reporting period. The former PDRs had generic objectives with the ability to tailor specific objectives to individuals' roles. The Neighbourhood Policing electronic PDRs are more bespoke and, for SN team officers, will be linked to their new role profiles. The current peer review process is measuring compliance and appropriate objective setting.

Abstraction targets for SNT staff have been set at 5%. At the time of the inspection this was an emerging process with the data capture not sufficiently embedded to provide accurate analysis. More recently an analysis of activity in this area was undertaken and the results from which will be made available for the force and BCUs to consider. In future this activity will be mainstreamed and become part of the performance management approach.

Areas for improvement

It is recognised by the project team that control mechanisms need to be introduced; eg all documentation and paperwork currently used by SN teams has been developed without project team involvement. There has also been little 'reality checking' by managers or the project team at meetings level, although SN team sergeants have been tasked to do an audit of the community meetings they attend, identify engagement gaps and comment on their effectiveness. Feedback has relied heavily upon action sheets or community letters. This reality checking should be completed jointly with partners where possible.

There is recognition of the need for joint strategic assessments with partners, which have yet to be developed, to improve business efficiencies, joint working to agreed objectives and service delivery by all statutory partners.

RECOMMENDATION 1

That the force develops joint strategic assessments with partners.

There is some good tactical information sharing at BCU level. CDRP partners attend BCU Tasking and Coordinating Group (TCG) meetings and have full access to tactical assessments. BCU commanders attend CDRP meetings (some chair) which then have direct access to neighbourhood management groups, where they exist. Difficulties with coterminosity and the impact that this has had on accurate data sets has impacted upon this improvement. The proposed development of a data-sharing hub on the extranet (D crime) should assist although some councils use Acorn data while others use Mosaic. Furthermore, it is proposed to extend tasking meetings down to section level but this has yet to take place and there are no known timelines. Since the inspection phase, section-based tasking meetings have been established in three of the four BCUs. In two of the BCUs these tasking meetings include partners.

It is understood that many customer/public surveys are being conducted by partners that duplicate information which is sought by the police. Economies of scale can be achieved through greater liaison and collaboration. It should be noted that the community safety survey is undertaken in conjunction with the local authorities who contribute to the overall cost of the survey. Dorset Fire and Rescue Service was also a partner in this but because of poor financial settlements they had to withdraw in 2006. The force has also undertaken other surveys in conjunction with partner agencies, eg services to domestic violence (DV) survivors and, with the emergency services, in respect of access to, use of, and the needs and expectations of people with disabilities.

Measures to evaluate the efficiency and effectiveness of SN team activity need to be developed. These should include qualitative and quantitative methods. Success should be measured against crime reduction, problem-solving sustainability and reassurance. This should link to the work of the recently formed multi-agency management boards at each BCU. They are to develop a performance assessment framework and give strategic direction. The SN board has agreed a performance framework for SN teams that links into

the force strategic performance framework and is based upon both qualitative and quantitative data on crime reduction and perceptions of safety and confidence.

Present community impact assessments do not concentrate on the impact of events upon the community, tending to be more descriptive of the communities themselves. It is recognised that the communications and media department has just been tasked in order to develop a performance assessment framework for Neighbourhood Policing communications and to develop a more formal reassurance strategy that links with the force's strategic aim of ensuring communities are made to feel safe.

RECOMMENDATION 2

That the force further develops community impact assessments that link to the joint strategic assessments.

Neighbourhood profiles show only limited awareness of the specific needs of different cultural groups. These needs should be identified and included within the profiles. It is recognised that there is some environmental scanning across cultural groups which can identify specific needs, an example of this being the innovative use of volunteers to cut out newspaper articles and then to grade each article on its perceived impact from a community perspective. This is a reactive approach to the issue and a more proactive intervention by neighbourhood officers is required.

Developing Practice

INSPECTION AREA: Neighbourhood Policing

TITLE: Tactical Plans

PROBLEM:

With the implementation of Neighbourhood Policing there is a need to effectively link operational activity to the level 1 NIM process, accurately commit problem-solving initiatives to the organisational memory and to monitor the prioritising of community issues and ensure community sign-off of these issues.

SOLUTION:

The force has reviewed a number of practices occurring in other areas but found most were paper-based and very bureaucratic and did not meet the needs of the force. The force has developed an intranet-based system that allows officers to record priorities that have been identified and then record a series of tasks allocated to various members of the local team and community. This includes the ability to attach documents and pictures and the format follows the SARA process to ensure that effective problem solving is developed.

This is searchable by any member of staff on the force to allow the spread of good practice to other areas, identification of emerging threats and problems by the information management units (IMUs) on each BCU and for the effective performance management of teams at all levels of the organisation.

OUTCOME(S):

At this time the plans are being tested at a number of sites in the force and will be updated and amended slightly prior to full roll-out. However, it appears that the system is beginning to drive engagement at the neighbourhood level to ensure that only the top few local issues are prioritised and dealt with prior to moving on to other issues.

FORCE CONTACT: Chief Inspector Pete Windle – 01202 223481

October 2007

INSPECTION AREA: Neighbourhood Policing

TITLE: Community Payback scheme

PROBLEM:

In order to provide effective and swift interventions for the community, it is necessary to develop the appropriate capability and capacity to do some of the tasks required. It is not always possible for police, partners and the community to do this out of existing resources.

SOLUTION:

During the Policing Priority Area (PPA) pilot at Townsend in Bournemouth we utilised members of the community who had been given unpaid work through the courts following conviction. They were used to perform functions such as the clearing up of the local green spaces and the painting over of graffiti on local authority property such as lampposts. In other Neighbourhood Policing areas they have been used to clear up elderly residents' gardens.

As a result we have now formalised an agreement with the head of Dorset Probation Service that the local tasking groups being established for Neighbourhood Policing have been issued with guidance and an SPOC in order to formally request unpaid workers for their local areas.

Each of the BCU implementation teams has received a briefing from the probation service at the force tactical user group and has been tasked with disseminating details to every area in the force.

OUTCOME(S):

As stated, there are examples of positive outcomes from the trials of this scheme and as a result it has been rolled out to all areas of the force and will be monitored through the force tactical user group. Once the force intranet site has been finalised, examples of its use are to be posted as good practice to raise its profile and use within the force.

FORCE CONTACT: Richard Barrett – 07765 332202

October 2007

INSPECTION AREA: Neighbourhood Policing

TITLE: Baseline assessment surveys

PROBLEM:

As part of the performance management regime for Neighbourhood Policing it is vital to record the impact within local communities of tactical activity taking place.

SOLUTION:

At present, each and every grade 1 vulnerable area in the force is conducting an annual baseline assessment survey with local residents to establish the current landscape in terms of local confidence in police and partners as well as local levels of fear. These are paper-based surveys, which are then input into Excel spreadsheets to establish the percentage values for each area being examined. These are very labour intensive in both the completing of the surveys and the inputting of the data.

The force is now to trial the next generation of hand-held personal digital assistants (PDAs) as a method of completing the surveys which will then be automatically transmitted to a force-wide database. This has the potential to provide significant efficiency savings. This database will be searchable by all staff in the force and will provide live time data on the current performance within every vulnerable beat of the force. It will then be possible to incorporate this data into performance reviews at all levels of the organisation.

OUTCOME(S):

The current system is providing the ability to plot changes in local perceptions and confidence etc for each team from which Neighbourhood Policing analysts have been able to identify areas of effective practice. The new way of conducting these assessments will speed up this process and make it more accurate.

FORCE CONTACT: Chief Inspector Pete Windle – 01202 223481

Performance Management

GRADE	GOOD
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National grade distribution

Excellent	Good	Fair	Poor
6	29	8	0

National Contextual Factors

There is no single accepted model of performance management across the police service but any such model or framework must be fit for purpose. Ideally, forces should demonstrate that individuals at every level of the organisation understand their contribution to converting resources into agreed delivery, and know how they will be held to account. On a daily basis, first-line supervisors monitor, support and quality assure the performance of their teams. At the other end of the spectrum, chief officer-led performance meetings – often based loosely on the American Compstat model – are a vehicle for accountability and improvement. Robust leadership, a commitment to improvement and reliable, real-time information systems are all critical factors in effective performance management.

There is no mechanistic link between overall force performance and the grade awarded in this framework. The grade is based on the quality of the force's processes that enable it to identify and react to changes in performance.

Contextual Factors

The force has good arrangements, systems and structures in place in order to accurately monitor performance issues in both a crime-related and business sense. Analytical products including strategic and tactical assessments are of good quality; they take into account risk and scan the wider environment. The strategic assessment is regarded as a dynamic process and the published document itself is currently being revised and reduced in size in order to make it more user-friendly.

Meeting structures include all relevant staff and functions within the force and appropriately hold staff accountable for performance at corporate, team and individual levels. The inspection team saw good examples of actions and activities being raised using NIM principles. Strategic planning is integrated and informed by NIM process. The force control strategy reflects both national and local priorities.

The analytical capability has shown development in this respect but the qualitative content of its data and analysis still needs to be improved. Data sets are generally plentiful and will be enhanced as analytical capability and capacity increase at Neighbourhood Policing level and there are associated increases in 'community intelligence'.

A continuous improvement project (Project Compass 2) is under way to direct existing resources more effectively and efficiently, build collaborative partnerships and to restructure and release resources which can be used for level 2 activity/protective services. The main themes within Project Compass 2 are:

- Neighbourhood Policing;
- protective services;

- collaboration;
- partners; and
- customers' and staff's expectations.

Compass 2 has developed into Project Dorset 2010 which takes the recommendations forward for implementation.

Dorset is one of the five forces within the south-west region of England which have put together a joint bid to progress collaboration of service delivery. This bid has received Home Office approval and some funding. A report has also been commissioned to explore collaboration with Wiltshire Police for finance and HR functions. These initiatives have been developed within the remit of the South West Region Collaboration Strategy. The force has also agreed a similar strategy with Hampshire Constabulary and its respective PAs.

Poor performance and areas of high risk are monitored and audit and inspections are commissioned. Inspections can be carried out by quality and development (Q&D) staff. Specialist staff are available for tasking to more complex areas for review as directed by portfolio boards, eg a specialist has been seconded for a year to the call-handling review. The Chief Constable and all chief officers meet command teams down to inspector level and police staff equivalents, from territorial BCUs, CID, operations and criminal justice divisions twice a year in order to monitor and challenge performance issues. Here, commanders and their teams formally present their understanding of performance issues and improvement plans. The Chief Constable chairs the quarterly strategic TCG and the assistant chief constable (ACC) chairs the tactical TCG that includes a performance review where all senior managers are held to account. The ACC also makes visits to BCUs and has one-to-one sessions with BCU senior managers, often going out on patrol with them.

Strengths

The Chief Constable led a series of seminars for all supervisory officers and staff in order to launch the new policing plan for 2007/08. These events gave clear direction for the future and highlighted both the force's intention and the Chief Constable's strategic vision. As part of these seminars staff were tasked in order to identify areas where the force could improve its performance and to identify practical solutions. In total, 116 suggestions were made which have been reviewed and allocated to responsible divisions and departments for further work. Officers and staff were also asked to nominate colleagues or partners who had made significant contributions to the aims of the force during the previous year. As a result the Chief Constable wrote personal letters of thanks to 150 individuals and teams.

An innovative risk assessment matrix has been developed which is now used to develop strategic and tactical assessments. This matrix has been introduced to staff through practical demonstration at the policing plan launch events. Officers and staff now understand why certain areas of policing activity have become prioritised and are more aware of the implications of risk. Risk is also assessed against a probability rating. This matrix is seen by NPIA as 'best practice'.

The new policing plan has been prepared by the force with oversight by the PA. It has good support from the statutory partners, and members of the PA and Independent Advisory Groups (IAGs) attended the launch events. In addition there has been a series of briefing events for leaders of councils and chief executives. Authority members stated that while they do not have an operational role they do consider themselves fully responsible for ensuring an efficient and effective outcome.

October 2007

Project Dorset 2010 is designed to exploit efficiencies and savings. This project has been outlined to the force, the PA and statutory partners. The Chief Constable has directed that BCU commanders should consult with their communities regarding this plan and its implications for the future. The newly developed threat assessment matrix is being used to identify threats and gaps which need either resources or further action. These plans will be converted into a three-year strategy which will be communicated to key stakeholder through various channels. In order to facilitate early improvements to effectiveness and efficiency, the force will be reduced from four to two BCUs and response is being rationalised predicated on the opportunities arising from the implementation of neighbourhood teams. This enables the reduction to two IMUs and the creation of a separate level 2 IMU. Crime standards functions will be centralised and specialist resources will be better aligned and commanded on a day-to-day basis by two critical incident inspectors. Efficiencies will be maximised through workforce modernisation and savings will enable additional field intelligence, surveillance, major crime and public protection resources. The PA is engaged in the process at both programme board and project team levels and receives regular updates on progress.

Performance during 2006/07 against crime objective was good. Reductions have been achieved in most crime categories. Significant reductions include:

- Burglary – reduced by 23.5% (lowest in ten years)
- Vehicle crime – reduced by 20.6% (lowest in ten years)
- Overall crime – reduced by 6.1%

The overall sanctioned detection rate was 29.3%. The National Policing Board considered data which revealed that Dorset Police has made the most significant impact upon crime reduction in the country. Confidence and satisfaction levels from the public are also very high when compared with most similar forces (MSFs). Other forces have visited to identify good practices. The force is on track to meet the front-line policing measure, being first in its MSF and fourth nationally.

Performance and tasking and co-ordination meetings tend to be forward-looking in order to exploit additional improvements. The Chief Constable has recognised successes but is driving efficiencies and creativity as further improvements become more difficult. People Focus indicators are integrated within the strategic and tactical assessments and are the subject of tasking at relevant TCGs.

Performance is closely monitored by the force. The supervisory and meeting structures for this process work well and are assisted by detailed data sets and analysis. Performance figures are available down to individual officer level. Performance is driven through emphasis upon leadership and quality of service rather than detailed performance indicators for teams and individuals. The overarching strategic aims – to make Dorset safer and to make Dorset feel safer – are understood by officers as are the behaviours that they need to adopt to make this happen. There is also an emphasis at all levels upon people (both inside the service and the public) and service delivery standards. This understanding at behavioural level has been driven and encouraged through the Dorset leadership programme. An example is the targeted approach to sickness levels. Supervisors have been encouraged to show interest in staff who are sick and to provide them with support and encouragement to return to work. As a result, police officer sickness reduced by 24% during 2006/07 and police staff sickness reduced by 16% during the same period. The force's key areas for improvement and performance data are listed on the front pages of Sharepoint; these include crime, sickness and satisfaction levels. Control room, PEC and station reception staff have had training in quality of service delivery.

Individual underperformance is robustly addressed and strong messages are given by the senior management team. The Chief Constable highlighted this issue within the policing plan launch events. The policy outlines three stages: a supportive welfare stage, an informal stage and, finally, a formal stage.

There is clarity of strategic roles and responsibilities both with the force and the Police Authority (PA). As well as regularly reporting on performance to committees, members attend a range of force portfolio boards. This provides an insight into how the force is developing and implementing policy to deliver force performance. The PA lead for protecting vulnerable people (PVP) challenges policies and procedures. Current examples include the publication of the Climbé and Bichard reports. The PA member researched these reports and tested the force's planned response to them. These plans were then monitored.

Eighty-six per cent of managers have taken the opportunity to take part in the 360-degree peer assessment process which is intended to improve individual manager's performance. The computerised results have just been published and show comparisons with others, average scores across ability areas and give participants a personal leadership profile. It is the intention of the force to offer personal coaching to those managers who took part and think that it could be beneficial to their future development.

The first two meetings of the best practice group have been held. These were well attended and the group aims to share good practice throughout the organisation. It has already looked at the calling cards template used by Poole Division which gives officer and service support unit (SSU) contact numbers and which has demonstrated increases in public confidence. It has also looked at best ways of using the intranet. Poole has also set up a service support unit staffed by officers and staff on light duties following sickness. These officers call back victims and check that service and investigative opportunities are not missed. They also manage missing persons enquiries during the initial stages. Managers at all levels complete call-backs in order to check on service delivery. This is a mandatory requirement that received support by managers attending a force leadership event.

The force has a risk management group which is chaired by the assistant chief officer (John Jones) and feeds into the continuous improvement board which is chaired by the DCC. The same PA member sits on both of these boards to provide continuity.

A public service forum includes partner chief executives and provides a non-statutory strategic group for discussing common public service approaches.

The training department develops its training priorities through an organised consultation cycle. Between September and October each year it asks departments three questions:

- What are you delivering locally?
- What are your actual training requirements?
- What outside courses are sought?

The answers to these questions form the business plan for the unit. The plan also includes some data gathered from environmental scanning and training needs analysis. The plan is then subjected to peer scrutiny and challenge at management board level and later forms a bid/proposal which is considered by the force training board. Statutory training, such as for PCSOs, is top-sliced for cost and all other courses are then prioritised using NIM principles. Further use could be made here of the risk matrix during the prioritisation process. The plan is approved by the PA. Quarterly meetings are then held to monitor and review activity against the plan and to incorporate any emerging training needs. Local training is managed and assisted by central training department staff.

October 2007

The force has increased its Proceeds of Crime Act (POCA) seizures (£3.79 million in criminal assets and seizures) and the dividend for the force has contributed directly towards achieving priorities including media campaigns that include an explanation for the source of funding.

Work in Progress

A multi-agency strategic assessment is being developed and will inform joint tasking through emerging local strategic and tactical partnership TCGs. Its analysis will be linked into the new harm reduction plan.

The Project Dorset 2010 recommendations, including the change to BCU structure and staffing levels, are in the process of implementation together with other elements described earlier. The objective of this review was to match resourcing to current and expected demand and to improve efficiencies and service delivery.

The force invited the NIM implementation team to review arrangements and findings are being incorporated within the Project Dorset 2010 recommendations and are currently being implemented.

Greater demands on budgets have reinforced the need for accurate and timely financial data to be made available to managers. While data is available on the intranet via Sharepoint, more detailed financial data will be brought into the strategic performance meeting. This will help to align business processes and give information regarding the running costs of services such as IT, vehicles etc.

The business cycle aligns organisational design and resource allocation with the control strategy and an example of this is the provision of training resource.

The new electronic PDR system is very detailed and has objective setting as an integral part of its function. It concentrates upon behaviours and is completed mainly by the person to whom it relates. Other documentation can be attached to it, other members of staff can view objectives and the person appraised can nominate the line manager. Staff training is currently under way.

Force funding has been made available to Q&D to develop process mapping techniques. A new software package has been implemented (iGRAFX) and training delivered throughout the force. Standardised templates have been developed by Q&D and their use is encouraged where applicable force-wide. Best practice has been sought from Hampshire Constabulary and processes used for the management of property (lost and found) are being analysed. It is intended to use these new 'tools' to map the force-wide response to crime investigation and to further assist force plans for reorganisation. It is also intended to use activity-based costing (ABC) data, which is in its most basic form, to make decisions concerning this reorganisation. Public survey data gathering is improving through the Neighbourhood Policing project and this and other survey data (both internal and external), are being used when making decisions about crime tasking. A recent example involved decisions at the level 2 tasking meeting regarding the use of a helicopter.

Complaints from members of the public have increased, in particular complaints of incivility by police officers. A problem profile has been completed and recommendations have been actioned and are being monitored by the professional standards TCG. This is likely to result in efficiencies of investigative resource and increased satisfaction levels.

Areas for Improvement

Activity-based costing models are used for measuring the costs of services, but there is a need to adopt a better method to assess productivity, efficiency and effectiveness. This should be linked to steps to improve results analysis of operations and tasking. Currently, requests for results analyses are made at the end of an operation or tasking. This evaluation process needs to be identified or started earlier. Creative ways to measure the effectiveness of SN activity and the effects of this significant resource upon community safety in its widest sense should be explored. It is recognised that some aspects of this evaluation could be imprecise and that there is little baseline data currently available. This should improve as Neighbourhood Policing becomes more embedded across the force and its effects are more easily recognised.

RECOMMENDATION 3

That the force should develop methods to better measure the results of operational activity in terms of productivity, efficiency and effectiveness, assessing outcomes against operational business objectives.

Developing Practice

INSPECTION AREA: Performance Management

TITLE: Tasking and co-ordination communication requirements and monitoring outcomes

PROBLEM:

The NIM control strategy requirement strands for EPI (Enforcement, Prevention and Intelligence.) does not easily incorporate communication, resulting in a less structured approach to tasking this critical element.

SOLUTION:

Each control strategy priority has a set of generic communication tactics for consideration alongside enforcement, prevention and intelligence tasking. This encourages communication to be tasked appropriate to the objective. Within the force this is now known as EPIC.

The communication requirement is supported by an electronic tactical options menu incorporating internal and external tactics relative to each priority and the NIM strands. This is available to TCG chairs and all staff.

To support the assessment of tasked communication and the impact of media on fears, perceptions and confidence, the force has developed media tone monitoring. This involves volunteers assessing printed news outputs against the criteria of the force vision, values and community expectation. This identifies trends, positives and negatives for proactive tasking.

OUTCOME(S):

Tasking and co-ordination is supported with a full range of tactics specifically addressing the priority to Make Dorset Feel Safe.

The force has achieved and maintained relevant Excellent grades from HMIC and the Police and Crime Standards Directorate (PCSD) over two years. The British Crime Survey (BCS) measure of people assessing 'their local police do a good job' has increased to the current level of 60% and is best in the MSF group.

FORCE CONTACT: Simon Merry, Head of Q&D – 01202 223718

INSPECTION AREA: Performance management

TITLE: Improving Citizen Focus (people focus)

PROBLEM:

The relationship between threat and response to crime and incidents and feelings of safety, fears, perceptions, confidence and satisfaction is complex. Understanding cause and effect is problematic and thus it can be difficult to task action and development.

SOLUTION:

The Dorset policing performance assessment framework has been developed to include a People Focus framework to support the strategic priority of Make Dorset Feel Safer and the operational priority to provide a people-focused service.

The framework is hierarchical and maps the primary indicator measuring people's perceptions of safety to specific perceptions, confidence and satisfaction through to actual events including media and sub-categories defined by people groups and geography. The relationships have been mapped based on research and developing understanding. The framework is presented showing results and dependencies. It also provides the structure for the People Focus section of the force strategic assessment (FSA).

OUTCOME(S):

Tasking and co-ordination is supported and the work of the people-focused board is directed.

The force has achieved and maintained Excellent grades from HMIC and PCSD over two years. The BCS measure of people assessing 'their local police do a good job' has increased to a current level of 60% and is best in the MSF group.

FORCE CONTACT: Simon Merry, Head of Q&D – 01202 223718

October 2007

INSPECTION AREA: Performance management

TITLE: Improving the Community Threat Assessment

PROBLEM:

The strategic (threat) assessment supporting the setting of control strategy priorities and in particular informing requirements for capability has not been sufficiently developed for the purpose of significant organisational redesign or resource reallocation. An improvement in the process was required to enable a better understanding of the range and scale of threat to inform priority setting as well as EPIC (enforcement, prevention, intelligence and communication) requirements and the gaps in service provision.

SOLUTION:

The Force Strategic Assessment has been developed through a sequential process that first assesses the actual threat to communities, then the identification of priorities, then capability requirements and finally the capability gap leading to decisions on re organisation of resources. The process follows NIM principles.

The threat assessment is set against the community expectation (defined by Dorset-based communities to be protected and safe). This is divided into four categories of harm, ranging from loss of life to social harm. Analysis then defines the primary threats to the expectation and each is assessed for impact and probability, resulting in a risk score. This is then weighted, resulting in an overall relative threat score allowing diverse threats such as murder to be compared with ASB. It also identifies high impact but low probability incidents. Each area is assessed for specific vulnerable groups. Thematic areas are then identified as control strategy priorities or contingency priorities.

The same process will follow for the community expectations to be listened to, understood and informed and for the force values of integrity, respect, professionalism and fairness and thus addresses corruption issues.

OUTCOME(S):

The control strategy is informed and the requirements for enforcement, prevention and intelligence are added to by communication and contingency to provide the range of tactical capability required.

The control strategy tactical requirements inform the capability requirement and thus the gap in processes, resources, partnership, skills and structural requirements is clear and related back to actual threat.

The process has to date been validated by commanders, crime managers, critical incident IAG, HMIC and the National Centre for Policing Excellence (NCPE).

The improved assessment has informed recommendations and decision making in relation to stage 1 of the force review programme.

FORCE CONTACT: Simon Merry, Head of Q&D – 01202 223718

Protecting Vulnerable People – Overview

National Contextual Factors

The assessment framework for Protecting Vulnerable People was first developed in 2006 as part of HMIC's baseline assessment programme. It replaced two existing frameworks – Reducing/Investigating Hate Crime and Crimes against Vulnerable Victims – which focussed on hate crimes (predominantly racially motivated), domestic violence and child protection. Following consultation with practitioners and ACPO leads, a single framework was introduced with four components – domestic violence, the investigation and prevention of child abuse, the management of sex and dangerous offenders, and vulnerable missing persons. Although the four areas are discrete, they are also linked and share a common theme – they deal with vulnerable victims where there is a high risk that an incident can quickly become critical, and where a poor police response is both life-threatening and poses severe reputational risks for the force.

This year's inspection has been carried out using similar assessment standards as those in 2006. These highlight the importance of leadership and accountability; policy implementation; information management; staffing, workload and supervision; performance monitoring and management; training; the management of risk; and partnership working.

The work carried out by forces to protect the public, particularly those most vulnerable to risk of serious harm, is complex and challenging. No single agency, including the police, has the capacity to deliver the required response on its own. Success is therefore, dependent on effective multi-agency working and there are a number of established partnerships, involving a wide range of services and professionals, aimed at ensuring that an integrated approach is adopted to protecting those most vulnerable to risk of serious harm.

Contextual Factors Overview

Dorset Police has made progress in the PVP disciplines since the baseline assessment was completed in 2006. The Family Justice Centre (FJC) project has received strong support from police and partners, and progress continues to be made. A full review of the force public protection unit (PPU) structure has been completed and further increases in resources are planned – in particular a detective superintendent prevention and public protection has been appointed to drive this area forward.

Strengths

There are four assault referral interview suites and mobile interview equipment is also available.

Work in Progress

A public protection strategy unit is being set up to provide a corporate overview of the PVP disciplines and to be responsible for the delivery of strategic objectives.

Multi-agency public protection governance and project management arrangements are being developed to support delivery across partnerships.

The profile of the new prevention and public protection bureau (PPPB) is being raised through an internal marketing campaign that commenced in May 2007. An article on the PPPB has been included within the HQ CID newsletter and will be included in other corporate publications.

Divisional boundaries are not currently coterminous with local authorities, with two BCUs crossing one local authority. This can cause difficulties for partners working with police. Project Compass 2 has received approval from the programme board for the force to reduce the number of BCUs from four to two. This should alleviate some of the current difficulties and provide an opportunity for the force to become completely coterminous with its local authority partners.

Areas for Improvement

The intelligence sharing procedures between the PVP disciplines were not always evident. In order to ensure that the new PPPB maximises the effective management of offenders and victims, there is a need to review current systems and develop a more formal process to improve intelligence sharing.

RECOMMENDATION 4

That the force develops a formal process to improve intelligence sharing between the protecting vulnerable people disciplines.

The accountability framework did not detail accountability from BCU level to the ACPO portfolio hold and this should be developed to show clear lines of strategic and operational responsibility and accountability at each level of the organisation.

RECOMMENDATION 5

That the force develops a written accountability framework that clearly defines lines of strategic and operational responsibility and accountability.

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Protecting Vulnerable People – Child Abuse

GRADE

FAIR

National grade distribution

Excellent	Good	Fair	Poor
3	17	21	2

National contextual factors

The Children Act 2004 places a duty on the police to ‘safeguard and promote the welfare of children’; safeguarding children, therefore, is a fundamental part of the duties of all police officers. All police forces, however, also have specialist units which, although they vary in structure, size and remit, normally take primary responsibility for investigating child abuse cases. Officers in these units work closely with other agencies, particularly Social Services, to ensure that co-ordinated action is taken to protect specific children who are suffering, or who are at risk of suffering, significant harm. The Children Act 2004 also requires each local authority to establish a Local Safeguarding Children Board (LSCB). This is the key statutory mechanism for agreeing how the relevant organisations in each local area will co-operate to safeguard and promote the welfare of children in that locality, and for ensuring the effectiveness of what they do.

Membership of LSCBs includes representatives of the relevant local authority and its Board partners, notably the police, probation, youth offending teams, strategic health authorities and primary care trusts, NHS Trusts and NHS Foundation Trusts, the Connexions service, Children and Family Courts Advisory and Support Service, Secure Training Centres and prisons.

Contextual Factors

Since the baseline inspection in 2006 the force is introducing a PPPB. An additional superintendent’s post has been created. The detective superintendent has responsibility for crime prevention and public protection. Three inspectors have been employed as strategic leads for all areas of prevention and public protection.

The child protection investigation unit (CPIU) is part of HQ CID and is a specialist force resource. The force is undergoing a major restructuring that will see the CPIU redefined as the child abuse investigation team to become the operational arm of the PPPB. Units are located on three BCUs but strategic and operational accountability remains central.

Strengths

The ACPO lead for child abuse is the ACC. He chairs the co-ordinating committee working with partners to improve strategic responses to child abuse investigations. He sits on the children’s services governance board (which in due course will become the children’s trust) which meets on a monthly basis. When he is not available, the HQ detective chief inspector (DCI) will deputise on his behalf.

There are two local safeguarding children boards (LSCBs), one for Bournemouth and Poole and the other pan-Dorset. Bournemouth’s is well attended and the chair is shared. Dorset

County's is well attended and becoming more co-ordinated. The detective superintendent and DCI attend the overarching group with the detective inspector (DI) and DS attending the sub-groups which include training and quality assurance. Police representation at partnership meetings was considered by partners to be consistent and at an appropriate, comparable level. The LSCB meeting structure is compliant with the Climbie recommendations. The LSCBs operate a serious case review group and have a child death review group that meets twice a year or more frequently if required. Joint preventative activity is progressed through the LSCB and other arrangements, for example, the child death overview panel. There are formalised joint audits, with the DS, DI, DCI and partners completing three audits at the three offices (total of nine) per year. The cases are nominated and the paperwork is drawn together from all agencies. Those involved in the audit assess every process, decision and timeliness. A review of interviews is carried out on a monthly basis by supervisors and managers.

Dorset Police give strategic governance and a contribution of police posts equivalent to 20% of the cost (training post, co-ordinator's post and contributions towards the printing budget). This equates to £16,000, which is sustainable. The funding has been challenged at the force executive board and it has been agreed that this funding is appropriate. Poole LSCB has developed a children's shadow board which is working well and this feeds in to the Dorset board. It complies with all five areas of Every Child Matters: Action for Change (www.everychildmatters.gov.uk/aims), and police input places the emphasis on children staying safe.

Child abuse investigation is not a specific priority within the force annual plan but it is included within the overarching objective of protecting vulnerable communities and people, particularly through victim and witness care. It is detailed specifically within the HQ CID policing plan.

The force has a structural accountability document detailing supervision and management to DCI level. There is a clear understanding of where accountability lies for child abuse investigation through to ACC level. BCU and departmental accountability is managed through chief officer performance reviews and through the strategic crime board which is chaired by the ACC and reports to the Chief Constable.

The child protection policy and procedures were reviewed in 2006. They focus on how allegations of child abuse will be dealt with by Dorset Police. Policy is aligned with National Centre for Policing Excellence (NCPE) 2005 guidance on investigating child abuse and safeguarding children. Policy and procedures are being applied consistently across the force by the CPIUs. Policy and procedures are included on the force intranet Sharepoint system and officers understand where they can find it if details are required.

During the inspection the team found strong working relationships with partners and good information sharing between them, particularly with social services but also with schools and hospitals. Examples of information sharing included Police National Computer checks being completed for S.47 assaults and Criminal Records Bureau/civil disclosure through the Working Together policy. Closer working relationships have been developed through networking at events such as child protection conferences.

There are three CPIUs (child protection investigation units) located in Bournemouth, Poole and Weymouth. Accommodation is fit for purpose and is suitable for victims. There are four detective constables (DCs) at each CPIU who are Initial Crime Investigators' Development Programme (ICIDP) trained; additionally, there are regular attachments from officers completing the ICIDP programme or officers who have been through the joint interview course. It is a force requirement that all DCs complete at least one month's attachment to CPIU. At the time of the inspection there were no vacancies and child protection officers are

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not routinely subject to abstractions away from their core function. Special priority payments have been introduced for child protection officers in an effort to retain staff – recognising the value and professionalism of the officers in this investigative team. This was approved by the PA.

Referrals are made to the CPIU on a referral notice or child at risk form. Police checks are completed and social workers gather information from their own IT system. A joint decision is made as to whether the investigation will be single or joint and strategy notes from both agencies are collated. All circumstances will be considered and even if a decision is made that social services will run a single agency investigation in cases where there is no evidence of a crime being committed, a police investigation pack will be opened and the case will be monitored. If police and social services cannot agree on the necessary action, the DS or team manager will become involved. By the end of 2007, all referrals will be notified to the central referral unit (see 'Work in progress').

On the report of alleged child abuse, control room staff take initial details and despatch an officer in cases of assault, as the victim must be seen to ensure their welfare and safety. Command and control staff have received training on taking reports of child abuse and they are able to search to find previous incidents or other relevant information. An on-call system is operated for out-of-hours specialist assistance which meets officer needs. The rota is shared between the DCI, DI and four DSs.

Risk is identified from the point of notification between the allocated officer and social worker, it is reviewed by the DS and is continually reviewed through to completion. A strategy decision must be authorised by the DS within 24 hours and all decisions are documented. Children identified as being at risk can be taken into police protection, or a child at risk form (form C112) is completed with the child's details. This is submitted through the CPIU DS where checks are made to see if the child is known and copies are then faxed to social services. If it is not urgent, the DS will put a flag on the form and HQ will notify social services. At each office there is a duty officer member of staff covering 9am to 5pm to liaise with social services, deal with central referrals and general enquiries. This person looks through all incident logs to identify those of interest to the team even if they have not been flagged automatically or printed out to the CPIU office. Police protection order (PPO) decisions are made by the officer attending the scene. If the referral comes through social services, then the CAIU officers will decide if a PPO is appropriate.

Information on child abuse investigations is recorded on both the IT system and paper-based records. The Dorset Police information and intelligence system is used to manage child abuse cases on a regular basis. Each officer manages cases on a separate X-drive. All investigations are placed on the system and can be accessed by supervisors. The force also has a data storage facility where all relevant documentation is either stored in its original format or scanned from a source document. While officers do not have full access to child protection records, they do have access to summaries and the control room inspector has out-of-hours access to full records.

For cases not investigated by CPIU, referral is made to the IMU DI who monitors the case. Local supervisors and inspectors oversee the investigation. The local crime manager reviews cases and considers the risk. If a decision is made to 'no crime' a rape investigation, this is reviewed by the director of investigation detective superintendent and, where appropriate, cases are sent to the force review officer for a more detailed review.

Attendance at case conferences varies depending on officer workloads and the particular case; however, when necessary and requested, a police representative will always attend. In most instances this is a DS as well as the officer who first dealt with the case. Police

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attend every initial meeting plus the deregistration. Generally, officers do not attend every review meeting but a written report will be submitted if no one attends.

The force has recently completed scanning historic child abuse paper files on to the IT system; however, the process did not place details on to the intelligence system. Recognising that this could present the risk of an offender or victim not being identified in a future check or incident, a team of officers manually checked 36,000 records to identify offenders, child nominals and the modus operandi (MO). Officers who completed this work were intelligence-trained and entries were quality assured by a supervisor. A process has been put in place with HQ CID to ensure that when subsequent records have been completed they are also immediately transferred to the intelligence system.

The force ensures compliance with National Crime Recording Standards (NCRS) through the audits completed by the force crime registrar and auditing team who report to the ACC. There are also occasional themed reviews and inspections. If issues are identified, divisions are made aware and are responsible for individual supervision of cases.

The force has a dedicated public protection trainer who develops the training requirements for all public protection areas. There is a structured training programme for officers new to Dorset Police and those specialising in child abuse investigations. New student officers as part of their initial training learn basic investigative skills and are trained to professionalising the investigative process level 1 standard. Officers going through the ICIDP programme have a five-day course which includes the PEACE interview model (mnemonic - preparation & planning, engage & explain, account, closure, evaluate), disclosure and video interview skills. Specialist CPIU officers are ICIDP-accredited and sexual offences investigation trained (SOIT). Officers also attend a three-week multi-agency joint investigation course, special needs course and sex offender interview course. Newly promoted inspectors are informed of their responsibilities with regard to public protection, the Children Act and information sharing and public protection.

Work in Progress

There are plans to set up a Family justice centre (FJC) that will include a sexual assault referral centre (SARC) and partnership IMU. There are some challenges regarding the resourcing of the project, but partners are engaged and capital expenditure has been agreed. A grant of £130,000 has been given and the Home Office is providing £70,000. The FJC will be centrally located and the police and partners are looking to find a suitable location that matches the needs of the victim as well as all the agencies. Police resources and key agencies will be co-located, improving working relationships and intelligence links. The DCC is championing this project and will host a seminar in October 2007.

A central referral unit is being established and the force has dedicated a DI to setting it up. This is identified as a critical area for the force and will be fully resourced by the end of 2007.

Staff levels for CPIUs were set some years ago, and staffing levels have evolved. The PPPB project has reviewed all resource levels and recommended that the three CPIUs currently located within three divisions should be reduced to two units and a central referral unit to provide greater resilience.

BCU staff were not clear about the role of CPIUs or the volume of work they carried; however, a marketing programme is under way to raise the profile of the new PPPB and the role of officers in the unit, and this should address the lack of understanding.

The force has identified areas where child abuse and vulnerable people can be included within the NIM processes, eg the ten most dangerous offenders.

Management information for child protection issues needs to be developed. While some information was available in various locations on the force IT system, there was no overarching synopsis. Supervisors carried out performance reviews on an ad hoc basis. The PPU IMU will develop a more cohesive management information process and direct users to where the information can be accessed. The PPPB improvement plan recommended this for implementation.

The Centrex child abuse investigation training is being adopted by Dorset Police, a trainer has been accredited and training will be delivered in the future but is not yet included in force training plans.

Gap analysis has been completed by the force, identifying NIM weaknesses. Child sexual abuse has been baselined and there is recognition that there is a need for NIM products for other vulnerable areas. The force TCG now includes areas such as registered sex offender (RSO) home visits.

Units are not all well located; they were established to respond to local referral need, and, with the central referral system being developed, they are away from partner agencies. Officers felt this can lead to a lack of coherence with partners. The restructure programme intends to amalgamate units with one office located in the conurbation (Poole and Bournemouth) and retain the office at Weymouth. Prior to the inspection, the force review identified the need to move teams and a structure chart was produced.

BCU commanders are held to account through the force performance processes and the serious and organised crime (SOC) TCG where resources for targeting purposes can be allocated.

Work is progressing to develop the force IT systems to integrate crime management and intelligence systems. This will allow the systems to be searched and cases to be managed.

Areas for Improvement

There is no analytical support provided to the CPIUs. The director of prevention and public protection is addressing this area.

Links between the PVP disciplines, especially child protection issues, and NIM processes were not clearly defined.

The caseloads of specialist officers are not formally monitored and can vary between officers and CPIU offices.

RECOMMENDATION 6

That the force implements a formal caseload monitoring system for specialist officers.

There should be clearer business links for the training provided by CPIU and the force learning and development unit. NIM principles and risk did not appear to be applied to some of the training.

Role profiles for each of the CPIU posts exist but require updating.

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Developing Practice

INSPECTION AREA: Child abuse/protecting vulnerable people

TITLE: Multi-agency child abuse/vulnerable adult training

PROBLEM:

Child abuse training within Dorset Police previously lacked structure, co-ordination and agreed training pathways. External trainers were commissioned, at great expense, which reduced opportunities to address local issues. In addition, due to limited vulnerable adult training opportunities, Dorset experienced a shortfall in trained staff which had a negative impact upon performance, leading to delays in service provision. Frustration was voiced by social services who sought to advance enquiries but demand outstripped capability.

SOLUTION:

Through the appointment of a dedicated PVP trainer (DS) working in parallel with the crime training department, Dorset Police has arranged, devised and delivered structured multi-agency training which includes safeguarding children, child protection matters and sexual abuse foundation training. This is followed by a two-week multi-agency Achieving Best Evidence (joint investigation) course. In support of this, officers then complete a three-month attachment to a CPIU to become accredited in interviewing children and young people. In recognition of the need to train and develop officers' skills and abilities on a multi-agency basis, if officers subsequently apply for a substantive post within CPIU they will undertake the new specialist child abuse investigators programme and further multi-agency training for interviewing sex offenders. There is also provision to undertake training implemented by LSCB, – eg fabricated and induced illness – which is also available to officers who work outside CPIU. To address a shortfall in vulnerable adult training, Dorset Police has negotiated with a local independent trainer and agreed with partner agencies to deliver a series of vulnerable adult investigators' courses, the first of which was delivered in January 2007.

OUTCOME(S):

The benefits of this structured approach have been significant and have ensured that the victim remains at the heart of the process. The changes have led to:

- better Victim Focus and consistency;
- enhanced co-ordination through an SPOC;
- significant developments in inter-agency understanding and relationships;
- improved evidence-gathering processes by both the police and social services, in compliance with the Working Together guidelines;
- efficiency savings – £12,000 over financial year (four courses);
- opportunities to ensure lessons learnt from serious case reviews enter the learning cycle;
- greater planning opportunities to ensure continuity and availability of skills; and
- the provision of solid inter-agency foundations in support of Dorset's move towards a central referral unit, as part of its public protection programme.

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INSPECTION AREA: Protecting vulnerable people

TITLE: Family Justice Centre project

PROBLEM:

- High attrition rates for the detection of rape offences.
- Limited service provision for vulnerable adults and child victims of DV, sexual violence and abuse.
- Lack of joined-up partnership working providing primary and after-care.
- Low public confidence in responsible agencies' ability to provide adequate response to victims'/survivors' short-term and long-term needs.

SOLUTION:

Dorset Police, Family Matters, Relate, the local authorities and primary care trusts are working in partnership to facilitate the provision of an intimate assault resource centre (IARC) in the county of Dorset. The IARC will be situated in the Poole/Bournemouth conurbation and will provide a service for the whole county. Victims will be offered professional care as a consequence of self- or third-party referral or on being conveyed to the centre by the police. Victims will be cared for utilising purpose-built facilities. Providing holistic care is the primary focus of the centre and, in recognition of this, dedicated staff working within the IARC will be tasked with providing care to adult and child victims of domestic abuse and sexual violence. Counselling in support of the criminal justice process will provide better, more enhanced services than a SARC. Service provision will reflect that provided within FJCs as well as SARCs nationally, with the added benefits of being under one roof.

OUTCOME(S):

The provision of an IARC in Dorset will allow responsible partner agencies working together to identify vulnerable adults and children/young people at risk, as a consequence of dealing with 'root cause' issues such as DV and sexual abuse. Both preventative and reactive, the IARC will provide holistic care to victims/survivors. Facilities and expertise within the IARC will be equally available to everyone in the county. The IARC will provide an assessment unit that is safe and secluded, bringing together health, criminal justice agencies and the voluntary sector. The IARC will serve to promote clinical and/or managed network arrangements for the assessment of victims who may have been abused and service provision to ensure available expertise is utilised to best effect. Providing calm and sensitive surroundings, the IARC will be accessible and welcoming. The centre will improve local access to a vital service in order to safeguard children and address the long-term needs of vulnerable adults, in particular victims of rape. Facilitating anonymous reporting and sampling, the IARC will address the issue of under-reporting and strengthen intelligence management in order to increase preventative options. Benefits will include increased public confidence and a reduction in detection attrition rates.

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Protecting Vulnerable People – Domestic Violence

GRADE	FAIR
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National grade distribution

Excellent	Good	Fair	Poor
1	13	27	2

National contextual factors

There is no statutory or common law offence as such of ‘domestic violence’; the term is generally used to cover a range of abusive behaviour, not all of which is criminal. The definition of domestic violence adopted by ACPO does, however, take account of the full range of abusive behaviour as well as the different circumstances in which it can occur:

‘any incident of threatening behaviour, violence or abuse (psychological, physical, sexual, financial or emotional) between adults, aged 18 and over, who are or have been intimate partners or family members, regardless of gender or sexuality’.

As with the investigation of child abuse, responding to and investigating domestic violence is the responsibility of all police officers. Again, however, forces have dedicated staff within this area of work, although their roles vary. In some forces staff undertake a support/liason role, generally acting as a single point of contact for victims and signposting and liaising with other agencies and support services; in others, staff have responsibility for carrying out investigations.

Irrespective of who carries out the investigation in domestic violence cases, an integral part of every stage is the identification of risk factors, followed by more detailed risk assessment and management. In 2004, HMIC, together with HMCPSI, published a joint thematic inspection report on the investigation and prosecution of domestic violence. At that time, risk identification, assessment and management were in the early stages of development throughout the service. Since then, there has been considerable progress in developing formal risk identification and assessment processes and - in a number of forces - the implementation of multi-agency risk assessment conferences (MARACs). Other improvements include the introduction of specialist domestic violence courts and the strengthening of joint working arrangements.

Contextual Factors

DV is a key government priority and over a number of years the force has improved its response to such incidents. An improvement plan has been developed to implement a force provision dedicated to the management of prevention and public protection. A detective superintendent has been appointed to drive this business area. This will see dedicated units bringing together teams with responsibility for child protection, adult protection, management of RSOs and violent offenders, DV and missing persons.

The investigation of DV incidents is the responsibility of each BCU, with strategic and policy responsibility retained centrally. DV structures vary in each division, with an HQ CID DV co-

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ordinator who provides training, partnership development, policy compliance and performance management.

There is strong multi-agency working across the force area that works to improve service provision, training, victim care and investigative standards.

Strengths

There is a strong ACC lead who demonstrates commitment and involvement by attending joint training sessions, liaising with social services staff to overcome tactical obstacles to performance and presents certificates at the end of the course. He chairs the DV forum which is attended by the chairs of the partner DV meetings. While this group is at a lower level than other strategic meetings chaired by local commanders, it acts as an audit process that keeps the ACC informed by examining detail and looking at the risks between providers.

There is strong representation from the PA lead member who regularly chairs DV courts in her role as a magistrate. She has also attended a number of training days. The lead member meets regularly with the detective chief superintendent and other force managers with responsibility for public protection and will ask for performance data if she requires further information. The audit, resources and continuous improvement committee receives reports on data quality and internal and external audit and review, which has recently included reports on DV.

The Chief Constable led a series of seminars for all supervisory staff in order to launch the new policing plan for 2007/08. These events gave clear direction for the future and highlighted both the force's intention and the Chief Constable's strategic vision. DV is included within the force policing plan and the force control strategy. The annual policing plan 2007/08 performance measures are:

- to reduce the number of repeat victims of DV: 2006/07, 46%; target for 2007/08, reduce to 44%; and
- to increase the detection rate for DV: 2006/07, 51%; target for 2007/08, increase to 55%.

Police are involved in joint agency meetings such as the CDRP DV task group which is chaired by a DCI. The Specialist Domestic Violence Courts (SDVC) programme sets out active preventative work such as reducing serious assaults, reducing repeat victims and increasing early pleas and successful prosecutions. A pan-Dorset DV conference has been proposed at which attendees will be addressed by the ACC who will also have the opportunity to consider DV issues and partnership arrangements.

The first multi-agency risk assessment conference (MARAC) for Bournemouth was held in May 2007; prior to the first meeting, joint training was provided to partners and police. Ten high-risk cases are discussed at each MARAC. Any DV case defined as high risk will be referred to an independent DV advocate (IDVA) who deals with victim care and case management for the MARAC process. Dorset County is recruiting an IDVA to align the MARAC and court processes. The first specialist DV court was held in April 2007 and this is being expanded across the force area. A joint protocol has been agreed to get cases to court within eight weeks from date of charge. Specialist training has been provided to court staff, prosecutors and magistrates. There is a dedicated police project manager to implement and oversee the DV courts project. Police will attend the specialist courts to assist and update victims. The courts will help to standardise DV procedures.

There is a robust accountability process whereby BCU commanders are held to account by the ACC and other chief officers through a performance review informed by data from the

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Q&D team. Issues are fed into the strategic crime board, which sits quarterly, or via divisional meetings. A joint Crown Prosecution Service and police justice issues group reviews individual cases, and a specialist DV steering group links the four sub-groups and courts to accelerate issues upwards. Representatives from the MARAC, Independent Diversity Advisory Panel (IDAP), Communications and IDVA sit on the steering group. There is a force good practice working group chaired by the ACPO staff officer superintendent. This forum allows good practice from within the force or elsewhere to be shared and developed. The TCG and tactical operations group (TOG) fed best practice into the crime managers' meeting, allowing members to disseminate it across the force.

Force policy was last reviewed in 2006 and is aligned with NCPE guidance. There is a separate policy for officers and police staff who commit DV crimes. The force has a robust positive action policy which is understood and applied by officers attending reports of DV; this has led to increased numbers of arrests and more cases being put before the courts. HQ CID owns the DV policy. There is a DV section on Sharepoint. This provides details of policy and procedures and there is also a direct link to the Women's Aid website. Officers had a clear understanding of the positive action policy and the requirement to complete a DV form and risk assessment. On submission, BCU DV officers review each of the incidents to ensure appropriate action, risk assessment and investigation. Where arrests are not made, decisions have to be reviewed by a supervisor. Where officers fail to complete the DV1, a message is sent by the DV unit to the BCU superintendent for these to be chased up.

Where officers identify children residing at the scene of a DV incident, they complete a form C112 and initially submit this to the child protection team who forward details to social services. Details of all children under 17 are included. A new IT process allows a skeleton DV record to be completed from the first point of contact from any crime reported to the PEC, control room, police officers or front counters at police stations. The DV units check the skeleton record and fax referrals through to partners. This is being further developed to use software that will automatically draw out relevant data to be sent to victim support services overnight. Victims of DV can be given mobile phones that act as alarms by pressing one button without talking, the call is then forwarded to the force control room where details have already been programmed on the system, allowing officers to be deployed to the victim's home address.

Control room staff have received DV training. They grade DV cases for a high response requiring attendance by officers within 10 minutes (urban areas) or 20 minutes (rural areas). They are able to research past history and intelligence checks through the CJS system once an incident has been logged, easily providing information to attending officers. Control room supervisors close the incidents to ensure actions have been completed, and DV units further check control room logs and cross-match these against DV1s to ensure they are completed in every case.

A pilot scheme to assist officers with recording details at the scene of a domestic incident is proving to be effective. The DV1 form and a digi-pen allows real-time information to be recorded and entered on to the force crime recording system. This reduces the need for details to be telephoned to the central input bureau, where they were recorded and forwarded on paper to relevant DV units. The pilot will identify specialist officers who will continue to use this technical solution, while other technical solutions are being considered for roll-out force-wide. Video interviews can now be carried out in victims' homes, rather than in a strange environment, following the purchase of smaller cameras, thereby reducing travelling and waiting times.

The force intelligence system has details of DV prisoners automatically fed into the intelligence process. DV officers submit intelligence after arresting someone for a DV

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offence, after completing joint visits with other agencies and when information is obtained from the probation service or other agencies. Bournemouth has a dedicated member of staff who collates DV intelligence flagged for daily briefings and tasking meetings. DV featured in the BCU daily and bi-weekly tasking meetings and in the force performance meetings. While analytical support for DV could be increased (see 'Areas for improvement'), there was some evidence of trigger plans being completed for persistent high-risk offenders and information regarding the ten most dangerous DV offenders was circulated. The last DV murder was late in 2005 and the DV co-ordinator assisted as part of the intelligence cell exploiting links with other agencies.

Diversity issues are considered for DV; eg there has been an increase in the Polish community in the force and DV leaflets have been printed in Polish and other languages. The DV co-ordinator has also delivered training sessions to officers about forced marriages.

DV supervisors' meetings are held at least once a year to provide general updates including changes to policy and working practice. Supervisors are held to account through monthly performance figures including detection rates for prisoners (charges and cautions), numbers of DV forms processed and number of multi-agency DV meetings attended.

Each BCU has at least one dedicated DV officer, supported by a DV sergeant; Bournemouth and Poole have dedicated teams to tackle DV. DV officers are not routinely abstracted to carry out functions outside of their area of responsibility. Welfare issues are identified and addressed by supervisors and other members of the team. All DV officers are invited to have a yearly meeting with a counsellor. The meetings consist of a questionnaire about their work and environment to provide background and then a session with a counsellor from an external agency. If a welfare problem is identified, staff can be referred outside of this process. Contact numbers are detailed on the force intranet.

There is a structured DV training programme for all staff. A one-day training session is provided to all new student officers during their initial training. This includes understanding what DV is, the impact on victims, effective investigation, the positive action policy and completion of accurate records and information for a DV incident. Student officers also attend a one-day multi-agency DV awareness training day; during this training two guest speakers address the group explaining how they became DV survivors and what the impact was of action taken by Dorset Police. Officers taking up roles as DV officers have training with partners in joint interviews, video interviews and risk assessments. Officers on the ICIDP crime training course are provided with a one-day DV training session. This includes risk assessments, guidance on interviews of victims/suspects and information on victimless prosecutions. BCU front-line officers receive a refresher training session for DV at least once a year and special constables also receive a 1.5 to 2-hour session. A streetwise perceptual training programme includes DV sessions. This is based at a warehouse owned by a voluntary organisation and uses scenarios and role play.

The force ensures compliance with NCRS through the audits completed by the force crime registrar and auditing team who report to the ACC. There are also occasional themed reviews and inspections. If issues are identified, divisions are made aware and are responsible for the individual supervision of cases.

Work in Progress

The investigation of DV incidents is a divisional responsibility and structures on BCUs are inconsistent. While there was a structural framework for the divisional DV units, there was no clear accountability structure for DV from practitioner through to ACC. The standardisation of DV (covering all areas of the DV process) is being addressed by the implementation of Public Protection Units (PPUs) on division, forming part of the force

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review (Project Dorset 2010). Stage 1 of the project has already made a recommendation regarding a standardised approach to DV and the current review will recommend the exact structure and allocation of resources based on demand analysis. It is anticipated that the director of PPPB will complete and present the recommendation to the Project Dorset 2010 board during October 2007, and implementation of standardised and dedicated resources to deal with DV victim care will commence during November 2007.

A new post of force review officer has been introduced. The post holder will have responsibility for reviewing more serious cases, looking at formalising development plans for the investigation. There are plans for monitoring in the future to become an independent quality assurance process with quarterly and six-monthly reviews and dip sampling by the review officer. Improvement plans are being developed and these are monitored through various meetings. There needs to be a more structured process to feed best practice and critical learning into main stream activity.

A pocket book insert giving guidance to staff about the help and assistance that can be given to DV victims, including details for housing, refuges etc, is being produced and will be provided to all staff including PCSOs and station reception staff.

Work is being carried out to standardise working procedures for DV. There is a draft standard operating procedure for officers detailing what action must be taken. This should include developing a clear accountability framework outlining accountability up to the ACPO lead.

Reports of sexual assault are normally investigated by SOITs. There are currently 123 SOIT officers and it is proposed that this number is reduced and a dedicated team established to increase resilience, availability and experience. This has been recognised by the force as a critical area and there are dedicated teams being established for the Poole/Bournemouth conurbation and Dorset County.

Funding to provide risk assessment training for all front-line staff has been agreed and will be rolled out later in 2007.

A homicide prevention strategy is being developed by the major crime team and DV will form a central part of it.

Risk management plans are being developed as an extension of work already done to manage referrals to IDVAs and MARAC. These will include assessment of risk to children and other vulnerable people and will be subject to review as detailed in the DV standard operating procedures.

The risk assessment process has been amended and is Co-ordinated Action Against Domestic Abuse (CAADA) compliant. The new form should increase the submission of DV intelligence. This is an area where officers should be encouraged to submit further intelligence for DV offenders and victims.

Areas for Improvement

Caseloads are managed by individuals and their supervisors, but there are no established minimum or maximum levels. DV victim contacts vary across the force but Bournemouth, for example, has between 180 and 200 DV victim contacts per month, officers have between 10 and 12 outstanding cases and all the new risk assessments coming in to the office.

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RECOMMENDATION 7

That the force implements a formal caseload monitoring system for domestic violence officers.

There is little standardisation of DV offices across the force. Bournemouth officers deal with audit, review, victim care and investigation. Poole, Eastern and Western Divisions deal with victim care and DV prisoners are dealt with by prisoner processing units. The remit of DV officers varies across the BCUs with some providing a more victim-focused role, while others carry out full investigations into reported DV incidents. The Bournemouth office has a volunteer who assists the Community Crime Investigation Team (CCIT) with victim call backs and the force should explore opportunities for the use of police staff members and other agencies to provide the victim support functions, allowing police officers to provide the investigative functions. It is anticipated that the FJC project will deliver this provision.

RECOMMENDATION 8

That the force reviews the structure for the investigation of domestic violence and interim measures are put in place while awaiting implementation of the Family Justice Centre project.

DV officers generally provide cover Monday to Friday 8am to 4pm. While officers will provide flexibility as cases require, there are opportunities for the force to increase the cover provided by specialist support and investigative officers.

Problem profiles have not been completed for DV. DV units carry out their own assessment of where DV is occurring or reliance is placed on individuals to highlight specific issues.

RECOMMENDATION 9

That the force should increase the use of problem profiles and other analytical work to improve the proactive responses to domestic abuse.

The force should explore opportunities to increase and formalise the process for third party reporting. Some referrals come from outside agencies and while there is a process for third-party reporting, this was not widely known by officers.

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Developing Practice

INSPECTION AREA: Domestic violence

TITLE: DV risk management process

PROBLEM:

The force identified that there were gaps in the identification and management of risk to DV victims. Identification of DV incidents was left to subjective personal interpretation and relied on physical checking to ensure that cases had been recorded correctly. Risk assessment and management were not an integral part of the investigation process. Due to the way that DV1 forms were created post-incident, in some cases days after the incident, there were delays in making referrals to social services. Where cases of risk were identified, there were no clear mechanisms for managing immediate risk.

SOLUTION:

A process will be developed to 'proactively' generate a skeleton DV/crime record on all DV incidents – an extension of our current hate crime process. This record will be generated as part of the command and control log. Once the record has been generated, the officer completes the relevant crime/incident class, details and action taken. The aim is to ensure that all DV incidents are captured and flagged as such. If the incident is found not to be DV-related, the record will be cancelled, following 'no-crime' procedures. The skeleton records will be managed by the IMU which will ensure their timely and effective completion. All DV crimes/incidents will be reviewed by a sergeant who will complete an investigation/risk plan. This will be reviewed by DV officers who will be responsible for referring cases to social services, IDVA, civil perpetrator programmes and MARAC. This process will be supported by the use of the new victims of crime and DV report (which places risk assessment at the heart of the process), incorporating digital pen technology, which is being trialled in Bournemouth. This again prompts timely risk identification, assessment and management in all cases. The use of the pen technology allows the data to be transmitted directly from the scene to the force computer, thereby allowing DV officers immediate access to the information and the opportunity to become involved in victim care and risk management at an early stage.

OUTCOME(S):

The outcome of the automated generation of skeleton DV records will address the issues regarding data quality for the SPI8 returns. It will ensure that the organisation correctly identifies all information it receives that should be treated as DV-related and manages the associated risks to victims, ensuring that support services and risk management are introduced at the earliest opportunity, including referral to IDVA or MARAC. The specialist DV courts groups are acting as the central point for delivering this work and it is likely that that focus will be taken on by the FJC when it is functioning.

The use of the digital pen has shown that officers have adapted easily to the new working practices and have not had problems with the technology. There are further opportunities for information sharing, The DV records are accessible via a web-based interface for Dorset Police staff but can be exported as XML files to other agencies for data sharing.

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Protecting Vulnerable People – Public Protection

GRADE

FAIR

National grade distribution

Excellent	Good	Fair	Poor
2	16	23	2

National contextual factors

The Criminal Justice and Courts Services Act 2000 led to the formation of the Multi-Agency Public Protection Arrangements, commonly known as MAPPA, requiring the police and probation services to work together as the Responsible Authority in each area of England and Wales to establish and review the arrangements for the assessment and management of sexual and violent offenders. Subsequent legislation brought the Prison Service into the Responsible Authority arrangements and also requires a range of social care agencies to co-operate with the Responsible Authority in the delivery of the assessment and management of risk in this area. These agencies include health, housing, education, social services, youth offending teams, Jobcentre Plus, and electronic monitoring services.

Under MAPPA, there are three categories of offender who are considered to pose a risk of serious harm:

Category 1 – Registered Sex Offenders (RSOs)

Category 2 – violent and other sex offenders

Category 3 – other offenders (with convictions that indicate they are capable of causing, and pose a risk of, serious harm).

To be managed under MAPPA, offenders must have received a conviction or caution. However, there are some people who have not been convicted or cautioned for any offence, and thus fall outside these categories, but whose behaviour nonetheless gives reasonable ground for believing a present likelihood of them committing an offence that will cause serious harm. These people are termed Potentially Dangerous Persons (PDPs).

Following risk assessment, risk management involves the use of strategies by various agencies to reduce the risk, at three levels:

- Level 1 offenders can be managed by one agency;
- Level 2 offenders require the active involvement of more than one agency;
- Level 3 offenders – the ‘critical few’ – are generally deemed to pose a high or very high risk and are managed by a multi-agency public protection panel (MAPPP).

In 2003, the Home Secretary issued MAPPA guidance to consolidate what has already been achieved since the introduction of the MAPPA in 2001 and to address a need for greater consistency in MAPPA practice. The guidance outlines four considerations that are key to the delivery of effective public protection.

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- defensible decisions;
- rigorous risk assessment;
- the delivery of risk management plans which match the identified public protection need; and,
- the evaluation of performance to improve delivery.

Contextual Factors

Dorset Police has a dedicated sex offender investigation unit (SOIU). Violent offenders are dealt with by DIs on division.

The SOIU has an establishment of one DS, five DCs and two ICIDP officers who are engaged in intelligence development. There is currently a temporary home visit team of one acting detective sergeant and two DCs. At the time of inspection there were 543 RSOs of whom 32 were categorised as very high risk and 130 as high risk. Medium- and low-risk RSOs are managed by divisions. There were six level 3 and 49 level 2 dangerous offenders. The central Violent and Sex Offenders' Register (ViSOR) team has two operators and two researchers who have been split from the PPU to provide support to the SOIU. There is a structural chart showing accountability through to HQ CID and this is due to be updated to include the new public protection management post. A growth bid for the SOIU of one DS and five DCs has been included in Project Dorset 2010: this will allow the SOIU to complete all home visits of RSOs and manage associated risk. The SOIU officers are defined as a critical team and are not subject to any abstractions.

A force improvement plan has been developed to implement a force provision dedicated to the management of prevention and public protection. A detective superintendent has been appointed to drive this business area. This will see dedicated units bringing together teams with responsibility for child protection, adult protection, management of RSOs and violent offenders, DV and missing persons.

While ViSOR entries are consistent across the force area and are managed centrally, entries vary between forces and there is no document stating how ViSOR should be used. This needs to be formalised on a national basis via the ViSOR development team.

Strengths

The ACC has strategic lead for PVP; policy and strategy for the PVP disciplines are agreed via the strategic crime board which reports to the Chief Constable. The PA is well sighted on force issues and a member of the PA sits on the strategic crime board and leads on the public protection agenda.

An Inter-agency procedures document is available on the Bournemouth Council website which details multi-agency public protection arrangements (MAPPA) for the management of dangerous and potentially dangerous offenders. This document also details information-sharing protocols. Information sharing with partners is good: examples were provided such as the internet offender programme run by the NSPCC at Wareham where the probation office is immediately adjacent to the SOIU office so that there are regular informal meetings between teams rather than telephone conversations, and while the police team does not have direct access to OASys (the offender risk assessment system), it can visit the probation team for information. The team receives good intelligence from local prisons regarding local offenders being released.

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MAPPA processes are in place across the force area, overseeing the management of violent and dangerous sexual offenders. Dorset Police, Dorset Probation and Dorset Prisons form the 'responsible authorities'. The HQ PPPB DCI sits on the strategic management board (SMB) and reports back to the ACC. It is a requirement that the chairs of all sub-groups attend the SMB LSCB. It has been agreed that the director PPPB will represent the ACC at other meetings. Regular meetings take place between the ACC and the senior probation management team, allowing discussion of issues surrounding general case work and the management of dangerous individuals.

The director PPPB chairs the SMB for MAPPA. It is considered that the director PPPB is a suitable level to represent Dorset Police – he has the requisite knowledge to ensure strategic focus and will report on funding decisions following consultation with the ACC.

Attendees at MAPPA meetings can generally make decisions on behalf of the police, although some tactical options must be submitted through the formal TCG process, eg surveillance. A confidentiality clause is read out at the start of each MAPPA meeting which ensures information sharing without exclusion, including voluntary organisations in attendance. There are good relationships with MAPPA partners and information sharing is part of the MAPPA process. There is good evidence of appropriate and consistent attendance at MAPPA meetings. Authority levels from other agencies are commensurate with police. Attendance does reflect the MAPPA guidance and the MAPPA manager monitors police involvement and contributions.

The MAPPA co-ordinator is a senior probation officer who performs a quality assurance and regulation role for the MAPPA process. The officer is located within the probation office at Weymouth. The post is jointly funded by police and probation. There is a MAPPA administrator who assists with the day-to-day administration of the process.

The force MAPPA process allows intelligence to be gathered internally and externally so that decisions can be made about police and partner actions and decision-making rationale can be recorded. Details of all police actions are recorded in the MAPPA minutes. The dedicated MAPPA researcher reviews the minutes and updates the intelligence system where necessary. Any actions arising from the meeting are recorded on Sharepoint and actioned by the relevant officer/department.

Level 3 MAPPA meetings are held monthly with the chair being shared between police and probation. Level 2 meetings are predominantly chaired by probation as it has responsibility for the management of the majority of offenders raised at this level. Following MAPPA meetings, intelligence identifying risks and issues of offenders are fed into the TCG process. Details are added to the intelligence system, officers are made aware through daily briefings and, where appropriate, home visits are completed.

A serious and organised crime TCG process was introduced at the beginning of 2006. This tasks HQ crime resources and will where necessary report to the force TCG. An analyst has been appointed within the level 2 IMU to complete analytical products for sex offenders and child protection, particularly identifying high-risk offenders. The ten most dangerous RSOs are identified through officer knowledge and intelligence (including the use of ViSOR and registration details). Level 3 MAPPA and very high RSOs are reviewed and managed through the SOC TCG process. Active offenders are then proactively managed by the SOIU. Offenders are flagged on the intelligence system.

The ViSOR registrar is the detective superintendent. Assisted by the force security officers, he ensures individuals need to have access before granting authority. ViSOR ownership is the responsibility of the level 2 IMU supervised by a DS. There is a dedicated ViSOR manager. Registration of RSOs is carried out by level 2 IMU which also completes ViSOR

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entry and risk assessment on Risk Matrix 2000 (RM2000) (RM2000 is the IT tool used to risk assess registered sex offenders). The SOIU completes a visit on the nominal and carries out a dynamic risk assessment. Home visits are actioned by the team and, when completed, officers update the intelligence system and entries are put on ViSOR by the central ViSOR team. The DI monitors activity and deals with overdue visits. The ViSOR operators complete risk assessments on an annual basis. Dynamic assessments are made by officers conducting visits on an individual basis.

The SOIU has responsibility for the management and home visits of RSOs risk assessed as high or very high risk and also investigate internet offences. Home visit training has been provided to all members of the SOIU.

Local beat officers are made aware of RSOs through having to complete visits although the ten most dangerous RSOs have been put on briefing sheets to raise awareness. Officers carrying out home visits are provided with a sanitised summary of offending history based on RM2000 with a risk assessment attached. Supervision of officers carrying out low- and medium-risk visits is undertaken by their own line supervisor and centrally managed by the DS from the SOIU.

The force has issued clear guidance on the frequency of home visits, as follows:

- low: annually;
- medium: six-monthly;
- high: quarterly; and
- very high: monthly.

Home visits are managed on the CJS system which provides automated reminders and review dates. Officers are given actions for the first visit when a dynamic risk assessment will be completed. Reminders are sent out up to one month before the visit is due and sent to the DS SOIU for allocation. There is a process in place for reminders to be sent out if visits are overdue. Completed home visit forms and intelligence logs are forwarded to SOIU as the co-ordinating point.

The process for increasing the risk assessment for RSOs is managed by the SOIU, which is responsible for management of risk. All sex offender risk assessments are carried out on RM2000. SOIU carries out dynamic risk assessments for initial and subsequent home visits.

Where information received either via intelligence or a home visit gives rise to concern that the risk level of an individual may have increased, the DS is consulted to make the final decision. Decisions are recorded on the CJS intelligence log and this is then transferred on to ViSOR by the HQ ViSOR team. Intelligence for RSOs is handled in accordance with NIM principles. The local intelligence system is used to record information on dangerous offenders as ViSOR access is limited to specific trained officers. The intelligence system provides 24/7 access to all officers. Out-of-hours access to ViSOR is available through the control room inspectors.

The welfare needs of officers are managed through line supervisors and a new health and wellbeing unit. The welfare policy provides mandatory counselling sessions every six months and annual psychometric testing up to DCI level. Staff believe they benefit from the new process and have confidence in the system. There has been some gap in welfare provision due to long-term sickness of a staff member, and the number of referrals dropped. Some provision was supplied by an external organisation. Following strong lobbying from within the force, it has been agreed that welfare staff posts will be retained at two.

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There is a sexual offenders advanced practitioners course which is run externally and this is attended by officers from the SOIU. Four SOIU officers have been on the Child Exploitation and Online Protection Centre's risk assessment course.

Job descriptions were reviewed in 2006 and they are considered to be consistent in terms of role requirements but will be updated following the introduction of the PPPB.

There is a dedicated vetting officer for the force who has responsibility for vetting checks of all permanent and temporary police officers and police staff, contractors, partnership staff, volunteers etc. Financial investigations of officers in selected posts are done on a self-declaration basis and officers are interviewed if issues are identified. Only successful applicants are vetted and interviewed if necessary. There is good support from the DCC and the head of the professional standards department. The vetting officer is the decision maker and he has introduced a review procedure for decisions, with the file and decision rationale being sent to the head of the professional standards department when applicants fail the process. A list of vulnerable and sensitive posts has been compiled and agreed. Home Office guidance was applied. All superintendents and sensitive posts are vetted to an enhanced level.

Work in Progress

The force carries vulnerabilities around its management of RSOs and violent offenders through a lack of clear responsibility and accountability in these areas. There also appears to be a lack of structure and co-ordination of potentially dangerous offenders. To address this issue, MAPPAs (levels 2 and 3) will be reviewed during the force TCG process, all outstanding home visits will be similarly reviewed and the serious and organised crime TCG has commissioned Operation Sparrow which reviews, profiles and targets Dorset's most prolific sex offenders.

The force is in the process of introducing divisional PPUs that will provide a standardised approach to all areas of public protection and will be supported by centralised services provided by HQ CID (ie child abuse, central referral, intelligence development, home visits, etc). Specialist officers will co-ordinate activities to combat these types of crime and better safeguard vulnerable children, allowing the force to be more responsive and improve local accountability.

The SOIU has been mainly self-tasking; however, this is beginning to change as analytical capabilities improve.

Target profiles have been completed for MAPPAs 3 offenders; however, there is no cohesion between level 2 TCG and the internal MAPPAs meeting. The force is working to improve links between the different levels of MAPPAs offenders. The HQ CID PPPB will take responsibility for all MAPPAs. This is considered by the force to be a critical area and will be implemented following the review process. To assist with risk management, the PPPB DCI will co-ordinate all MAPPAs referrals to ensure the response is consistent. This was recently tested and proved to be effective.

The SOIU has undertaken some self-tasking and there is a need for increased formality, risk assessment and NIM compliance. An operation led by the DCI and involving the level 2 IMU has been targeting the ten most dangerous offenders.

The SOIU has a wide remit including proactive management of offenders, home visits and internet offences and has an impact on their ability to manage the high and very high-risk offenders. An initial review has been conducted and the unit is now focused on home visits

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and intelligence development associated with Operation Sparrow. Home visits outstanding as of August 2007 were:

- low risk: 20;
- medium risk: 31;
- high risk 20; and
- very high risk: 16.

Also outstanding were four low- and four medium-risk offenders requiring an initial visit by a trained risk assessment officer from SOIU.

It should be noted that attempts have been made to visit or that the meeting dates have been staggered to ensure the subject is not expecting the visit (controlled delay). The visits are treated as a priority within the divisions or by SOIU. Performance is reviewed on a weekly basis by the director PPPB and via the force TCG process.

Level 3 MAPPAs offenders are raised at the daily management meetings. During the inspection phase, officers did not see evidence of tasking for public protection areas with managers being informed and tasked through the local operating procedures. MAPPAs nominals (levels 2 and 3) are now being reviewed during the force TCG process. Divisional and sectional TCGs are held on a monthly basis. Areas of public protection are now discussed during TCG processes and morning meetings.

A review of staffing levels has been completed and a business case put forward for an additional six dedicated staff members (one DS and five DCs, PCs or police staff) to carry out all home visits including low- and medium-risk RSOs and management of MAPPAs offenders.

RSO home visit training has been developed for community beat officers and commenced in June 2007. Forty-eight neighbourhood officers have been trained and force policy states that home visits will be completed by officers who have received force training.

The PA will be invited to a future MAPPAs meeting to provide the lead member with an insight into the work of the panel.

Dangerous offenders are owned by the BCU IMU managers. In Bournemouth responsibility sits with the community crime investigation team inspector. While this gives local ownership for people residing in that area, the links between dangerous offenders, RSOs, DV, child abuse and missing persons were not clear and intelligence-sharing opportunities are missed. One DI has responsibility for child abuse investigations and RSOs. This ensures strong central links between these two disciplines but the links from the central team to BCUs could be stronger and the PPPB should address this issue. This paragraph indicates the work in progress that has been identified (ie the PPPB will address this issue).

The inspection team found no evidence of reviews or audits sitting outside the MAPPAs process. The director of prevention and public protection intends to implement a robust review and auditing system, which is included with the PPPB improvement plan. This paragraph indicates the work in progress that has been identified.

A dedicated PPU trainer has been appointed. He or she will have responsibility for the management of training of officers working in the public protection disciplines and a specific training programme will be drafted. Home visit training has been rolled out to local officers

and further training should be planned to ensure that officers new to SN teams will be catered for.

Areas for Improvement

RECOMMENDATION 10

That the force gives the highest priority in time and resources to the areas for improvement concerning level 1 management, management information, dangerous offender management and MAPPA training. The management of these areas for improvement should be monitored and supervised at a strategic level linked to the risk register.

A specific policy for public protection does not exist as there are individual documents for each area of public protection. The strategic team will commence a review of all policy, procedure and standard operating procedures in November 2007 and will then be subject to annual review by the strategic team.

The guidelines state that a person will remain a level 1 MAPPA offender while they continue to be managed by a single agency. These cases are not taken to a formal MAPPA meeting and a discussion will take place between police and probation over the phone. If the risk assessment process necessitates a multi-agency response, then the subject will be referred by the agency owner to the MAPPA process, where they become categorised as MAPPA level 2 or 3. While Dorset is compliant with this process, there is a potential weakness for management of level 1 offenders in that all available information may not be effectively shared to inform the risk assessment and risk management process. Improved level 1 decision-making processes should be developed and implemented. The PPPB process should address this issue.

There is no formal training programme for RM2000. Training tends to be work-based learning from more experienced colleagues, which could result in untrained staff completing risk assessments.

The use of management information for dangerous offenders and RSOs was not evident during the inspection process. Management information was not routinely provided to BCU supervisors and managers. Management of dangerous offenders by HQ was limited to awareness of the number of cases. There is no management information provided by BCUs to HQs and inspection officers did not find any evidence of co-ordinated quality assurance of dangerous offenders. There was no record of how many times ViSOR is accessed and by whom. Improvements should be made to ensure BCUs and the force have access to relevant usable management information to assist with managing the public protection processes. Since the inspection, BCUs are now providing details of MAPPA offenders to the PPPB.

Low- and medium-risk RSO initial assessment and ongoing management is carried out by the SOIU DS, but these are then sent out to the section inspector or selected supervisor to allocate to BCU officers. Home visit performance is now managed by the force TCG and the process managed via ViSOR. During the inspection there was no evidence to show how low- or medium-risk RSOs could be raised to the next level following a home visit and the process was not understood by divisional officers.

The force has developed a home visit pro forma; however the inspection found that some officers were unaware of its existence and used the intelligence log for updates. Specialist officers are reliant on the quality of information/intelligence gathered by the divisional officers at the home visits for reviewing offenders' risk and risk management plans.

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Supervisors carry their own caseloads and have office manager responsibilities which they share, so they work one weekend in four. While it is recognised that resilience is necessary, caseloads and additional responsibilities do impinge on supervisors' ability to actively supervise their team.

At the time of the inspection, at BCU level, there were no specific public protection objectives although DV and sexual offences were included within the force tactical plan; however, public protection has now been included within the force control strategy.

Dangerous offenders are managed on the force intelligence system, not generally on ViSOR (although there are two who have skeleton records) or on any separate IT system. No BCU officers have access to ViSOR, making it difficult for dangerous offenders to be managed on the system.

Consideration should be given to providing multi-agency training for staff regularly attending MAPPAs meetings and the inspection showed that staff had little or no MAPPAs training, with knowledge being picked up through colleagues or attendance at meetings.

Protecting Vulnerable People – Missing Persons

GRADE

FAIR

National grade distribution

Excellent	Good	Fair	Poor
1	21	21	0

National contextual factors

Each year, thousands of people are reported to police as missing. Many have done so voluntarily and are safe from harm, whether or not they return home. But a number are vulnerable, because of age or health concerns, and the police service has developed well-honed systems to respond swiftly and effectively to such cases. For obvious reasons, missing children arouse particular concern, and many forces deploy 'Child Rescue Alert' to engage the media in publicising such cases. Key good practice in this framework are early recognition of critical incident potential, effective supervision of enquiries, the use of NIM problem profiles and other intelligence techniques to analyse repeat locations (eg, children's homes), and the use of an IT-based investigation tracking system such as COMPACT.

Contextual Factors

Every year there are around 210,000 incidents of missing people reported in the UK. About half of these are teenagers. Most people return home within a few days, but thousands do not. The [Police National Missing Persons Bureau](#) is a specialist police unit that acts as a centre for the exchange of information connected with the search for missing persons both nationally and internationally. It is based at New Scotland Yard, London, and serves UK police forces and overseas agencies. It focuses on cross-matching missing persons with unidentified bodies/persons.

During the period from 1 January 2006 to 31 December 2006, 669 people were reported missing in the Dorset Police area. Missing persons investigations are the responsibility of divisions and are routinely completed by response team officers. Management of missing persons is undertaken through a combined computerised and paper-based system. Dorset Police is currently developing an electronic missing persons case management system which will place emphasis on risk assessment and active supervision. Delivery of the system will take place early in 2008.

Strengths

The ACC is the ACPO lead for missing persons. PVP features at the strategic crime board and, while missing persons is not a specific theme, it does feature when appropriate. There is a robust accountability process with BCU commanders being held to account by the ACC and other chief officers through the performance review process which is informed by data from the Q&D team.

There is strong representation from the lead member of the PA who attends the strategic crime board as a standing member of the group, and sees the full strategic crime board papers and participates in and observes the meeting. Audit and inspection material is

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presented to the audit and continuous improvement committee of the PA which sits every quarter. The PA lead has met regularly with the detective superintendent prevention and public protection.

The missing persons policy clearly outlines responsibilities and it is available to all staff on Sharepoint. All policies are maintained centrally and reviewed on an annual basis. The missing persons policy was last reviewed in March 2006 and needs to be reviewed again. The crime standards unit has assisted with changing the policy and the force has introduced software to bring policies in line. The DCC granted a mandate for improvement to the policy processes.

High-risk or vulnerable missing persons are normally reported via 999 or the PEC. An initial risk assessment is completed by the call taker prior to an officer attending and completing the missing persons form. Initial details are taken and entered on to the computer system, although the main body of enquiries are recorded on paper forms (form C90) which are risk-based. Once the risk assessment has been completed, it is allocated for action.

The section sergeant or, in high-risk cases, the inspector, is notified when the initial report is received. The ownership of the missing person remains with the sector inspector and it gets handed over to the duty inspector on night duty to provide continuance of enquiries and ownership at a management level.

On BCUs, the IMU DI is responsible for monitoring investigations, carrying out reviews and providing guidance while the ownership remains with the local inspector with geographic responsibility for the area in which the person went missing or resides. Missing persons are a standing agenda item on briefings and the IMU gives guidance to sectors as well as regular reports to the command team.

Reviews are carried out by the duty inspector for each shift; however, high-risk cases are accelerated from the inspector to the crime manager within 24 hours. All other cases are referred after seven days. The major crime team reviewed all outstanding long-term missing persons (currently 38), looking at associated risk. The force has appointed a review officer who will be a senior member of police staff to review more serious cases, including all long-term missing persons enquiries.

Missing persons training is the responsibility of the crime training arm of the learning development unit. New student constables receive missing persons training on their initial training and it is included in the investigative skills course for supervisors which finished at the end of March 2006 – this has now been superseded by CLDP. Officers receive general training on return interviews based on the PEACE interview model (mnemonic - preparation & planning, engage & explain, account, closure, evaluate). Information from the return interview is faxed to the central input bureau and kept on file.

Missing persons are included in the LSCB, specifically under the harm agenda. In Bournemouth, the CDRP has a sub-group – Children Causing Concern – at which missing persons issues are raised.

Eastern and Western Divisions are engaged with a charity called Re-Run. This is a charitable trust, partially funded by Dorset Police with support from the ACC and given accommodation at Sherborne police station. It debriefs runaways, in particular repeats, and works with the child to address underlying issues. The Re-Run workers can be contacted by mobile 24/7. That they have been effective was made clear when two children who had been through the process addressed the Re-Run AGM. There is an established policy for contact. The charity has been running for two years and analytical work is currently looking

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to establish how effective the system has been. Re-Run may be extended across the force area as it is seen as independent but sufficiently linked to police activity.

A protocol for dealing with missing persons from St Anne's Hospital has been agreed. Relationships have been developed with local officers and staff and arrangements made for detailed information to be provided in a timely fashion by faxing it to Poole police station, as well as contacting the control room by phone. This ensures that if response to the report is delayed, work has already started to locate the missing person and officers can conduct area searches. The hospital staff conduct the return interviews. The local officer has an office within St Anne's Hospital.

Work in Progress

A computerised system is being developed that will provide an electronic missing persons case management system. The strategic crime directorate and information system department have developed an integrated system. This will place emphasis on risk assessment and active supervision, a paper-free process and management framework to ensure compliance and auditing.

Links between PVP disciplines were not clear, particularly for missing persons where child abuse, DV and public protection officers were not in regular liaison with the officer in case. More definitive links between disciplines need to be made. A dedicated missing persons DI on the PPPB will address this issue and the proposed force structure for public protection.

The paper system for missing persons does not allow for information to be searched and the paper form has to be passed from shift to shift and between supervisors. There is no formal updating process and supervisors have to make decisions about lines of enquiry and tactics – these can change depending on the supervisor. The force is looking to introduce an IT system that will record missing persons and provide a more structured approach to investigation and management processes.

Constables have a three-day investigative skills course with a whole day on missing persons, covering policy and run as a tabletop exercise. There is an emphasis on learning from mistakes when a case goes wrong, but this course is currently being revamped to renew and refresh the scenarios.

Areas for Improvement

Improvements need to be made in respect of analytical products for missing persons, eg problem profiles for identifying missing persons.

There was limited evidence of preventative work and multi-agency responses in respect of missing persons. This is an area which should be developed by the force in conjunction with relevant partners.

RECOMMENDATION 11

That the force improves its use of analytical products for missing persons eg problem profiles for identifying missing persons which should then be used to develop preventative work and multi-agency responses.

Control room and PEC staff have not received any additional training for missing persons. There are no drop-down menus on the IT system to assist staff.

Recommendations

Neighbourhood Policing

Recommendation 1

That the force develops joint strategic assessments with partners.

Recommendation 2

That the force further develops community impact assessments that link to the joint strategic assessments.

Performance Management

Recommendation 3

That the force should develop methods to better measure the results of operational activity in terms of productivity, efficiency and effectiveness, assessing outcomes against operational business objectives.

Protecting Vulnerable People

Recommendation 4

That the force develops a formal process to improve intelligence sharing between the protecting vulnerable people disciplines.

Recommendation 5

That the force develops a written accountability framework that clearly defines lines of strategic and operational responsibility and accountability.

Child abuse

Recommendation 6

That the force implements a formal caseload monitoring system for specialist officers.

Domestic violence

Recommendation 7

That the force implements a formal caseload monitoring system for domestic violence officers.

Recommendation 8

That the force reviews the structure for the investigation of domestic violence and interim measures are put in place while awaiting implementation of the Family Justice Centre project.

Recommendation 9

That the force should increase the use of problem profiles and other analytical work to improve the proactive responses to domestic abuse.

Public Protection

Recommendation 10

That the force gives the highest priority in time and resources to the areas for improvement concerning level 1 management, management information, dangerous offender management and MAPPA training. The management of these areas for improvement should be monitored and supervised at a strategic level linked to the risk register.

Missing persons

Recommendation 11

That the force improves its use of analytical products for missing persons eg problem profiles for identifying missing persons which should then be used to develop preventative work and multi-agency responses.

Appendix: Glossary of Terms and Abbreviations

A

ABC	activity based costing
ACC	assistant chief constable
ACPO	Association of Chief Police Officers
APA	Association of Police Authorities
ASB	anti-social behaviour

B

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

C

CCIT	community crime investigation team
CDRP	crime and disorder reduction partnership
CID	criminal investigation department
CJSSS	Criminal Justice: Simple, Speedy, Summary (review)
CLDP	core leadership development programme
CPIU	child protection investigation unit

D

DC	detective constable
DCC	deputy chief constable
DCI	detective chief inspector
DI	detective inspector
DS	detective sergeant
DV	domestic violence

E

EPIC enforcement, prevention, intelligence and communication

F

FJC family justice centre

FSA force strategic assessment

H

HMI Her Majesty's Inspector

HMIC Her Majesty's Inspectorate of Constabulary

HR human resources

I

IAG independent advisory group

IARC intimate assault resource centre

ICIDP Initial Crime Investigators' Development Programme

IDAP independent diversity advisory panel

IDVA independent domestic violence advocate

IMU information management unit

L

LSCB local safeguarding children board

M

MAPPA multi-agency public protection arrangements

MARAC multi-agency risk assessment conference

MCCD media and corporate communications department

MO modus operandi

MoPI Management of Police Information

MSF most similar force

N

NCPE	National Centre for Policing Excellence
NCRS	National Crime Recording Standard
NIM	National Intelligence Model
NPIA	National Policing Improvement Agency

P

PA	police authority
PACT	Police and Communities Together
PCSD	Police and Crime Standards Directorate
PCSO	police community support officer
PDR	performance development review
PEACE	Interview model – (mnemonic - preparation & planning, engage & explain, account, closure, evaluate)
PEC	police enquiry centre
POCA	Proceeds of Crime Act
PPA	policing priority area
PPPB	prevention and public protection bureau
PPU	public protection unit
PVP	protecting vulnerable people

Q

Q&D	quality and development
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R

RSO	registered sex offender
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S

SARC	sexual assault referral centre
SARA	scanning, analysis, response, assessment

SGC	specific grading criteria
SMB	strategic management board
SN	Safer Neighbourhood
SOIT	sexual offences investigation trained
SOIU	sex offenders investigation unit
SPI	statutory performance indicator
SPOC	single point of contact

T

TCG	tasking and co-ordination group
TOG	tactical operation group

V

ViSOR	Violent and Sex Offenders' Register
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