

Her Majesty's Inspectorate of Constabulary



HMIC Inspection Report

Dorset Police

Neighbourhood Policing

Developing Citizen Focus Policing

September 2008



Dorset Police – HMIC Inspection

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Introduction to HMIC Inspections

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

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

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

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

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

HMIC Business Plan for 2008/09

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

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

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

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

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

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

Programmed Frameworks

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

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

Neighbourhood Policing

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

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

There has been considerable commitment and dedication from key partners, from those in neighbourhood teams and across communities to deliver Neighbourhood Policing in every

area. This includes over £1,000 million of government investment (2003–09), although funding provision beyond 2009 is unclear.

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

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

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

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

Developing Citizen Focus Policing

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

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

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

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

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

benefits of Neighbourhood Management have provided an evidence base for the broad Citizen Focus agenda.

Statutory Performance Indicators and Key Diagnostic Indicators

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

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

Neighbourhood Policing

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

Developing Citizen Focus Policing

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

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

Developing Practice

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

The Grading Process

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

Meeting the standard

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

Force Overview and Context

Dorset Police has:

- 2 basic command units (BCUs);
- 77 Neighbourhood Policing teams (NPTs) (referred to as Safer Neighbourhood Teams SNTs);
- 140 officers dedicated to Neighbourhood Policing; and
- 162 PCSOs dedicated to Neighbourhood Policing.

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

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. This covers the Dorset County Council area and the unitary authority areas of Bournemouth and Poole. The whole area comprises nine local authorities, including six district councils. In total, this area comprises 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 and Sites of Special Scientific Interest. 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 westward 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 (data is a little dated) 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. Given transport and the location of the Bournemouth/Poole conurbation the force shares many similar issues with others along the south coast.

There are three major ports in Dorset, serving both central Southern England and the South West. Bournemouth International Airport recorded a growth of 15% in 2006, establishing itself as one of the top ten fastest-growing airports in the country. It is estimated that by 2030, approximately 4 million passengers per annum could use the airport compared with the 917,000 for the year 2005/06. A £32 million airport refurbishment programme was approved in June 2007. In addition, Poole and Weymouth are both major seaports handling passenger and freight traffic to the Channel Islands and the Continent.

Tourism is a major industry in the county. The county attracts some 15.3 million night visitors or 18.7 million day tourists annually. Manufacturing employment makes up only 10% of the workforce, compared with 11% 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 710,084 (mid-year estimates for 2006), 300,000 of whom live within the Poole/Bournemouth conurbation. The population of Dorset has grown by 3.7% over the last ten years.

Dorset has a high proportion of people over retirement age (25.7%¹ compared with a national figure of 18.8%). There is a historical trend of people retiring to the South Coast and, with the growing national elderly population, it is likely that the number of elderly people moving to Dorset may continue to rise.

Dorset's ageing population is also partly offset by increases in migration. Among Government Office Regions, the South West had the largest net gain in internal migrants with 25,400² more people moving into the region than moving away from it in 2005. This net gain was approximately 1.6 times higher than the net inflow to the South East region, which had the next largest gain of 15,500 people.

The birth rate for Dorset (9.8 births per 1,000 population) is below the national average of 12.5.³ Even though the birth rate for all areas in the county is below the national figure, the number of people who move to the county offsets this and so the population is increasing. Dorset is one of the most popular places to live in England and Wales.

Since the 1991 census, the black and minority ethnic population for Dorset has more than doubled, and now represents approximately 1.85% of the population. In the large, heavily populated urban area of the county, this figure is nearer 3%. However, the census data does not reflect the significant influx of students and tourists. This variation is illustrated by on-street assessments undertaken in October 2005 of members of black and minority ethnic communities within Bournemouth. As a result of these surveys, it was identified that the figure had increased to 9%.⁴

Dorset is perceived as a prosperous county; however, per capita the Gross Domestic Product reflects the regional picture in that it is below the national average. Dorset (excluding Bournemouth and Poole) is second only to Cornwall in terms of low pay. Dorset's tourist-related activities are known for their lower rates of pay and seasonality. Dorset has

¹ Dorset County Council, Females aged 60 years or over and males aged 65 years or over, mid-year 2006 population estimates, available from: <http://www.dorsetforyou.com/index.jsp?articleid=344105>

² Office for National Statistics (ONS), *Population Trends* 129

³ Dorset County Council, 2006 ONS statistics on births and deaths, available from: <http://www.dorsetforyou.com/index.jsp?articleid=343802>

⁴ Dorset Police, cited in briefing paper for response to enquiry from the Commission for Racial Equality, 12 February 2007, available from: [http://www.dorset.police.uk/pdf/Agenda%20No.%2011%20\(i\)%20-%203%20CRE%20Letter%20-%20Appendix%20B%20-%20Briefing%20Paper.pdf](http://www.dorset.police.uk/pdf/Agenda%20No.%2011%20(i)%20-%203%20CRE%20Letter%20-%20Appendix%20B%20-%20Briefing%20Paper.pdf)

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. Houses in most parts of Dorset are less affordable than those in London and the South East, and in Christchurch they are the least affordable anywhere in the country with Bournemouth ranking fifth.

There is a shortage of affordable housing in Dorset, with pressure on the housing stock increased by the demand for rented holiday accommodation and second homes. It is estimated that the number of dwellings will rise on average by 3,383 per year by 2026, but growth will be uneven throughout Dorset. Estimates of new housing by 2020 are between 33,995 and 36,140.⁵

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.

In order to achieve these objectives, 2008/9 operational priorities are as follows:

- reducing serious violent crime;
- reducing the crime most affecting local communities;
- protecting vulnerable people;
- tackling serious and organised criminals;
- counter-terrorism and domestic extremism;
- reducing road casualties;
- bringing offenders to justice; and
- securing the trust and confidence of people in Dorset in their police force and the wider criminal justice system.

To improve Dorset Police's capability to deliver these objectives in 2008/09, the force will:

- further develop the National Intelligence Model (NIM) processes and structures;
- enhance protective services capability;
- prepare for the international sailing events off Portland up to and including the 2012 Olympic Games;
- improve the efficiency and effectiveness of crime and criminal justice processes;
- develop further collaboration with other forces and agencies to improve operational and organisational efficiency and effectiveness;
- develop and embed a people focus to secure trust and confidence in the force; and
- develop the workforce and make the best use of resources achieving significant improvements in efficiency and productivity.

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

⁵ Dorset Fire and Rescue Service and Dorset Police (2007) *Towards a Safer Dorset 2020*

Major achievements

In 2007/08 overall crime reduced by 7% and the force achieved the longer-term public service agreement linked to the British Crime Survey volume crime target, with a reduction in crime of 19.6% since the baseline year of 2003/04.

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 national ratings in public confidence. This approach is consistent with the emphasis placed on policing neighbourhoods. The force was re-accredited by Investors in People in July 2007.

Dorset Police receives the second lowest amount of central funding per resident 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 its budget on police officers, and has below average management costs, the second lowest cost of service provision and the lowest cost for supplies and services. The force achieved the highest rating for the front-line policing measure among MSFs.

Major challenges for the future

Following the Home Secretary's decision not to merge police forces 'for the foreseeable future', there remained a need to move towards achieving the benefits identified in the original merger proposals. A fundamental review of the force was undertaken in 2007 to ensure that the force was fit for purpose to meet current, emerging and future threats. As a result of this review, a strategy to develop improvements to protective services has been formulated, called 'Dorset 2010'. This programme of work puts the protective services requirement into the context of the overall policing demand in Dorset. The review has been extended to meet local needs and expectations as well as achieving national standards, to ensure that Dorset is a force that continues to achieve a level of performance that places it within the top quartile of all forces. At the same time, collaborative opportunities are being developed with both police and non-police organisations focused on enhancing the force's overall protective services capability and achieving improvements in efficiency and effectiveness of service provision. Specific collaborations that are currently being progressed include South West police forces and police authorities, Hampshire Constabulary and the Dorset Fire and Rescue Service.

The significant influx of visitors to tourist locations, language schools and the night-time economy in Bournemouth presents a population not recorded by census, Home Office crime performance is measured by incidents per head of resident population. This has funding implications and does not reflect true demand.

In the coming years, the force will be called on 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 Dorset 2010 will be paramount to enable full concentration on the 2012 Olympic Games and other significant events as well as maintaining and improving 'business as usual' services.

Neighbourhood Policing

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

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

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

Neighbourhoods are appropriately staffed (coverage).

Summary statement

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

Strengths

- Neighbourhood Policing areas are clearly defined and published via the force website. The force comprises two territorial divisions, following the recent restructure of Poole and Bournemouth Divisions into the new combined Bournemouth and Poole Division, and Eastern and Western Divisions into the new Dorset County Division. Each division consists of sections which are further subdivided into neighbourhoods. In total Dorset Police has 77 Safer Neighbourhood (SN) areas with dedicated teams in each.
- Neighbourhoods and their boundaries have been defined through consultation with partners and communities (see areas for improvement).
- The divisional boundaries are now coterminous with local authority boundaries. Safer Neighbourhood teams (SNTs – the local name for neighbourhood policing teams) are aligned to parishes and wards. Systems are now in place to enable the force information technology (IT) systems to provide accurate performance measures and data collection for the new arrangements.
- All neighbourhoods have a named contact at police constable (PC) and police community support officer (PCSO) levels, with information available via the force website, and by leaflets and posters distributed to local communities. There is a minimum two-year period of tenure for staff within SNTs, although officers and staff interviewed had generally been in post in excess of that. There are 26 SNT sergeants, 114 community officers, 162 PCSOs (of which around 7% are partnership-funded, (in addition to the Beach Beat PCSOs, who are jointly funded by the Royal National Lifeboat Institution (RNLI)), 103 special constables and 34 volunteers.
- In addition to the website, there are SN newsletters which contain details of SNTs. These details are also published in local authority and voluntary organisation

newsletters. SNTs also have their contact details on local authority websites and many have their own business contact cards. An example of good practice is the SN calendars which were produced for all residents and businesses in specific neighbourhoods. These included details of partners, crime prevention advice and contact information.

- There is a selection process that officers are required to go through to become SN officers (SNOs). Succession planning takes place at a local level, with section commanders working with the divisional human resources (HR) teams to identify future vacancies, managing the selection process and ensuring the continuity of SNT roles. Sergeants and community officers have been identified as critical posts for the force and will be considered as abstractions if their posts are not filled. The establishment for SNT posts has been agreed through a resource allocation model. The general principle is that staff will not be released unless a suitable person has been identified to fill the post.
- The force has implemented an abstraction policy, which defines 'abstraction' as "the removal of officers from their neighbourhood or removal from their role of addressing priorities within their assigned neighbourhoods". The policy covers sergeants, PCs and PCSOs. The percentage target for time away from the geographical area is a maximum of 5%. The abstraction target is monitored through the new SNT balanced scorecard performance monitoring process; performance is aggregated up to team, section, division and force levels. Abstraction is a standing agenda item in the performance management meetings at divisional level and through chief officer review. The police authority (PA) also monitors abstraction levels, and the monitoring processes developed by the force in conjunction with the PA continue to be refined.
- Deployment of PCSOs is clearly understood by force control room staff, PCSOs, PCs and supervisors (see areas for improvement).
- Neighbourhood profiles, which highlight where priorities are focused locally, have been completed for all SN safer neighbourhood areas. These have been reviewed by the SN project team and are updated regularly by SNTs (see work in progress). The profiles are available to all officers and staff via the force intranet, and are used during policing operations eg following a kidnap, a team of specialist investigators accessed the profile to obtain additional information about the neighbourhood and the local communities.
- Where possible, staff skills are considered when deploying resources to SNTs. Eg; the deployment of a gay officer to a neighbourhood with a higher proportion of gay residents and visitors, and a Jewish PC who took up a post in an area with a synagogue and Jewish residents.
- The SNTs interviewed during the inspection possessed the skills and abilities to engage effectively with their respective communities, and undertake joint problem solving. Following a forcewide training needs analysis (TNA), a revised eight-week induction course has been developed for PCSO recruits.
- A suite of courses and partner placements is marketed by the force's learning and development team. Local learning needs are identified by a number of means, both formal (performance development review (PDR)) and informal (officer/PCSO requests).
- The force has established clear training requirements for PCs who have been designated as supervising PCSOs on a formal basis. A total of 33 constables have

completed the training, which includes elements from the sergeants core leadership development programme (CLDP).

- In order to provide further reassurance and confidence for local communities a total of 45 SNOs and PCSOs have attended media training, which provides additional skills in dealing with media representatives, such as TV, radio and newspapers.
- All SNOs and staff are required to complete the CLDP workbooks and workshops. This is a modular programme based on seven workbooks covering areas such as community engagement, problem solving, housing law and partnership working.
- The force has an average ratio of one sergeant to eleven SNOs and PCSOs. This average varies depending upon the size and complexity of the neighbourhood. This ratio appears to provide effective supervision and support for community engagement and joint problem solving at SNT level.
- There are 12 sectors across the force, each led by an inspector, and there are 26 SN sergeants, which provides a ratio of one inspector to two sergeants. There is a degree of variance depending upon the geographic nature and complexity of the sector and neighbourhoods.
- The ratio of sergeants to inspectors is monitored by the divisional governance managers. Following the introduction of 24/7 critical incident managers there is far less requirement for the section commanders to perform on-call duties, who are managed by neighbourhood and community engagement superintendents.
- Reward and recognition feature highly within the ethos of the force, and public award ceremonies take place throughout the year. The force has a variety of annual awards, including those for SNTs and SN individuals, community engagement, volunteers and diversity in the community; and, outside this process, the Chief Constable's quality of service awards for dedication and commitment displayed by staff.
- The Chief Constable seizes opportunities to acknowledge good performance individually and at seminars – for example recognition of the contribution made by station desk officers following the introduction of the force enquiry network (FEN).
- SNOs receive special priority payments in recognition of the increased supervisory responsibilities of their role.

Work in progress

- The media and communications officers are working through the neighbourhood profiles to develop bespoke engagement strategies for the communities living, visiting, studying and working in each neighbourhood.

Area(s) for improvement

- There is a need to formalise a regular review of neighbourhood boundaries, which should include consultation with partners and the communities. This review process should be monitored and enforced, with an audit trail detailing how conclusions were reached.
- While the force has implemented the abstraction policy, which has been formally agreed by the strategic neighbourhood board, the policy remains undated and has yet to be signed off following the impact assessment.

- The force needs to introduce a robust system of monitoring of the abstraction of SNT staff in order for there to be effective performance management of this business area
- A PCSO deployment policy has been drafted and has been agreed by the strategic neighbourhood board, but has yet to be signed off by the chief officer team following the impact assessment.
- While there is limited understanding of which resource should be deployed, there is no specific policy detailing SNT deployment.
- Staff should be aligned to SNT roles more routinely according to their experience and skills.
- While it is acknowledged that SNOs are undertaking elements of the sergeants' CLDP package, SNOs should receive specific training in the management of PCSOs and the issues associated with the supervision of police staff.
- The force should undertake evaluation of neighbourhood policing training, in particular the effectiveness of the workbooks, which have not been well received when completed individually by staff but have proved beneficial when completed together with partners.
- The force has recently appointed a number of acting sergeants to help improve SNT supervisory levels; however, it is unclear what the long-term sustainability of this measure will be.
- Notwithstanding the review of supervisory ratios as part of the Dorset 2010 project, there is a need for the force to introduce a regular system of reviewing the supervisory and management ratios on SNTs and sectors.

RECOMMENDATION 1

Her Majesty's Inspector recommends that the force should undertake an evaluation of neighbourhood policing training which should encompass joint training with partners.

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

Summary statement

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

Strengths

- The force has established a new community engagement department that focuses on people and communities. This department direct-line reporting to the deputy chief constable (DCC) as the citizen focus lead. It combines the various strands involved in the delivery of citizen focus policing, encompassing neighbourhood policing, the focus on young people and the policing of diverse local communities.

- The PA and the force have a joint community engagement strategy, in addition to the PA completing its own consultation exercises, which then feed in to the policing plan and the strategic assessment.
- The force, together with business partners, has implemented a Partners and Communities Together (PACT) toolkit which provides guidance and good practice to SNTs and partners on how to engage with different communities and encourage problem solving. The toolkit provides a bespoke approach, in order to recognise local alliances and branding. Eg: The Bournemouth 2026, Safer Poole and PACT within the Dorset County Division. This has been achieved without dilution of the PACT toolkit or the 'Safer Dorset for You' branding.
- Also under the banner of PACT, the force has a plethora of comprehensive community engagement guidance documents available to all staff via the intranet. This approach includes a set of six minimum standards of engagement which are included within the PACT toolkit.
- Dorset Police consults and engages with its various communities and partnerships routinely. Key stakeholders include the crime and disorder reduction partnerships (CDRPs), independent advisory groups (IAGs) and key individual networks (KINs).
- During the initial development of the Neighbourhood Policing model and the subsequent roll-out of the SNTs, the PA has received regular reports and updates from the Chief Constable, both to the full authority, and in particular to the community engagement and communications committee.
- There are a number of examples of engagement with 'watch' communities across the force area, including Horsecatch, Neighbourhood Watch, Business Watch, and Pubwatch. These 'watch' communities are used effectively for information sharing; preventative work around issues of anti-social behaviour (ASB), theft, burglary, protecting vulnerable persons/groups; and generally raising awareness of SNTs and citizen focus policing (CFP).
- Community engagement occurs according to local need and where relevant dovetails into existing mechanisms, for example parish council meetings, Neighbourhood Watch, residents' associations and coffee mornings. Examples of engagement examined include neighbourhood forums/panels, beat surgeries, street briefings, leaflet drops and resident surveys. The force website is also a very effective means of community engagement. Community consultation events have taken place where attendees advised the media and corporate communications department (MCCD) representatives what they wanted on the website.
- Community engagement is clearly a routine activity, and not simply carried out when problems arise. The inspection team attended a PACT and youth engagement event, that were well organised with partners, and supported by local residents and young people.
- In May 2008 a youth summit was instigated and hosted by Dorset Police with the intention that the police and other partners should engage with and learn more of the views of young people from across the force area. The event was attended by approximately 90 young people from diverse groups, showed a healthy understanding of the many approaches available to engaging with young people and a willingness on the part of Dorset Police, with partners, to experiment and learn what young people as customers need and want.

- The force has previously undertaken local NHP training events as well as a series of neighbourhood improvement workshops in conjunction with the National Policing Improvement Agency (NPIA), which were repeated in Spring 2008. PA support for the events was particularly evident.
- Each of the neighbourhoods across the force has identified priorities to be resolved. While not all are police-related issues, those that are not are being managed by other partners. These priorities are publicised on the force internet and through the local media (see areas for improvement).
- During the inspection fieldwork it was apparent from officers, staff and community representatives that the force is making efforts to meet the needs of the community. Contributions to meetings are being made by inspectors, sergeants, PCs and PCSOs. A strong focus on consistent attendance at pre-arranged meetings was evident, with very low abstraction rates enabling this to be achieved. The force website provides details of some of the formal meetings held, most notably PACT meetings, and these must be updated by the SNTs (see areas for improvement). These meetings are highlighted at SNT briefings with community officers and PCSOs making sure that attendance at meetings is honoured. At higher-level partnership meetings police representatives are able to make decisions on behalf of the division regarding resourcing and funding, where appropriate.
- There is evidence of effective information sharing between communities and SNTs which results in a two-way flow of community intelligence. This information sharing takes place through the 1,300 recorded KINs (see areas for improvement), various 'watches', PACT meetings and individual face-to-face contact with the community.
- The force has a text message facility for the hard-of-hearing and speech-impaired. This facility is called 'Police Link Officers for Deaf People' (PLOD) and acts as a further point of contact. An easy system to access services can be found on the force internet site, with single point of contact SPOC officers identified and current.
- Interviews with partners provided evidence of effective information sharing at divisional level: Eg: there is a partnership information-sharing officer based at Bournemouth Borough Council, and recruitment is under way for a similar operative for Poole Borough Council who will be located in the intelligence management unit (IMU) two days a week. Both will have access to force systems. The ASB officers within local authorities have operational links with SNTs, who attend multi-agency ASB groups.
- There is a pan-Dorset information-sharing protocol (Dorset over-arching information sharing protocol OAISP) which has been in place since late 2007: this has improved the sharing of personal data, with common data-sharing forms and SPOCs who are required to respond within a 14-day period. Depersonalised data is free-flowing and the corporate development department (CDD) provides quarterly performance data to partners.
- There is a growing understanding of community intelligence among partners, with local authority operatives emailing community intelligence to local IMUs.
- Community intelligence received from partners or from officers and staff by the IMUs is processed and sanitised for inclusion on the force intelligence system. The force has set up parameters within the intelligence system which allow community intelligence to be linked to nominals, addresses and specified locations.

- The SN project team and peers from divisions have conducted reviews to assess the quality of engagement and SN implementation across the force. The programme took practitioners (including supervisors and PCSOs) from one area to another with briefings being provided by the project lead. The process included completing interviews and document reviews, and recommendations for improvement were identified and fed back by the project team. Recommendations included improvements in leadership, accountability and personal and professional portfolio (PPP) objectives.
- The quality of community engagement has been tested through attendance at PACT and other community meetings by the project leads (see areas for improvement).

Work in progress

- The inspection team found that staff in other police roles had a clear understanding of the importance and value of SNTs. The force should continue to ensure that, in particular, detectives and intelligence operatives exploit the potential presented by Neighbourhood Policing and improved community intelligence flows.
- At the time of the inspection, the KIN database contained 1,300 contacts (now increased to 1,500) including statutory partners, voluntary organisations, stakeholders and community members. The force continues to make efforts to increase the number of neighbourhood representative contacts rather than being from statutory partner agencies.

Areas for improvement

- The force has yet to map fully the postcodes of community members that the SNTs are engaging with, and is therefore unable to identify any gaps in engagement.
- There is a need to ensure that neighbourhood website pages are routinely updated and that progress on action taken against identified neighbourhood priorities is recorded to provide feedback to communities.
- Additional reality checks should be completed to test the quality of community engagement.

Joint problem solving is established and included within performance regimes.

Summary statement

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

Strengths

- Joint problem solving is embedded at neighbourhood level. The force has developed the PACT process to engage with the public in order to identify local priorities. This process allows it to prioritise the issues in a specified neighbourhood according to the views of the people living or working there. PACT has been tailored to local need, for example Bournemouth 2026, Safer Poole and PACT for Dorset County.

- There is strong branding of PACT documentation and processes, and officers, police staff, partners and the public demonstrated good levels of understanding to the inspection.
- Through the PACT processes, neighbourhoods identify their priorities. These are submitted through a variety of means, including PACT cards handed in at local police stations or other venues such as libraries and supermarkets where PACT posting boxes are located, given directly to SNOs; or by email or letter to the SNOs.
- Priorities are collated and a decision made as to which should be the top three for the neighbourhood. The process for deciding upon the priorities varies. In some communities the priorities are agreed at PACT meetings or panels, or they may be decided by the SNTs. (See areas for improvement.)
- The force uses the scanning, analysis, response, assessment (SARA) problem-solving model, incorporating the National Intelligence Model (NIM) prevention, intelligence and enforcement process.
- Problem-solving tactical plans are stored on an intranet database accessible from any networked terminal (including terminals in partner buildings such as local authority and youth offender team offices). Actions generated on these plans will detail what has been created, who owns it and what activities are required. The database is searchable by keyword, creation, status or sign-off. Solutions can be searched through normal naming conventions and is linked to the National Standards for Incident Recording.
- Contained within the intranet is a menu of tactical options available for the SARA process, which gives SNTs and partners the opportunity to use tried and tested methods for problem resolution.
- Problem-solving tactical plans can be printed or emailed to partners. They can also be password-protected for security purposes, which has enhanced the force's information-sharing capability. (See also areas for improvement.)
- Bournemouth and Poole Division has best practice days for SNT sergeants to ensure consistent ways of working and sharing of ideas for effective problem solving.
- Feedback on joint problem solving is given to the community by a variety of means, and takes place at a frequency determined by local need, which may be weekly, monthly or quarterly, using the engagement techniques described above.
- The CDD manages a continuous improvement database which pulls together all the improvement strands from HMIC, NPIA and internal force reviews and inspections, so enabling learning and good practice to be shared with relevant parties.
- There is evidence of active chief officer engagement with partners at strategic level. For example, the Chief Constable is an active member of the public service forum, which includes partner chief executives and provides a non-statutory strategic group for discussing common public service approaches; while the Chief Constable and the other chief officers represent the force on the local criminal justice board, multi-agency public protection arrangements (MAPPA) and other strategic groups. More locally, the two divisional commanders have specific responsibility for engaging with local authority chief executives – for example, the Bournemouth and Poole divisional commander engages with the chief executives of Bournemouth and Poole unitary authorities.

- Dorset Police has a good relationship with its partners at strategic level, and in the majority of cases there is clear evidence of joint working with a view to making a demonstrable improvement to local outcomes.
- There are joint key performance indicators (KPIs) for local area agreements (LAAs), CDRPs and MAPPA, and there are joint strategic assessments in place.
- There is evidence of co-location with partners, for example Rossmore and Alderney SNT based at Rossmore College, and community safety teams within local authorities. The Poole community safety manager has an office in Poole police station and the partnership information officer in Bournemouth is co-located in the IMU. Each local authority ASB officer has an SNT link officer to ensure a multi-agency approach to solving ASB. Dorset County Division has SNTs co-located with the Ministry of Defence Police Guarding Agency (MDPGA) at Bovington and at the Ferndown community office, as well as at the offices of Weymouth and Portland Borough Council.
- The force has recently launched Beach Beat on Bournemouth seafront. This is a joint initiative between Dorset Police and the RNLI to provide two RNLI lifeguard-trained PCSOs to make the beach and surrounding neighbourhoods safer. The PCSOs have a base at the lifeguard centre, with use of RNLI equipment and facilities.
- Since the introduction of Neighbourhood Policing the DCC has provided clarity and leadership on its implementation, and he is supported by a small safer neighbourhood project team. The SN project team consists of a chief inspector and an inspector who provide advice and co-ordination to the divisions. There is also an SN board chaired by the DCC, with representation drawn from the two divisions and various support departments such as learning and development, call management and the MCCD, as well as from the PA. This meeting brings together divisions and departments to deliver Neighbourhood Policing in a corporate fashion. (Following the inspection fieldwork, the force took the decision to cease regular meetings of the SN board – it now meets when required, and the tactical operations group has primacy for SN)
- Each division has shared analytical support within its community safety partnerships.
- The inspection team found strong evidence of partnership working to solve problems which were significantly impacting on local communities. Examples include Beach Beat (police and RNLI), the Rossmore and Alderney SNT tackling ASB, the multi-agency youth outreach bus and the GRIP workshops for year 7 pupils in schools.
- NIM principles are systematically embedded into the joint problem-solving process. There are sector-based tasking and co-ordination groups (TCGs) where local priorities are discussed. If priorities or resourcing cannot be resolved at sector level, then the issues are escalated to divisional TCGs using the tasking assessment document. Partners attend the sector and divisional TCGs – those attending the sector TCGs include representatives from fire, youth, environment and transport services. Occasionally representatives from the probation service and the primary care trust also attend. Daily management meetings are held on each division and include neighbourhood issues. Reality checks completed by HMIs at both daily management and divisional TCG meetings demonstrated that local priorities are routinely considered within NIM meetings.

- CDRP joint strategic assessments have been completed across the force area and include both divisional and LAA priorities. Tasking, monitoring and evaluation of progress against these priorities is completed at CDRP meetings.
- During the inspection, it was evident that partnership meetings were attended by nominated individuals from police and partner agencies, who were able to make decisions regarding resourcing and funding, where appropriate.
- Identified priorities are signed off through the PACT meetings or panels. If a priority is not resolved to the satisfaction of the community it will remain as a priority; if an identified police priority it will be signed off from sergeant to inspector and through the section TCG. The monitoring of activity against priorities is also conducted by the PACT panels and community members attending the meetings.
- The inspection found clarity among SNTs that it is the SNT sergeants who should sign off priorities when they are resolved. Sign-off of priorities is recorded on the problem-solving tactical plan.
- Comment has been made above concerning the various meeting and feedback processes that are in place, and SNTs feed back to the community using these means.
- The inspection team met with PACT panel members who were satisfied with the rigour and process for signing off priorities.
- Policing partners have participated in joint problem-solving training, including completion of the CLDP Neighbourhood Policing workbooks, and have since been involved in the problem-solving processes with successful resolutions. (See also areas for improvement.)
- A total of 40 officers and eight analysts underwent a two-day problem solving training course provided by the Police Foundation. This was seen by the inspection team as good practice, as it developed better understanding of the needs of SNTs and provided them with a broader awareness of how analysts can support them in joint problem solving.
- Lessons learnt and good practice identified through problem-solving processes are included in a good practice database and on the SN blog, which can be accessed via the force intranet.

Work in progress

- Joint problem-solving performance monitoring and evaluation are developing at neighbourhood level. Problem-solving plans (PSPs) are monitored by the SNT sergeants and the IMU detective inspectors. While the PSPs are included within the sector performance management framework, this is a quantitative measurement only.
- The activity analysis process is being expanded to include codes showing when SNOs are completing work on identified priorities such as youth-related ASB.
- Dorset County Division SNTs have identified a number of schools which are suitable for co-location of teams, and are in the process of putting in place security measures and IT access.

- Bournemouth and Poole Division has an actions manager within the IMU, who chases up outstanding actions and provides updates on activity to the daily management meeting. This is seen by the force as good practice and Dorset County Division adopted this process in June 2008.

Areas for improvement

- The force should ensure that neighbourhood priorities are set and agreed with involvement of the local communities in all cases.
- SNTs should ensure that activity and progress against identified priorities is included on the neighbourhood web page, to provide a means of keeping communities informed and giving them feedback outside formal and informal meeting processes.
- The force should explore opportunities for allowing all partners (where appropriate) to have access to its problem-solving tactical plans in electronic format. Police and partners should consider developing an IT based system which will allow them to record, update and monitor joint problem-solving activity.
- While it is acknowledged that SNT sergeants in Bournemouth and Poole attend good practice days, this practice should be expanded to include SNT supervisors across the force area.
- While partners have participated in the Neighbourhood Policing training courses, there is no structured process to capture new staff or those who have missed the courses. The force should review with partners how joint problem-solving training can be provided to new staff, existing staff who have not undertaken problem-solving training, and community members who would add value and assist in problem-solving processes. A training needs analysis for partners and relevant community members should be undertaken.
- There is a need for the force to introduce evaluation of its joint problem-solving training to include post-course implementation and results evaluation.

RECOMMENDATION 2

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

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

	SPI 2a Percentage of people who think that their local police do a good or excellent job		KDI Percentage of people who 'agree local police are dealing with anti-social behaviour and crime that matter in this area'		SPI 10b Percentage of people who think there is a high level of anti-social behaviour	
	Difference from MSF (percentage point pp)	2005/06 to 2007/08 change	Difference From MSF	2005/06 to 2007/08 change	Difference from MSF	2005/06 to 2007/08 change
Dorset Police	+8.5 pp	+5.6 pp	+7.0 pp	+6.3 pp	-0.9 pp	-3.0 pp

Summary statement

The SPI/KDI data shows that force performance is significantly better than the average for the Most Similar force (MSF).

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

Context

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

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

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

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

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

63.8% of people surveyed in the year ending March 2008 think that their local police do a good or excellent job, which is significantly better than the average for the MSF, and shows

a significant increase compared with 58.2% of people surveyed in the year ending March 2006.

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

59.1% of people surveyed in the year ending March 2008 ‘agree local police are dealing with anti-social behaviour and crime that matter in this area’, which is significantly better than the average for the MSF.

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

11.0% of people surveyed in the year ending March 2008 think there is a high level of anti-social behaviour, which is not statistically different to the average for the MSF.

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

Summary statement

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

Strengths

- The organisational priority to secure the trust and confidence of people is progressed through two strategic objectives ‘to make Dorset safer’ and ‘to make Dorset feel safer’, and activity has led to significant improvements in both confidence and satisfaction levels. The force is top of its MSF group and top nationally for confidence measures, and top of its MSF group and third nationally for victim satisfaction.
- Against the 2008/09 force priority to secure the trust and confidence of people in Dorset there are some 17 individual indicators with targets. These indicators include the percentage of victims who are satisfied with the service provided by the police; the satisfaction gap between white and black and minority ethnic (BME) victims; the satisfaction levels of victims of racist incidents; and the percentage of the public who think that the police in their local area are doing a good job.
- In summary, the policing plan for 2008/09 sets out how every member of Dorset Police will: live its values; respond to the needs and expectations of its communities and staff; provide the highest-quality service; achieve policing excellence; deliver top-class performance; and make Dorset safer for people living in, learning in, working in and visiting the county.
- The force claims that the implementation of SN, its method of call handling and other force customer-focused systems and processes have all contributed to increased customer satisfaction over time.
- The force produced evidence to the inspection that demonstrated a significant increase in the satisfaction level of BME users, which reached 95.5% for the final quarter of 2007/08.
- Racist incident victims have been identified by the force as a vulnerable group, whose experience can have an adverse impact on satisfaction measures. The force

has therefore put in place actions in order to address this issue. Early indications show that these actions have been successful, although this needs to be sustained over the long term.

- Public confidence and satisfaction measures are routinely included in performance management processes at PA, force and division levels. (The force has provided the inspection team with significant detail as to how this process is managed, including minutes of meetings, and the team has visited force and divisional performance meetings to confirm that this takes place.
- Within its MSF group, Dorset Police has the highest overall public satisfaction with the whole experience of policing. The difference in satisfaction levels between white and BME service users is 1.3 percentage points, however, it should be noted that the confidence interval is 6.3 percentage points which means the difference is not statistically significant.
- SNTs have a balanced scorecard performance-monitoring process which provides analysis of the activity of SNOs and PCSOs. The scorecard shows the number of incidents attended by SNOs, the number of incidents within the SNT area, the percentage of activity directed at the SNT area, the percentage of time spent on high-visibility policing, the number of live tactical plans and the number of complete tactical plans. Also included is local survey data providing quarterly measures of the percentage of respondents who feel that police patrols in the SNT area have increased, and the percentage of respondents who feel that local police do a good / excellent job.
- SNTs and partners undertake face-to-face surveys of local people to obtain their views on service delivery and problems within the community.
- The force has undertaken a detailed consultation process, both internally and externally, including focus groups and surveys in order to establish what the force is expected to deliver. The findings of this work led to the force vision and values.
- Feedback from the external customer satisfaction surveys is managed by the CDD. Customers who are dissatisfied are identified, (if they agree) and managers/supervisors are required to undertake two call-backs each month to each customer to discuss areas of dissatisfaction.
- PACT, panel and PA attendance at engagement meetings are used as a means of obtaining community feedback, to help improve service delivery at force, division, sector and SNT level and meet customer expectations.
- The Bournemouth service support team dip-samples one or two people a day who come into contact with the police (mainly focusing on victims) to check how they felt they were treated. Results are collated and provided to the divisional command team, with any issues being raised with individual officers and being raised in their PDR. Results and issues arising from the dip-sampling process are also discussed at inspectors' meetings (identified within the *Citizen Focus Practice Guide to Improving Follow-up with Victims and Witnesses*, dated March 2007).
- The professional standards department (PSD) is represented on a series of Citizen Focus-related project boards, including the people focus board (PFB), as well as on the force TCG. This allows hotspots and trends to be identified and action taken to rectify any service failure. Complaints against the police are seen as the severe end of public dissatisfaction, however there are processes in place to identify all levels of

complaint, including central monitoring and quality of service complaints via a force-wide database.

- As a result of analysis of direction and control complaints, the force has identified that where police search powers are exercised under Section 60 of the Criminal Justice and Public Order Act, by officers who are not local to that SNT or division, there is a rise in complaints by young people who have been searched. In response, the force has put activity in place to ensure that, where possible, Section 60 searches are carried out by local officers: this is viewed as a means of restoring confidence for local young people.
- The PSD undertook a complainant survey in 2007 to assess how service could be improved, and provided the opportunity for the force to ask complainants about what action they wanted taken against the officers/staff whom they had complained about, the ease of making complaints and so on. Survey results have allowed the force to reflect on and address the way in which complaints are dealt with.

Work in progress

- None identified.

Areas for improvement

- While the force has altered its collection plans for activity analysis on PCSOs, it should consider a more frequent method of data capture than the current activity analysis sample - conducted every 12 weeks currently. This will enable the force to gauge the amount of PCSO input into SN activities, identify good practice and ensure the efficient use of resources.

The force demonstrates sustainable plans for Neighbourhood Policing.

Summary statement

The force and the PA have convincingly shown how they plan to ensure that Neighbourhood Policing will be sustained beyond April 2008.

Strengths

- The Dorset 2010 project is the long-term force response to the HMIC report '*Closing the Gap*', the purpose of which is to make Dorset even safer to 2010 and beyond. There are seven key objectives that form Dorset 2010, including embedding SNTs and meeting customer expectations.
- The force and the PA have demonstrated through the 2008–11 policing plan that neighbourhood policing will be sustained beyond April 2008. The policing plan states that *SNTs will provide a consistent presence of dedicated officers capable of working with the community. They will be visible, accessible, skilled, knowledgeable and familiar to the community. They will use intelligence-led identification of community concerns and provide prompt, effective, targeted action. They will also create joint action and problem-solving plans with the community and other local partners to improve the local environment and the quality of life within the community.*
- Each department within the force, such as finance, HR and estates, has objectives within individual departmental plans as to how it intends to support SN: for example, the estates department has a specific SN plan with an allocated budget which will also look at co-location.

- The force has clearly articulated its expectations of SNOs and staff to deliver a safer Dorset. During the inspection it was clear from meetings with members of staff that officers and staff understand their role.
- The new community engagement department, which focuses on people and communities, has responsibility for the implementation and delivery of neighbourhood policing together with citizen-focused policing, young people issues and other diversity areas.
- Within the continuous improvement database there are a series of improvement plans that cater for NPIA and HMIC assessments of Neighbourhood Policing. These plans are updated monthly for each business area and are signed off once complete. The CDD manages this process, which is overseen by the tactical operations group and the DCC.
- There is clear evidence of improvement in the delivery of neighbourhood policing as a result of these plans, witnessed by the inspection team and reflected in this report.
- Leadership within Dorset Police is both supportive and intrusive, from chief officer level through to division, sector and SNT levels. Interviews with partners confirm the degree of rigour being applied to the implementation of neighbourhood policing.
- The PA is actively involved in the governance and scrutiny of neighbourhood policing. Its representatives sit on the SN and people focus boards, and is seen as providing oversight and support, as well as challenge and rigour.
- PA members meet with divisional commanders on a monthly basis and the PA describes these relationships as being good and challenging.
- Formal scrutiny of neighbourhood policing by the PA is through the community engagement and communications committee, and also by full PA meetings.

Work in progress

- Each member of the PA will be assigned a group of SNTs consistent with the sector structure in each of the two new divisions. The sector inspector will be the initial liaison point for the assigned PA member and will provide the PA member with an overview of the structure of SNTs and how they engage with the community. The sector inspector will also make arrangements for PA members to become involved in the local structure of neighbourhood engagement.
- Each PACT meeting will be visited by a PA member at least once a year.

Areas for improvement

None identified.

Developing practice

See Appendix 2.

Developing Citizen Focus Policing

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

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

Following the moderation process, Dorset Police has been assessed as exceeding the standard, which means that the force demonstrates that it meets the standard and displays innovation in Citizen Focus implementation.

There are indications the force is innovative in the clear branding and delivery of the force vision and values, during the drafting of which the expectations of the community and staff were established by means of consultation and incorporated. It was evident to the inspection, from the understanding shown by staff and the communications displayed across the force, that the vision and values are embedded throughout the organisation. The force is a market leader and has received recognition in national publications such as *Police Professional*, Home Office and NPIA publications. It also received excellent gradings in 2005 and 2006 from the HMIC inspection of customer service and accessibility.

The force has developed activities which lead to improved outcomes. These include the force enquiry network - which utilises the skills of station desk officers at 20 police stations across the force area to provide a virtual police enquiry centre and an enhanced service to the public, the reviewing of media articles by volunteers; and the force website which gives users access to a victims of crime portal, top 10 enquiries, postcode searching and Neighbourhood Policing pages.

The force is performing significantly above its MSF group in at least one SPI, namely overall satisfaction and confidence in local policing. The remaining SPIs (namely confidence in local police, police being there when they are wanted, being treated with respect, being treated fairly, police dealing with minor crimes, police understanding of community issues and police dealing with local priorities) are also above the MSF average.

Dorset Police has a higher than national average of officer time spent on front-line policing.

The force provides strategic leadership, and is demonstrably active in systematically refining its policing service to improve the citizen experience.

The force has demonstrated a consistent approach to citizen-focused policing over a five year period. The continuity of events, long-term commitment and positive leadership have been ensured by the Chief Constable and other members of the chief officer team.

Reinforcement of the force vision and values is undertaken by the chief officer team at each and every opportunity. This is particularly demonstrated through the annual policing plan launch attended by every supervisor and manager, where the Chief Constable delivers a presentation and discussion forum on the force vision and values. Senior managers attend a six-monthly leadership event with an emphasis on Citizen Focus.

The force has two strategic objectives – “to make Dorset safer and to make Dorset feel safer” – supported by an operational priority to secure trust and confidence. The force focuses on customer emotion and delivering a positive experience.

Leadership selection employs a lay panel that is independent of the force and solely responsible for assessing Citizen Focus: it is also an essential selection component for promotion

The force recognises the virtuous cycle of three related areas that lead to improved public confidence: valuing staff, customer focus and community engagement. These elements have been reviewed and each broken down further to identify what makes them up.

The force has undertaken a variety of focus groups and surveys which have identified that people should be put at the centre of events. Staff surveys have identified an expectation that they should be professional, motivated, supported, respected and valued. Community and customer expectation as above identified that they should be listened to, understood, kept informed, protected and safe. These expectations have since formed an integral part of the force vision, values and the deliberate experience.

Since 2003/04, levels of confidence in the force have shown a year-on-year rise from 56.2% to 63.8% (2007/08). The force aspiration is to achieve a 70% confidence target, and it has dedicated a senior member of staff to progress work in this area.

Dorset Police has not actively sought recognition as a national leader in citizen focus policing, however, systems, processes and results indicate that it is and as such the following forces have made contact with a view to raising their own performance: Devon and Cornwall, Kent, Lincolnshire, the Metropolitan Police Service, Thames Valley Police, Sussex, Wiltshire and the Netherlands National Police.

Representatives from Dorset Police are members of the national Citizen Focus forum. The force has formed the regional Citizen Focus forum and contributed to Home Office and criminal justice system guides on Citizen Focus.

The force has developed activities which lead to improved outcomes, as evidenced by its good practice being cited in Home Office (Police Crime Standards Directorate) and NPIA professional literature. Previous HMIC baseline assessments have graded the force as being excellent for customer service and accessibility. Dorset Police was re-accredited in 2007 as an Investor in People.

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

Summary statement

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

Service users’ views are sought and are used to improve service delivery

Strengths

- The Dorset 2010 project is the long-term force response to the HMIC thematic *Closing the Gap*, the purpose of which is to make Dorset even safer to 2010 and

beyond. There are seven key objectives that form Dorset 2010, including embedding SNTs; meeting customer expectations of being listened to, understood, informed, protected and safe; and meeting staff expectations to be professional, motivated, supported, respected and valued.

- The force has identified what is expected of it through wide consultation with its communities, stakeholders, partners and staff. It works deliberately to deliver a positive experience that is consistent with both the force values and what communities expect.
- An external organisation has been employed to undertake monthly customer satisfaction surveys which routinely report back levels of satisfaction to the force. This information is used to inform service delivery and to make improvements where necessary.
- A team of volunteers scans national and local media looking for police-related articles. The volunteers consider the positive or negative impact of these upon local communities and assess them against the force values and community expectations. Feedback is provided in order that the force can consider any potential risks, and take immediate action to fill in any gaps or mitigate any damage to the reputation of the organisation.
- ‘Organisational raids’ are conducted to learn from successful enterprises. This process involves teams from Dorset Police having access to and interviewing a variety of personnel from other organisations. This process provides organisational and personal learning. Organisations visited have included the John Lewis Partnership (including Waitrose), Somerfield, Hall and Woodhouse, and Poole NHS. (See also developing practice below.)
- Dorset Police has set up a multi-faith forum to understand the specific needs and expectations of faith communities; this builds upon the already established IAGs, and it is expected that it will not only advise the police on the needs and expectations of minority communities but also act as a link to those communities so that messages can be passed to them. This forum has been identified as good practice within the *Citizen Focus Practice Guide to Improving Follow-up with Victims and Witnesses*, (March 2007).
- The force has consulted with the voluntary sector to help it to understand victims with learning difficulties. Together they identified that existing methods of crime reporting and statement drafting presented difficulties. As a result the force has produced a picture-based crime reporting mechanism that assists victims with learning difficulties to describe what has happened to them.
- In May 2008, a youth summit was instigated and hosted by Dorset Police, with the intention that the police and partners should engage with and learn more of the views of young people from across the force area. The event was attended by approximately 90 young people from diverse groups, and showed a willingness by Dorset Police, with partners, to experiment and learn what young people as customers need and want.
- Environmental scanning is routinely carried out by a variety of means, and is co-ordinated by the corporate development team.
- The force has a tag-line of “One Team, One Vision – Committed to a Safer Dorset for You”. This is an extremely clear message that is communicated both internally

and externally. The force's 'One Team' comprises police officers, police staff, the Special Constabulary and other volunteers. Their commitment is to deliver One Vision – A Safer Dorset for their communities.

- Governance of the process of making services more citizen-friendly is through the PFB, chaired by the DCC. This board is a cross-force delivery mechanism and consists of representatives from all business areas, the PA and staff associations. A community engagement department has been created, which focuses on people and communities and is led by a superintendent, supported by a chief inspector (as customer relations manager) and a people focus analyst. This department has direct line reporting to the DCC as the citizen focus lead. It combines the various strands involved in the delivery of citizen focus policing, and encompasses Neighbourhood Policing, young people and other diversity areas. Each division and department has a citizen focus champion to ensure that services delivered become more citizen-friendly.
- All staff within the force control room and the police enquiry centre (PEC) receive training every five weeks, and citizen-focused service delivery is reinforced.
- Each division and department reviews citizen focus issues at its monthly performance meetings in order to improve performance and service delivery. These meetings are also a forum for managers to acknowledge good work and share good practice.
- Service users' views were sought and were instrumental in a significant change in call-handling and service delivery procedures, in which the force implemented a virtual PEC through the FEN, utilising the skills of station desk officers at police stations across the force area. The system was introduced in 2007, and has led to an upturn in call-handling performance and customer satisfaction with initial contact.
- The force has undertaken project work in attempts to prevent children entering the criminal justice system, through a restorative justice programme. This aims to meet the needs of victims while at the same time continuing to build trust and confidence in the community. Children committing identified crimes are dealt with outside the criminal justice system in a fashion that aims to prevent re-offending, and involves victims and members of the community in the decision-making process, and is also aimed at improving customer satisfaction.
- To assess the impact of the risks posed to the community, the force has introduced a community threat assessment matrix. To ensure that impact is reduced, the matrix is shared with the critical incident IAG, which assesses and validates it. This matrix has received recognition nationally as good practice.
- A good example of Dorset Police changing its approach to make its service more citizen-friendly is in the custody centres. Following complaints from police officers, staff and detained persons the force reviewed its medical provision within custody centres. This review led to an innovative means of providing medical services using trained nurses, who are able to assess and treat detained people more promptly and efficiently. This has reduced the length of time detainees have to wait for medical services, allowing the case investigation to progress more quickly and in turn reducing the time detainees are required to remain in police custody. The force has conducted a survey of detainees which showed detainee confidence increasing following a period in custody.

- The PA has a nominated citizen focus lead who is actively involved in the governance and scrutiny of satisfaction and confidence performance. The lead sits on the force PFB. The PA community engagement and communications committee receives a quarterly performance report on customer satisfaction. The PA and the force have a joint community engagement strategy, in addition to the PA completing its own consultation exercises, which then support the policing plan and strategic assessment.
- Nominated PA members attend quarterly meetings with divisional commanders where performance issues and customer satisfaction at divisional level are discussed.
- The force has produced a set of frequently asked questions on the Victims' Code, and made them accessible on the intranet for easy reference for officers and staff, complementing the face-to-face training delivered.
- As a result of analysis of direction and control complaints, the force has identified that where police search powers are exercised under Section 60 of the Criminal Justice and Public Order Act by officers who are not local to that SN or division, there is a rise in complaints by young people who have been searched. In response to this finding, the force has put activity in place to ensure that where possible Section 60 searches are carried out by local officers – this is viewed as a means of restoring young people's confidence in the police.

Work in progress

- The head of corporate development is undertaking an academic review of how to improve confidence, in order to assist the force in achieving a 70% confidence level.
- Mapping has commenced to examine end-to-end customer journeys through Dorset Police with a view to making continuous improvements throughout. (See developing practice below.)

Areas for improvement

- Notwithstanding the positive comments made later in this report regarding strong branding, there is still a need to raise public awareness of the force's vision and values. Opportunities to publicise these should be increased through use of posters displayed within police station front offices, on public notice boards, at bus stops/on buses and at other public service venues.
- There is a need to introduce a degree of rigour, formalisation and robust audit trail to the manager / supervisor call-backs to victims of crime.
- The feedback process concentrates on dissatisfied customers, and accordingly there is a need to balance the feedback from the satisfaction surveys to include users who are satisfied or very satisfied, in order that learning can be shared and staff recognised for good work.

RECOMMENDATION 3

Her Majesty's Inspector recommends that force reviews its manager / supervisor call back processes to ensure there is corporacy and rigour with an effective audit trail. Furthermore feedback from call backs and satisfaction surveys should include positive experiences as well as negative so that learning can be shared and staff recognised for good work.

Quality of service complaints are dealt with effectively

Strengths

- The PSD is actively involved in delivering a positive customer experience. The department is represented on the PFB and the strategic and tactical TCGs. This allows hotspots and trends to be identified and action taken to rectify any service failure. Complaints against police officers are seen as the severe end of dissatisfaction, and there is a process to identify all levels of complaint, which includes the central monitoring and review of quality of service complaints via a force-wide database.
- The PSD undertook a complainant expectation survey in 2007 to assess how service could be improved, thereby reducing future complaints. This was an opportunity for the force to ask complainants about what action they wanted taken against officers/staff complained about, the ease of making complaints etc. This survey allowed the force to reflect on and address how complaints are dealt with.
- The PSD has nominated lead officers for each division, who have quarterly meetings with the chief inspector governance managers to discuss complaints, trends and gaps in service.
- The PSD issues a quarterly departmental newsletter entitled *Hindsight*, which is circulated to all staff and officers via the intranet and general orders; copies are also displayed as posters. This is a means of raising awareness of issues and potential causes of service failure.
- A central direction and control database is maintained on the force intranet by PSD. This allows divisional managers to enter, monitor and review direction and control complaints. On a monthly basis the PSD compiles a summary of trends and gaps in service which is then circulated to managers across the force for dissemination to staff and officers.
- PSD is represented at all key strategic boards, including the PFB, the strategic crime board and the training users group. This ensures that any significant trends or issues are identified and action taken.
- Where the force identifies through such means as direction and control complaints that service delivery has failed to meet standards, such complaints are the responsibility of the divisional governance manager, who requires the section commander to undertake action to ensure service recovery. The complaint and subsequent actions are recorded centrally and overseen by the governance chief inspector.

Work in progress

None identified.

Area(s) for improvement

None identified.

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

Strengths

- The force has taken steps to identify exactly what is expected of it through a systematic and detailed consultation process, conducted both internally and externally. The findings of focus groups and surveys delivered the force vision and values. The citizen focus vision features on the front page of most communications, screensavers and posters. The force has adopted the National Quality of Service Commitment and victims of crime principles into its values, and force priorities, policies and procedures aim to ensure that those who receive the force's service are listened to, understood, informed, protected and safe.
- Feedback from external customer satisfaction surveys is managed by the CDD. Customers who are dissatisfied are identified (if they agree) and managers/supervisors are required to undertake two customer call-backs each month to discuss areas of dissatisfaction (see areas for improvement).
- The divisional service support team in Bournemouth dip-samples one or two people a day who have come into contact with the police (mainly focusing on victims) to check how they feel they were treated. Results are collated and fed into the divisional command team, with any issues being raised with individual officers and being raised in their PDR. Issues arising are discussed at inspectors' meetings (This process has been identified as good practice within the *Citizen Focus Practice Guide to Improving Follow-up with Victims and Witnesses*, dated March 2007).
- The force deserves recognition for having embedded Citizen Focus policing across the organisation. It is significantly ahead of other forces in this respect, in that processes and systems have been developed that require each business area to monitor compliance with the force's vision and values.
- Strategic governance of compliance with force vision and values (which encompass the quality of service commitment and Victims' Code of Practice) is through the PFB, chaired by the DCC and attended by representatives from across the organisation. Divisional compliance is ensured by the chief inspector governance managers who have responsibility for ensuring that staff deliver on the corporate standards. The force has a corporate governance policy which clearly sets out the expectations on staff to deliver the vision and values and links these vision and values into every element of the planning processes.
- Evidence was provided to the inspection of compliance with the Victims' Code of Practice being contained within the criminal justice department risk register.

Work in progress

None identified.

Area(s) for improvement

None identified.

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

Summary statement

The force has fully embedded corporate service standards expected of all staff when dealing with the public. Satisfaction and confidence performance is fully integrated into divisional and force performance management processes. The force is striving to ensure it provides a positive experience to every person with whom it has contact.

Strengths

- The force has implemented corporate standards for the way in which staff are expected to deal with everyone with whom they have contact. The standards are the result of internal and external consultation and have been part of the fabric of the organisation since 2006. The corporate standards are reinforced at every opportunity and are clearly understood by all officers and staff.
- Dorset Police crime management system sends automated messages to officers to remind them when they are required to update victims of crime, for example if an offender is given bail. If the officer does not complete the update to the victim within a day it is highlighted on the system in red; sergeants have responsibility for ensuring that actions are completed.
- The force has implemented corporate standards around staff accessibility. These cover voicemail management, email out of office and public contact details.
- The Dorset Police website provides details of how to contact the police and gives more detailed contact information for local officers in its “Local policing – our divisions” section. The virtual SN section of the website provides easy access to local information through searches by postcode and by beat.
- A recent addition to the website is a crime victim portal, where victims can enter the crime reference number given to them and then view details of the current status of the investigation. The portal also provides crime prevention advice and contact details of support agencies, along with detailed explanation of crime policies and procedures.
- There is a subscription service whereby news updates on policing matters and events taking place in Dorset are sent directly to a subscriber’s internet front page.
- The front page of the force website has a list of the top ten enquiries, each of which has a hyperlink to the relevant page providing contact details and other information: for example, the lost mobile phone page gives details of how to find the IMEI number and which service provider to make contact with, and explains how to report the item missing. Other top ten enquiries include reporting missing persons, noise nuisance, ASB and road traffic collisions.
- In addition to the website, there are SN newsletters which contain details of SNTs. These details are also published in local authority and voluntary organisation newsletters. SNTs also have their contact details on local authority websites, and

many have their own business contact cards. An example of good practice is the SN calendars which were produced for all residents and businesses in specific neighbourhoods. These included details of partners, crime prevention advice and contact information.

- Dorset Police introduced call back cards in June 2006 as a means of managing the expectations of victims and witnesses and of keeping them informed. The cards provides details of a nominated officer, when the officer will next contact the victim or witness, the officer's next three duty times and how the officer can be contacted if necessary. In addition the cards contain standard information and reassurance messages. The force believes that the cards led to an improvement in the SPI for keeping people informed over the two quarters following their introduction, and that they have contributed to a rising trend since then. (See developing practice at Appendix 2 below.)
- The force has introduced a text message facility for people who are hard of hearing or speech-impaired. This facility is called 'Police Link Officers for Deaf People' (PLOD) and seeks to improve the policing service given to hard-of-hearing or speech-impaired residents, workers and visitors in the Dorset Police area. (See Area for improvement) The HR personnel system identifies staff and officers who are trained to sign and are willing to communicate with people who are hard of hearing.
- Training has been delivered to all officers and staff to ensure they understand and are able to deliver the corporate standards contained within the force vision and values. Every individual joining Dorset Police is provided with training input on the force vision and values, and these are made even more explicit within key business areas such as the force control room and the PEC.
- The contact management department has undertaken significant work to make improvements in the call-handling facilities within the force. A workshop entitled 'Planning for Success' included members of staff, PA and IAG representatives. The workshop resulted in a five-point improvement strategy including: continuous improvement, developing and valuing of staff, leadership focused on customer service, managing of demand, and operational focus.
- Managers are expected to participate in 360-degree appraisals. The appraisals contain question areas designed to test participants' capability to deliver a citizen-focused service. These are voluntary but over 90% of managers have completed them. Following completion, the managers have access to nominated coaches and mentors to assist with personal development.
- Corporate standards are reinforced at every opportunity, including leadership events, the policing plan launch and training days, as well as on the intranet (including screensavers) and in force publications.
- The force corporate standards are championed by the DCC, who is the ACPO Citizen Focus lead and chair of the PFB.
- Each member of staff has a PDR objective related to the delivery of a citizen-focused policing experience. Managers have specific PDR objectives to ensure that their teams deliver a citizen-focused experience.

- The clarity of branding of corporate messages is excellent. The branding is consistent, very visual and easily understood. The force uses the colours from the force crest and replicates them within the force banners containing the vision, values and expectations.
- The force vision and values are published and communicated through a variety of means including the website, public events such as the civic day attended by partners and led by the Chief Constable, publications and vehicles.
- The MCCD has taken a lead in driving the corporate branding throughout the organisation. While the MCCD has the corporate overview of branding and message delivery, it is ably supported by a divisional marketing officer. A good example of the MCCD being involved in delivery at a divisional level is the tailoring of the PACT toolkit to meet local need, eg Bournemouth 2026, Safer Poole and PACT within Dorset County Division. This has been achieved without dilution of the PACT toolkit or the Safer Dorset for You branding.
- Reward and recognition feature highly within the ethos of the organisation, and public award ceremonies take place throughout the year. The force has a variety of annual awards including those for SNTs and individuals, community engagement, volunteers and diversity in the community; and, outside this process, the Chief Constable's quality of service awards for dedication and commitment displayed by staff.
- The Chief Constable seizes opportunities to acknowledge good performance individually and at seminars, for example recognising the contribution made by station desk officers following the introduction of the FEN.

Work in progress

- The force is developing the definition of professionalism and addressing the facets of appearance, attitudes and action. The policy on standards of address and appearance is accessible on the intranet for all staff to view.

Areas for improvement

- The PLOD text facility is in need of repair and upgrade.
- There is a need for the force to communicate better the formal reward and recognition given to its officers and staff for delivering a positive experience to the public, as in some business areas of the organisation this process is not readily understood. There is a need for the force to ensure that SN web pages are kept up to date with relevant information and contact details. In particular, the inspection found that public meeting dates shown had expired and that no new dates had been input.

Performance processes include local satisfaction measures, and locally established priorities

Strengths

- The 2008/09 control strategy details operational priorities under the banner "making Dorset safer and making Dorset feel safer". Within the 'feel safer' operational priority is the objective of securing the trust and confidence of people in Dorset in their

police force and the wider criminal justice system. Communication, alongside enforcement, prevention and intelligence, is included as a control strategy strand.

- The policing plan for 2008/09 sets out how every member of Dorset Police will: live its values; respond to the needs and expectations of its communities and staff; provide the highest-quality service; achieve policing excellence; deliver top-class performance; and make Dorset safer for people living in, learning in, working in and visiting the county.
- The force claims that the implementation of SN, the method of call handling and other force customer-focused systems and processes have all contributed to increased customer satisfaction over time.
- Survey data is considered at both force and divisional performance meetings. One of the areas being focused on by the force for improvement is keeping victims of crime informed. This target is addressed in detail at all performance meetings. A continuous improvement review of keeping people informed is under way.
- Chief officers complete quarterly divisional performance reviews in the two territorial and three operational support divisions. These reviews provide an opportunity to scrutinise and challenge divisional commanders and senior management team on all performance issues. Evidence was provided to the inspection team that demonstrated challenges on service delivery and standards, including standards of dress, public satisfaction and confidence measures, and diversity issues such as implementation of IAGs.
- Specific continuous improvement reviews have been conducted across the organisation and have concentrated on Citizen Focus service delivery.
- A group of volunteers undertake media monitoring, which enables an assessment of the perception drawn from media articles to be measured against force values and community expectation.
- The SN project team has undertaken detailed quality assurance of SN implementation, including cross-division peer reviews. For example the quality assurance process for customer communication was conducted by checking responses to emails, and showed that out of 77 test emails, 66 responses were received within three working days.
- Reality checks completed by HMIC highlighted that significant steps are being taken by SNTs to engage with communities in high-crime neighbourhoods. Relationships with such communities are developing and there are signs that confidence is increasing, leading to identification of community priorities and joint problem resolution.
- The contact management department, through its continuous improvement strategy, has achieved the following performance increases:
 - 93% of 999 calls answered within the national ten-second target, compared with 81% in 2005;
 - 23% more non-emergency calls answered than in 2005;
 - all waiting times halved to around 33 seconds for non-emergency calls;
 - abandoned calls reduced from 16% to 4%; and
 - public satisfaction with call handling and enquiry offices is now above 90%.

- The force has sought to link its operational priorities with LAA priority indicators and local criminal justice board indicators. This attempt at synergy will go some way towards ensuring that all organisations mentioned work towards delivering a safer Dorset.

Work in progress

- A service desk standards and training officer has been appointed and structured training for SDOs commenced in June 2008.
- The force has recently implemented a new performance management system for SNTs, which uses a balanced scorecard containing a series of performance indicators aimed at measuring the effectiveness of the teams and their impact on local communities.

Area(s) for improvement

- Control room and PEC supervisors should more routinely undertake customer call-backs to ensure that staff continue to deliver a high-quality service. The information obtained from these call-backs should be fed back to individual members of staff, providing both recognition of good performance and developmental opportunities where service delivery has not met force standards. From group and individual interviews it was evident that voicemail management is not universally applied, with call forwarding being used in preference: this impacts on the team which has responsibility for picking up the forwarded calls. Better use of voicemail and call management should be encouraged.

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

	SPI 1e Satisfaction with the overall service provided		SPI 3b Satisfaction of users from minority ethnic groups with the overall service provided	SPI 3b Gap – comparison of satisfaction for white users and users from minority ethnic groups with the overall service provided
	Difference from MSF	2005/06 to 2007/08 change	2005/06 to 2007/08 change	+/-pp
Dorset Police	+4.0 pp	+1.7 pp	+6.1 pp	+1.3 pp

Summary statement

The SPI data shows that force performance is significantly better than the average for the MSF.

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

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

There is a satisfaction gap between white users and users from minority ethnic groups with the overall service provided. Users from minority ethnic groups are 1.3 percentage points less satisfied.

Context

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

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

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

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

SPI 1e – satisfaction with the overall service provided.

86.7% of people surveyed in the year ending March 2008 were satisfied with the overall service provided, which is significantly better than the MSF average.

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

Force performance has slightly improved in the year ending March 2008; 84.7% of users from minority ethnic groups were satisfied with the overall service provided, compared with 78.6% in the year ending March 2006.

There is a slight satisfaction gap between white users and users from minority ethnic groups with the overall service provided, however this is not significant. Users from minority ethnic groups are 1.3% less satisfied.

Strengths

- The organisational priority to secure the trust and confidence of people in Dorset through "making Dorset safe and making Dorset feel safer" has led to significant improvements in both confidence and satisfaction levels. The force is top of its MSF group and top nationally for confidence measures, and top of its MSF group and third nationally for victim satisfaction. (The measures displayed are for the financial year 2007/08 and the positions within the MSF group relate to the group as it stood at the end of March 2008, not the revised groupings for Assessments of Policing and Community Safety.)
- Against the 2008/09 force priority to secure the trust and confidence of people in Dorset, there are 17 individual indicators with targets, with one new indicator establishing a baseline. These indicators include the percentage of victims who are satisfied with the service provided by the police; the satisfaction gap between white

and BME victims; the satisfaction levels of victims of racist incidents; and the percentage of the public who think the police in their local area are doing a good job.

- The force produced evidence that demonstrated a significant increase in the satisfaction level of BME users, which now stands at 95.5% satisfied for the final quarter of 2007/08.
- Racial incident victims have been identified by the force as a vulnerable group whose experience can have an adverse impact on satisfaction measures. The force has therefore put in place actions in order to address this. Early indications are that the actions have been successful; however, the period of recovery needs to be sustained over time to ensure that this was not an isolated improvement.

Work in progress

- The force recognises that a key area for improvement is victim follow-up. Officers and staff are encouraged to keep victims informed and comment has been made elsewhere in this report as to how the force achieves this. Within the 2008/09 policing plan there is a target to achieve 70% satisfaction among victims with regard to their being kept informed of progress. The position at the end of 2007/08 was that 65.1% of victims being kept informed were satisfied with their police contact.

Area(s) for improvement

- Consideration should be given to surveying non-English-speaking victims in their own language to ascertain a more accurate picture of customer satisfaction for BME service users.

Recommendations

RECOMMENDATION 1

Her Majesty’s Inspector recommends that the force should undertake an evaluation of neighbourhood policing training which should encompass joint training with partners.

RECOMMENDATION 2

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

RECOMMENDATION 3

Her Majesty’s Inspector recommends that force reviews its manager / supervisor call back processes to ensure there is corporacy and rigour with an effective audit trail. Furthermore feedback from call backs and satisfaction surveys should include positive experiences as well as negative so that learning can be shared and staff recognised for good work.

Appendix 1: Glossary of Terms and Abbreviations

A

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

B

BCS	British Crime Survey
BCU	Basic Command Unit
BME	Black and Minority Ethnic
BPA	Black Police Association

C

CDRP	Crime and Disorder Reduction Partnership
CMU	Crime Management Unit

D

DCC	Deputy Chief Constable
DV	Domestic Violence

G

GO	Government Office
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H

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

HSE Health and Safety Executive

I

IAG Independent Advisory Group

ICT Information and Communications Technology

liP Investors in People

IS&T Information Systems and Technology

L

LCJB Local Criminal Justice Board

LSCB Local Safeguarding Children Board

M

MAPPA Multi-agency Public Protection Arrangements

MPR Monthly Performance Review

MSF Most Similar Force(s)

N

NCRS National Crime Recording Standard

NIM National Intelligence Model

NHP Neighbourhood Policing

NPIA National Policing Improvement Agency

NSPIS National Strategy for Police Information Systems

O

OBTJ Offender brought to Justice

P

PCSO Police Community Support Officer

PFI Private Finance Initiative

PI	Performance Indicator
PIP	Professionalising the Investigative Process
PURE	Police Use of Resources Evaluation
Q	
QoSC	Quality of Service Commitment
R	
REG	Race Equality Group
S	
SARA	Scanning, Analysis, Response, Assessment
SOCA	Serious and Organised Crime Agency
SPG	Strategic Performance Group
SPOC	Single Point of Contact
T	
TCG	Tasking and Co-ordinating Group

Appendix 2: Developing Practice

INSPECTION AREA: Neighbourhood Policing
TITLE: PACT Rural Engagement Plan
PROBLEM: A guide to the PACT process, known as the PACT Manual and Toolkit, has been developed as a guide for all multi-agency SNT members and their meetings with PACT panels. The toolkit, with its six recommended types of engagement, has proved to be very effective, particularly in urban and semi-urban neighbourhoods. However, Dorset County division also covers large rural neighbourhoods where effective community engagement is harder to achieve due to the large number of villages and hamlets, where it would be unreasonable to expect the small number of local authority officers to attend regular meetings.
SOLUTION: SNTs in rural locations will continue using the PACT toolkit and working in partnership with a PACT panel, but will additionally develop a PACT rural engagement plan. The aim of the engagement plan will be to focus rural engagement on the basis of parish boundaries. Each village and hamlet located within a parish will have a key individual (SPOC) who will initially be chosen after consultation between the parish councillors and the SNT. The village SPOCs are seen as crucial to the success of the engagement plan and will be advocates for their village/community. The village SPOC will provide the direct contact link between their neighbourhood, the local SNT and the parish council. The SPOC will be able to identify emerging concerns, many of which will be resolved at a local level, and they will then report back to their neighbourhood on action taken. Ongoing problems which cannot easily be resolved will be referred to the PACT panel and priorities will be agreed on the basis of the evidence provided by the respective village SPOCs.
EVALUATION: The three district councils which cover the rural communities in the division have already written to the parish councils outlining the proposal, which has been well received. The plan will be implemented during March–April 2008 with ongoing evaluation. The satisfaction survey will form the key indicator of success; other KPIs have yet to be established.
EXTERNAL VALIDATION: Not applicable at this stage.
OUTCOMES: To create neighbourhoods that are safe and feel safe. To deliver local services effectively through partnership working between agencies and organisations.
FORCE CONTACT: Inspector Peter Holland, Verwood Police Station. 01202 828080

INSPECTION AREA: Neighbourhood Policing

TITLE: Co-located partnership team

PROBLEM: Key partners responsible for providing community safety and crime reduction services were working in silos.

SOLUTION: It was identified by Superintendent Colin Searle that it would benefit all involved to bring the key partners together in one location to work alongside each other and provide a more co-ordinated approach to service delivery.

Community safety officers, ASB officers, analysts, administrative staff and police officers were brought together to work from West Weymouth police station.

Key individuals from Dorset Police, West Dorset District Council and Weymouth and Portland Borough Council are now co-located and working successfully together. There are plans to bring other key partners together to work in the co-located team.

EVALUATION: The co-located partnership team has been established now for several months. During that time there have been a number of significant problems to overcome, for example:

- IT systems – access to partners systems and interagency compatibility; and
- differences in organisational HR protocols (eg sickness recording procedures).

Over the course of this period all agencies involved have come to see the benefit of the working arrangement and have made firm commitments to continue working in this way.

West Dorset District Council is in the process of evaluation and its findings will be available later in the year.

Weymouth and Portland Borough Council has just concluded a programme of restructuring of its entire organisation. It looked at the co-located partnership team and recommended that it continue due to the more streamlined and efficient processes that were now employed.

Dorset Police is in the process of restructuring under the Dorset 2010 project. The work of the co-located partnership team has been recognised as best practice. The model is currently being considered by partners from the east of the county and it is planned to form a team in the Christchurch area.

EXTERNAL VALIDATION: None at this time.

OUTCOMES: There have been some small, but not insignificant benefits from this initiative, and some really excellent projects have come from it. Arranging and having meetings is now much easier: whereas before extensive correspondence and travel to and from the agreed venue were necessary, the planning of meetings now occurs in minutes under one roof. As a result, multi-agency projects are now conceived and implemented in a much shorter timescale. The free flow of conversation and intelligence and the good teamwork that result from working together on a daily basis have also assisted in this.

FORCE CONTACTS:

Superintendent Colin Searle – 01305 226423; Geoff Gibbs – 01305 226583; Sergeant Justin Elliott – 01305 226620

INSPECTION AREA: Neighbourhood Policing**TITLE:** Blitz

PROBLEM: There have been complaints from members of the public about groups of youths consuming alcohol in the Weymouth/Portland area, resulting in increased anti-social behaviour.

SOLUTION: Funding was obtained from the local CDRP to run a pilot awareness event for 200 students in the Weymouth/Portland area in November 2005. This event proved so successful that the following year it was developed into a roadshow and was taken to ten mainstream secondary schools in the west of Dorset, where it was delivered to year 9 students. The ethos of the roadshow was not education through lecture, but learning through engagement and fun.

The roadshow commenced with a play called *Last Orders*, which was delivered by a professional team. The play looked at the consequences of alcohol consumption in young people. Following the play students split into two groups, one of which attended a workshop based on the play and facilitated by the theatre group.

This workshop examined how the story developed, where things started to go wrong, where the law was broken and the consequences. It was interactive, and students explored different methods of resisting peer pressure and learned how to cope when things do go wrong, for example how to put someone in the recovery position.

Fire service and police personnel jointly delivered the second workshop, on ASB: the main themes were hoax calls to the emergency services and arson, and how these behaviours are exacerbated by alcohol consumption. Again peer pressure was examined and coping strategies explored, the legal issues were considered, and emphasis was placed on how making a bad choice can affect the rest of your life.

Feedback from students and teachers was so positive that the roadshow was extended to all areas of the force in 2007.

SNOs play an integral role in the delivery of the roadshow, fundamentally within the ASB workshop, but also in support of the theatre group where necessary. They also facilitate learning activities during breaks, for example the use of 'beer goggles' which simulate drunkenness.

The roadshow is centrally supported, although a variety of funding streams are helping to sustain the project, including CDRP funding and sponsorship from HSBC and local businesses.

Other strands of Blitz are:

- Blitz Wize, a poster campaign to tackle the offence of proxy purchasing. SNOs distribute the posters and are able to outline the offence to, and gain support for the campaign from, local shopkeepers;
- Blitz 3, a three-step process to tackle drink-fuelled disorder, which plagues the night-time economy. Offenders receive warning letters, which can in extreme circumstances lead to consideration of an ASB order; and
- Factz, a guide to good role modelling for parents/guardians, with advice on discussing alcohol with children.

EVALUATION:

Roadshow:

Students completed a paper evaluation. Some 84% of students thought the roadshow would be beneficial to other schools. Only 4% of students stated that they would not adjust their behaviour as a result of what they had learned from the roadshow. 90% of teachers rated the event as excellent, while the other 10% rated it as good.

Blitz 3:

None of the recipients of first warning letters have come to notice a second time.

EXTERNAL VALIDATION:

Blitz has been recognised as best practice as follows:

- as a case study in the Home Office document *Cutting Crime: A New Partnership 2008–11*;
- by winning the overall award for tackling youth crime at the Dorset Criminal Justice Awards 2006; and

Government Office for the South West's *Positive Practice Guide: Tackling Anti-Social Behaviour*.

OUTCOMES: Students and young adults have an increased awareness of risk and the consequences of bad behaviour; while adults are more aware of their responsibilities, and of the fact that they could be breaking the law if they buy alcohol for minors.

Aids the familiarisation of students SNOs with their local officers, helping them to see the person beyond the uniform.

It also raises awareness among shopkeepers and their staff.

FORCE CONTACT:

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INSPECTION AREA: Citizen Focus

TITLE: Organisational raids – Learning from customer-focused organisations

PROBLEM: A high-performing organisation will constantly look to improve and to identify best practice. Focusing on the needs and expectations of the customer is comparatively new to the police service, and by learning from successful public organisations (and particularly commercial enterprises) an opportunity can be gained to improve customer focus.

SOLUTION: The concept of visiting and learning from successful organisations has been termed an ‘organisational raid’. The process enables teams from Dorset Police to access and interview a cross-cutting variety of personnel from other organisations. The process includes meeting with representatives from the most senior directors through to service providers at ‘shop floor’ level.

The methodology enables the exploration of the relationships between the people-focused values, goals and priorities espoused by the organisation and the perceptions of its leaders and staff as to what really happens – and in particular a focus on how managerial ideas and concepts are transmitted to members of staff who deal with the public. The process provides organisational learning as well as personal learning for team members.

Organisations raided so far include:

- Somerfield
- John Lewis Partnership (including Waitrose)
- Hall and Woodhouse
- Poole NHS.

EVALUATION: The process is evaluated from the perspective of lessons learnt on each occasion.

The process has produced organisational and individual learning and is now a formalised continuous improvement process. However, the long-term impact will be measured through the high-level evaluation process.

EXTERNAL VALIDATION: The process is not one for which Dorset Police has sought external verification.

OUTCOMES: There have been many benefits and outcomes from the process:

- for the force:
 - delivering quality of service;
 - development of the force leadership programme;
 - embedding values into the organisation;
 - the positives of mystery shopper quality assurance methodology; and
 - the generating of relationships and potential partnerships with significant companies who are large employers within the community;
- for force staff:
 - the opportunity to broaden skills in dealing with a range of people from outside the police environment. Some 20 staff have so far been involved; and

- for the organisation 'raided':
- the opportunity to receive feedback on areas of good practice and areas where perceptions may not reflect actual practice.

FORCE CONTACT:

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INSPECTION AREA: Citizen Focus
TITLE: Mapping the customer journey
<p>PROBLEM: Successive surveys of victims of vehicle crime and ASB indicated that levels of satisfaction were falling.</p>
<p>SOLUTION: Acknowledging that satisfaction is an emotional state derived from an expectation being met or exceeded, the force review of people focus made a recommendation that end-to-end customer journeys should be mapped. Satisfaction with policing of vehicle crime and ASB was comparatively poor and represented two different types of event – the first being an individual victimisation and the second being a community harm that may or may not involve individual victims.</p> <p>The methodology involves reviewing victim experiences at different points through the life of a specific service delivery event. Principally, these stages were pre-event, initial report, initial response, investigation and being kept informed.</p> <p>This approach adds value to the standard provision of survey-led satisfaction assessment, and enables a better understanding of how the emotions experienced change through the customer journey, leaving a final feeling of satisfaction or dissatisfaction.</p>
<p>EVALUATION: This developing methodology is in the process of reporting findings and has not yet been evaluated.</p>
<p>OUTCOMES: The work is at an early stage but has identified that customer journeys are individual and differ depending on the person and the type of event.</p> <p>However, the primary learning point is that people's preconceptions or expectations prior to the event are very much the baseline for later satisfaction. This is personal and needs to be properly understood. Expectations may be based on real vulnerability or even on a false understanding of the police's role or powers. The victim must be supported and expectations met or managed from this point.</p> <p>General findings from the mapping of ASB victims are as follows:</p> <ul style="list-style-type: none"> • Over 50% of callers actually call from the perspective of community well-being rather than individual victimisation; as a result, failure to meet expectations may lead to the assumption that police are not interested in the community and are disrespecting the caller's interest. • Callers have an expectation that police will respond straight away and have powers to deal with noise nuisance. • Callers are disappointed when police are not seen to take positive action. • Callers are disappointed when they do not know whether police attended or what was done.

General findings from the mapping of vehicle crime victims are as follows:

- 40% of callers actually ring local stations, indicating that many victims do not perceive vehicle crime to be an emergency. A higher percentage of ASB victims call 999 or the call centre.
- Satisfaction levels are higher on divisions where a greater proportion of vehicle crime is screened out. This appears to be because the screened-out crime victims are provided with an explanation and their expectations are addressed. However, where a crime is designated for investigation, the victim's expectations are raised and often left unmet, particularly when they are not kept informed. Failure to keep victims informed also appears to lead to failure to provide closure to a traumatic event.
- Victims have a preconception that forensic evidence can be located in all cases and are disappointed when the force does not carry out an examination.
- Victims appear dissatisfied when effectively given the decision to make their vehicle available for forensic examination and thus made responsible for the possibility of detection. Here, the practicality of losing the use of a vehicle while awaiting an examination means that victims often decline to make their vehicles available. This not only loses a detection opportunity but leaves the victim dissatisfied.
- The use of contact cards incorporating an agreement as to when the victim will be updated and details of how to contact the reporting officer appears to lead to greater satisfaction.

The force is now in the process of applying this learning to processes.

FORCE CONTACT:

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September 2008

INSPECTION AREA: Citizen Focus
TITLE: Keeping people informed – customer contact cards
PROBLEM: Agreeing to keep people informed often leads to misunderstanding or uncertainty about the arrangement, particularly when victims or witnesses are traumatised. This leads to a potential dissatisfaction when expectation is not met.
SOLUTION: The force approach to managing victims and witnesses has been to assess a number of factors, including the nature of the crime or event and the person's individual vulnerability. On this basis an agreement is made with the victim or witness about keeping them informed. The agreement becomes a contract of expectation, in writing to avoid misunderstanding, and together with the provision of other information becomes a source of reassurance to vulnerable people. The contact card first introduced by Poole Division is issued to anyone receiving a service and includes: <ul style="list-style-type: none">• the incident/crime or road traffic collision reference number;• the reporting officer's name and contact details;• the reporting officer's next three working duties;• an agreement as to when the officer will next update/make contact with the individual and the method of contact preferred by the individual, eg phone, letter or email; and• any other issues agreed. In addition, standard information and reassurance messages are included in the text.
EVALUATION: Evaluation is best provided by the outcome measure reported below. The card has proved popular with staff, who now have a professionally presented card that reinforces the verbal contract and serves as a prompt to ensure future contact.
OUTCOMES: The card was introduced in June 2006: it immediately led to an improvement over the following two quarters in the SPI for keeping people informed, and has contributed to a rising trend since then.
FORCE CONTACT: Chief Inspector Wesley Trickey – 01202 223826

Appendix 3: Assessment of Outcomes Using Statutory Performance Indicator Data

Context

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

The survey results come from two different sources:

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

Understanding survey results

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

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

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

HMIC grading using survey results

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

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

Understanding significant difference

The calculation that determines whether a difference is statistically significant takes into account the force's confidence interval and the confidence interval of its MSF.⁶ The results of the calculation indicate, with a specified degree of certainty, whether the result shows a real difference or could have been achieved by chance.

This greater level of precision is the reason why a difference of approximately two percentage points is statistically significant⁷ in the case of the user satisfaction indicator, whereas a difference of around four percentage points is required for the BCS indicators. If the sample size is small, the calculation is still able to show a statistically significant difference but the gap will have to be larger.

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

⁶ The BCS results are also corrected to take account of intentional 'under-sampling' or 'over-sampling' of different groups in the force area.

⁷ It is likely that there is a real, underlying difference between data taken at two different times or between two populations. If sufficient data is collected, the difference may not have to be large to be statistically significant.