

Her Majesty's Inspectorate of Constabulary



HMIC Inspection Report
Gloucestershire Constabulary
Neighbourhood Policing
Developing Citizen Focus Policing

September 2008



Gloucestershire Constabulary – HMIC Inspection

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Introduction to HMIC Inspections

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

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

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

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

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

HMIC Business Plan for 2008/09

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

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

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

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

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

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

Programmed Frameworks

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

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

Neighbourhood Policing

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

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

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

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

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

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

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

Developing Citizen Focus Policing

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

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

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

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

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

Statutory Performance Indicators and Key Diagnostic Indicators

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

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

Neighbourhood Policing

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

Developing Citizen Focus Policing

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

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

Developing Practice

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

The Grading Process

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

Meeting the standard

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

Force Overview and Context

Gloucestershire Constabulary has:

- 3 basic command units (BCUs);
- 18 Neighbourhood Policing teams (NPTs);
- 79 officers dedicated to Neighbourhood Policing; and
- 164 PCSOs dedicated to Neighbourhood Policing (to the end of March 2008)

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

Geographical Description of Force Area

Gloucestershire Constabulary serves the county of Gloucestershire, comprising six local authorities. The County city is Gloucester and the largest town is Cheltenham. Situated at the northern edge of the southwest region of England, Gloucestershire covers an area of 1,025 square miles, including large areas of outstanding natural beauty. The County includes the Cotswolds in the north and the Royal Forest of Dean in the southwest, separated by the Severn Vale.

Demographic Description of Force Area

The total population of Gloucestershire is 564,559 (2001 census). In comparison to national figures the proportion of the population of Gloucestershire who define their background as being a Black or Minority Ethnic (BME) group is low. Gloucestershire has relatively low levels of unemployment.

Despite its image as a rural idyll, significant pockets of deprivation exist within the County, with 13 wards in the top quartile nationally for deprivation. Furthermore, Gloucester district as a whole represents a particular area of deprivation, being the 101st most deprived district in the country out of a total of 354 districts. This situation has a significant impact on overall performance.

Structural Description of Force including Staff Changes at Chief Officer Level

The Force has a new purpose-built force headquarters is at Quedgeley, Gloucester, which was occupied in December 2005.

The chief officer group comprises the Chief Constable, a deputy chief constable (DCC), two assistant chief constables (ACCs), and two police staff directors. The Chief Constable has

been in post for seven years, having previously served as the deputy chief constable in the county for three years. The DCC was previously ACC (operations) in the constabulary. The ACC (operations) joined the Constabulary in 2005 and has also held the post of ACC (corporate services). The ACC (corporate services) joined the constabulary in April 2008 from Bedfordshire. The director of human resources joined the constabulary in April 2007 having previously been director of human resources at Cardiff University. The Director of Finance was appointed in April 2007 having originally joined the constabulary in 1990.

The force is made up of three basic command units (BCUs) known as divisions, each of which is co-terminous with two local authority areas. Each division is divided into inspector-led neighbourhood areas (INAs), within a geographic policing model; there are a total of 17 INAs.

Strategic Priorities

On 1 April 2007, the Chief Constable launched the strategic plan, Vision2010. Vision2010 runs until 31 March 2010 and will ensure that the constabulary is able to meet the challenges of the future, as well as the reasonable expectations of the people it serves now. Vision2010 is the force commitment to all the communities it serves. It provides the strategic framework for the constabulary, enabling it to shape its own destiny and make progress in a difficult and challenging operating environment.

In previous years, the force has produced a local policing plan, which was a separate document from its strategic plan, Vision2010. This year, for the first time, the force has produced a joint strategy and policing plan. This is called Vision2010+ and it enables it to retain the strategic direction and momentum provided by Vision2010, while at the same time meeting the need to incorporate the local policing plan into a three-year rolling plan.

The policing plan is published as a full website (not simply a downloadable document) at www.gloucestershirepolicingplan.org.uk/. The three-year strategy is linked to this site.

Current organisational strategic priorities for the force include:

- achieve new standards of performance through Investors in Excellence (IiE);
- maximise the efficiency and effectiveness of all its resources;
- develop its information-management capability; and
- recruit and develop its workforce to reflect the communities it serves and to meet its operational and organisational requirements.

Operational priorities

- Make its communities safer by reducing levels of crime, disorder and anti-social behaviour (ASB).
- Strengthen the trust and confidence of all its communities.
- Develop more efficient, effective and responsive criminal justice processes for victims and the public.
- Tackle serious and organised crime.
- Protect the county from terrorism and violent extremism.

Force Performance Overview

There has been a dramatic reduction in the number of crimes being committed in Gloucestershire, with 6,703 fewer offences recorded in the county during 2007/08 when compared to the previous year.

The fall in crime numbers, from a total of 52,388 crimes in 2006/07 to 45,685 in 2007/08, is the fourth decrease to be recorded by Gloucestershire Constabulary in successive years.

Over the course of the year the Constabulary also achieved a crime detection rate of 32%, up from the 30% target set by the Constabulary for detections at the start of the policing year.

The number of drugs offences in the county increased by 270 during 2007/08, but the rise is being attributed to increased Police activity in combating drugs supply in Gloucestershire.

Year comparisons for 06/07 & 07/08:

- Total Crime is down by 6'703 to 45'685, which is a 12.8% decrease.
- Violent Crime is down by 1'693 to 10'199, which is a 14.2% decrease.
- Sexual Offences are down by 72 to 595, which is a 10.8% decrease.
- Robbery is down by 96 to 298, which is a 24.4% decrease.
- Domestic Burglary is down by 286 to 2'297, which is an 11.1% decrease.
- Other Burglary is down by 523 to 3'307, which is a 13.7% decrease.
- Vehicle Crime is down by 414 to 4'849, which is a 7.9% decrease.

Section Detection Rate for 06/07 & 07/08s:

- Total Crime SDR has increased from 30.2% to 31.5% making a positive change of 1.3%p.
- Violent Crime SDR has increased from 46.5% to 49.5%, making a positive change of 3.0%p.
- Robbery SDR has increased from 29.9% to 35.9%, making a positive change of 6.0%p.
- Domestic Burglary SDR has increased from 20.5% to 24.3%, making a positive change of 3.9%p.
- Other Burglary SDR has increased from 14.5% to 21.3%, making a positive change of 6.8%p.

Compared with its MSF, Gloucestershire Constabulary has:

- The second highest level of detection per crime
- The third highest level of detection for burglary
- The highest detection rate for robbery
- The highest detection rate for serious acquisitive crime

In 2006/07 the Constabulary embarked on Operation Clumber, a county-wide initiative targeting major drug dealing and the use of firearms within Gloucestershire. This operation spawned a number of sub-operations, which in the last 12 months have resulted in arrests

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of key individuals in the drugs trade, many of whom received custodial sentences; officers seized drugs with an estimated street value of more than £1/3 million, more than £100,000 cash and a loaded firearm.

Neighbourhood Policing

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

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

Neighbourhoods are appropriately staffed (coverage).

Summary statement

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

Strengths

- Neighbourhoods and their boundaries have been clearly defined (using an advanced scoping process) with the community and partners. 55 communities (neighbourhoods) and 18 safer community team (SCT) areas are now in place and partners including 6 local authorities work to these same boundaries which provide more consistent local services. The mapping of virtual communities is in place.
- Some boundaries have been modified during consultative processes in order to improve SCT services eg a boundary was changed as it dissected a shopping area. As the council wards are currently being changed it is inappropriate to review the boundaries at this stage but such a review is planned to take place in 2009. A detailed map showing the boundaries and areas is posted upon the force website. A review process exists but the date has not yet been agreed.
- All neighbourhoods have at least one named PC or PCSO whose contact details are circulated locally via leaflets, posters and flyers and are easily assessable upon the force website. County Council funded officers, non-funded police constables and PCSOs can be the named officers for the community. There are currently no vacancies and informal succession planning is a key consideration for supervisors. Whilst there is not a tenure policy it is informally acknowledged that officers stay on the SCT for two years and many stay beyond that. There is evidence of PCs being promoted and allowed to remain upon SCT duties.
- All probationers complete an attachment to SCTs as part of their ongoing development, the attachments vary in length between two and six weeks. Other staff who are considering roles with SCTs can be attached for three months familiarisation. Staffing gaps are monitored locally by managers and centrally by the Establishment Panel.
- Call centre and control room staff use SMS messaging to contact SCT staff. Airwave radio is enabled for telephony but this facility is not in full use, however the force intends to use Airwave for SMS messages.

- There is an abstraction policy which is well understood. County council funded police constables have a 0% abstraction rate, (unless with the permission of the Chief Constable for significant spontaneous operational issues). PCSOs and non-county council funded PCs have a maximum rate of 20% abstraction, sergeants have a maximum rate of 50%. Abstraction rates are monitored locally and are subject to project team monitoring and exception reporting to more senior management through the existing meetings structure.
- The amount of resource allocated to each neighbourhood area was subject to a detailed rationale and analysis when the areas were set up. Since this time additional PCs have been allocated to the busier areas and act as proactive targeting teams. Some specialise or have responsibilities for crime types such as ASB, drugs etc. Detailed neighbourhood profiles are in place for each neighbourhood area (SCT) and in most cases these have been enhanced by visual auditing processes by local teams. These profiles inform local policing tactics, daily tasking and in particular locally adopted patrol plans (which is a tactic used by most SCTs).
- Whilst there is no skills database for SCT staff (see areas for improvement), there are numerous examples where the individual skills and expertise of staff have been used to best effect.
- The Special Constabulary (SC) have been aligned to SCT areas and are working well towards resolving public priorities. The SC Commandant has a PDR objective to conduct peer review of the work of the SC towards NP objectives.
- Control room staff are sometimes informed of local policing initiatives undertaken by SCT staff where operation orders are created. These are displayed upon the plasma screens within the control room. Each SARA plan has an ongoing log and the OPI (Command and Control) system can show location markers.
- There is no prescriptive ratio of supervisors to SCT staff. Each of the 18 SCTs has a sergeant, but other staff numbers vary according to the needs of the area. Initial high levels of abstraction for sergeants has been significantly reduced and the abstraction process is now controlled by an 'abstraction matrix' which highlights those sergeants working in other areas which should be abstracted before considering SCT Sergeants. There are 18 SCT sergeants, 61 PCs and 178 PCSOs working on SCTs in the constabulary, (this has increased from 164 at the end of March 2008). The average ratio of 1 sergeant to 3.3 constables; and 1 sergeant to 9.8 PCSOs. Ratios are monitored by duties/logistics staff, the SCT sergeants themselves and supervisors. There are no managerial gaps and reality testing confirms that supervision levels are appropriate to need.
- Staff report that supervisors give recognition for good work and processes exist to make sure that where the public identify good work by SCT officers, this is brought to the attention of the officers concerned and their personal file is suitably amended.
- There is a scheme to identify the Community Constable, PCSO, Special and Special probationer of the Year. The PA are involved in the judging; the community are not but are asked for evidence. Those identified receive formal recognition and are presented with certificates at awards ceremonies. SCT officers do not receive SPP payments. SCT PCSO tutors are paid a £20 bonus per week for active tutoring of new staff members.

- Letters of thanks from members of the public are often published within the NP newsletters.

Work in progress

- The manual duties system is to be replaced with an electronic duty management system by 2009.
- Changes are currently being negotiated to PCSO contracts and their working hours. These currently have contracts similar to traffic wardens and cannot therefore work after 10pm. This has been subject of public criticism as much ASB occurs after this time.
- Although most SCT officers have received some problem solving training through initial Force partnership training events, local training initiatives, ICLDP, initial training and promotion courses; a very limited number have had no formal training. This has been recognised by the Force and as a result a continuation training programme has been written. This is due to start in June 2008 and is linked to NCALT in order to provide a formal training qualification. SCT sergeants have been directed to prioritise nominations for courses based upon skills gaps. The force skills database is currently in need of update with regard to SCT officers but will be updated centrally by training department in the future.

Area(s) for improvement

- There is an intention to train partners and community members, as part of this new continuation training programme but this fact has not been advertised outside of the Force.
- There is a need for the force to introduce a skills database or enhance its current HR system that records the skills of safer community teams and others.
- There was limited evidence that officers and staff were deployed onto safer community teams to match neighbourhoods in which they work wherever reflecting minority, new and emerging communities.

RECOMMENDATION 1

Her Majesty's Inspector recommends that the force should introduce a skills database or enhance its current HR system in order that it has accurate and timely records of the skills of all officers and staff which can then be used to ensure effective deployment and succession planning.

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

Summary statement

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

Strengths

- Police and partners have recognised the leading role that the police have taken in order to implement Neighbourhood Policing but now understand that future arrangements will rely less on police taking the lead and more upon joint partnership responsibilities. As a result the name has been changed to Neighbourhood Management. Underlying this name change is a new way of working. An example concerns Tewkesbury where the local Mission Statement has been changed to incorporate joint responsibilities.
- A neighbourhood management pilot is taking place in the Leckhampton INA. This pilot will enable communities and local service providers, including the police, to improve and join up local services, and make them more responsive to local problems and needs. A multi-agency team will meet at strategic level throughout the nine month pilot to support the work of the already established neighbourhood co-ordination groups.
- The force should have significant credit for the joint partnership activity undertaken as a result of the recent flooding. This activity was at all levels. Although the INA structure had to be collapsed temporarily in order to provide aid, the force quickly redeployed SCT staff in order to diffuse community tensions.
- Community engagement and consultation includes evening meetings which are seen to be very effective but extend to more creative methods including Public Information Points (PIPs), street surgeries, use of the mobile police stations, stakeholder meetings, targeted visits to vulnerable communities such as schools and the elderly, sporting events and local business groups.
- Funding has been awarded (£250K) in order to update the fleet of mobile police stations. The specification is currently being decided but all will have disabled access.
- A variety of font size of the script used within the Force intranet can be selected to help visually impaired readers.
- The force has provided funding for 12 months to broadcast information bulletins upon the plasma TV screens within 4 local hospitals.
- NHP poster boards are subject to a contract with the publishers to have four artwork refreshes per annum which renews interest in key messages.
- Some significant work has been done (by a specialist SCT officer) to improve access and communication with the travelling community.
- Universal business cards are issued to all SCT staff, to which personal details are added.

- Call handling staff diary appointments for SCT staff to make visits using the Outlook IT package.
- There is a pin-code protected drugs information line that is used by the community to report drug-dealing activity.
- The police authority employs a 'youth officer' who is seen as an expert and has good links with SCTs.
- These community engagement tactics result in regular information exchange at neighbourhood level. SCT teams routinely use email, posters, minutes of meetings, text messaging etc to inform communities. There is good evidence that information and intelligence is routinely given to SCT officers. Where such intelligence identifies local problems (outside of KINs Meeting processes) SCTs often circulate details of the nature of the problem to communities or potentially interested partners. At a higher level the Maiden database is a conduit for intelligence, demographic and crime data exchange between the Force and Statutory Partners.
- Each SCT area on the force website has 18 sections that contain such information as priorities, adverts for KINs members and updates of actions. Each SCT has 3 trained editors who keep the web pages updated. The NHP website is user friendly with 'key word' search facility and a postcode search button which directs the public to the SCT page for their location.
- Local SCTs (with support from the NHP project team) organised a seminar for Czechoslovakian and Romanian community members. These communities were identified through environmental scanning. The SCTs were able to provide information on local policing, problem solving and improve the KIN contacts.
- Press officers both centrally and upon divisions work closely with SCTs in order to identify and publish 'good news stories'.
- The media dept has produced 10,000 newsletters for each division which were being circulated during the inspection phase.
- Broadcast e-mail directories have been set up to send large quantities of e-mails in a short time. These go mainly to Neighbourhood Watch co-ordinators and KINs. The VICTOR system is used to send out written messages to fax, e-mail or phone and this is used in particular to send messages to the rural community. The Force voice mail system also contains messages that can be accessed by the public via pin-codes.
- Each SCT maintains a spreadsheet that contains community contact details.
- In some cases Police Information Point (PIP) surgeries are held monthly. Identified roads are often leafleted advertising these events. (There are 66 PIPs across the constabulary area). Intelligence systems and processes have been developed to protect community members who are regular suppliers of Community Intelligence.
- An INA support officer has been employed within each INA. These staff form a constant and consistent link and contact point between police, partners and communities. They update website pages, take minutes at public meetings, reply to emails and telephone messages, organise SCT rosters and monitor abstractions. They generally work from the INA briefing room and allow more contact time with patrolling officers as they provide comprehensive back office support.

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- Some INAs employ reception officers who in addition to providing front office advice take messages for SCT officers and provide a point of contact for community enquiries.
- Both support and reception staff update victims with information re crimes or the release of offenders on bail. They also contact community members and crime victims when officers are on leave.
- All NHP teams have been formally inspected. Some of these inspection visits have been attended by the ACC. The force has been reviewed by the NPIA NHP team. The areas for improvement identified by NPIA were subject of action plans and all have been completed.
- Intelligence unit detective inspectors have recently given training inputs about the National Intelligence Model (NIM) to INA training days.
- The Force Authorities Bureau and Special Branch dip-sample community intelligence submissions for quality assurance purposes.
- SCT officers have been given some media training. This varies across the force and may either be skills or awareness training. Each divisional press officer has a PDR objective to visit one SCT per week.
- There is evidence of the tasking of officers towards the gaps identified within intelligence requirements.

Work in progress

- SCTs are starting to develop formalised community engagement plans.
- The NPIA has recently undertaken a review of the force's NIM arrangements. The findings are now part of an action plan that is overseen by the NIM Standards Group.
- The force has secured funding in order to purchase plasma screens that will display information within INA briefing rooms.

Area(s) for improvement

- The force should more regularly and routinely test the quality of its community engagement across communities and partners using dip sampling, questionnaires, mystery callers etc. The central project team should be more involved with these activities that should compliment the existing inspection arrangements.
- There is no gap analysis of the provision of engagement, increases or decline in community engagement.
- A review and analysis of how communities prefer to receive information should be carried out along with testing of the quality of current engagement and marketing materials.
- Consideration should be given for the need for key messages upon the force website to be in foreign languages.

- Whilst there is good evidence that SCTs, partners and communities are working together in a proactive way in order to tackle local priorities and problems there is only limited co-location and joint analytical support at present.
- This training is considered to be good but needs to be more corporate and consistent and enhanced to include organised crime groups and vulnerable communities. This training needs to be formally recorded onto the workforce management IT system.

RECOMMENDATION 2

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

Joint problem solving is established and included within performance regimes.

Summary statement

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

Strengths

- There is evidence that public priorities are being addressed jointly with communities and partners although there is strong reliance upon police taking a leading role in joint endeavours. The move towards Neighbourhood Management should move the emphasis away from the police taking this lead (see Areas for Improvement).
- There is some performance monitoring of joint problem solving (JPS) activity through managers and tasking regimes and meetings (see areas for improvement). Furthermore, local TCCG processes show strong focus upon SCT issues and hold local INA inspectors to account. SARA plans are subject to exception reporting where there are difficulties progressing action toward public choices.
- The force Roads Policing Unit is very well integrated into activities to support SCTs.
- Each identified public choice is subject of a SARA plan that is recorded and managed upon the force IT system. SCT staff through regular contact will update those plans that are owned by partners.
- Whilst partners do not have IT access to SARA plans problem solving information is shared at the various meetings that occur.
- Each SCT endeavours to select three activities (public choices) to tackle, the prioritisation of these activities over and above others identified relies upon a voting process. SCTs scope and research the public choices to inform the decision making process. The head of research has given advice and guidance to SCTs to ensure

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that a minimum of four different engagement methods are used to seek community feedback about these public choices.

- Joint strategic assessments are completed with partners and are currently awaiting formal sign-off. The six districts JSAs have been completed and include LAA / LSP priorities. These strategic assessments are based on wide ranging source material including data from the multi-agency information data exchange network (MAIDEN).
- A police member of staff is part of the MAIDEN team and some joint funding is also provided. The PPO co-ordinator has developed a system that has some open access to the IT systems used by Probation and Drugs Teams.
- There is some evidence of multi agency tasking processes. Joint bids have received central government funding. Partners are committed to the principles of joint Neighbourhood Management and have regular meetings at strategic level.
- Community priorities are routinely tasked to both SCT and response staff. This tasking tends to be dynamic and may involve SCT staff from neighbouring areas or other resources such as the Special Constabulary.
- The community formally sign off priorities when these have been resolved to their satisfaction. These sign offs are referred to police managers for their oversight.
- A new system of community sign-off for public priorities has been implemented and SARA plans are readily accessible for supervision force IT system. SARA plans are formally reviewed bi-monthly or quarterly. Additionally, a limited outline of public priorities is included upon the SCT pages within the force website.
- The Chief Constable has stated that 100% of all SARA plans will be concluded to public satisfaction and this has been included within the force policing plan with an objective that is being met. SARA plans concluded to public satisfaction is also being monitored through the community 'sign off' process. Local managers, business improvement dept and the NHP project team monitor compliance.
- During the rollout of neighbourhood policing, joint problem training and awareness inputs were jointly given to police, partners and community representatives. Recognising that the training needed to be updated, especially as there has been some change in community representation, a newly designed training package has been devised. Eight training sessions will be delivered by national NHP experts provided by police funding. The collaborative problem solving training includes partners and SCT staff.
- All SARA plans are recorded on the Force IT system and there is evidence that SCT staff search across these plans for best practice and tactical suggestions. Where appropriate SCT members are attached to other SCT areas with similar problems on an ad hoc basis. There is also a peer review process with SCTs being partnered up eg urban with rural, what worked and what could have been improved. At a NHP seminar the SCT sergeants who conducted the peer review presented what they had found. The good practice was captured and circulated by the NHP project team. This is due to be repeated again late in 2008.
- The NP project team currently owns SCT best practice.
- Staff and community members have had a variety of problem solving training inputs over the last 12 months which have been both formalised and more ad hoc by

nature. The level of understanding of this key area was tested by reality checks during the inspection and was found to be satisfactory (See Work in Progress). There is an intention to have 2 SARA trained members of the community per SCT.

Work in progress

- Work is underway with the Environmental Health Service to draft a protocol so that SCT public choices get priority action.
- The new continuation training is based around the CLDP programme and has been developed by a commercial company. The training will be jointly delivered by this company together with Divisional Training Officers (DTOs) Assessment regimes (including work-based assessment) are linked to PDRs and will allow staff to receive an MCI introductory certificate in neighbourhood management. Future development of staff will be driven by suitable linked PDR objectives that will be reviewed every 3 months. The progress of this training will be reported every 2 months to the training management board and eventually this training will be level 3 evaluated.

Area(s) for improvement

- Whilst some problem solving activities are achieving positive results and improvements they do not always tackle underlying problems in way that achieves long-term results, as there is evidence of displacement and the reoccurrence of crime or antisocial behaviour after initial successes.
- Whilst there is some performance monitoring of joint problem solving (JPS) activity through managers and tasking regimes and meetings, JPS needs to feature more heavily within performance improvement arrangements.
- The roads policing has embraced activities to support SCTs, however, other support units should have NHP themes built into their yearly delivery plans in order that such activity takes place irrespective of force tasking processes.
- There is very limited evidence of local co-location. However, Tewkesbury Council has offered to co -locate some divisional officers and future plans for Bearlands police station will consider such issues.
- SCT equipment and sponsorship needs central oversight and co-ordination eg individual SCTs have obtained equipment such as speeding indicators that could be shared with others and there is an example where one SCT was handing out free cycle lights whilst the adjacent SCT was adopting a strong enforcement stance.
- Whilst the majority of the neighbourhood panels do not have a police chair, those that do not should recruit others to this role ASAP.
- Whilst joint problem solving activity is recorded, SCTs would benefit from KPIs and evaluation of their activities in order to better understand what works and to realise efficiencies.

RECOMMENDATION 3

Her Majesty's Inspector recommends that the force should introduce a system to effectively record and evaluate joint problem solving which will allow effective problem solving processes to be identified and shared.

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
Gloucestershire Constabulary	-1.5 pp	+5.8 pp	-4.8 pp	+0.6 pp	+1.2 pp	+1.4 pp

Summary statement

The SPI data shows that force performance not significantly different than the average for the MSF.

The KDI data shows force performance is significantly below the average for the MSF.

The SPI/KDI data also shows that the force is above its own performance compared with two years ago.

Context

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

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

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

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

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

54.3% of people surveyed in the year ending March 2008 think that their local police do a good or excellent job, which is not significantly different to the average for the MSF, compared with 48.5% 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’.

49.6% 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 worse than the average for the MSF, compared with 49.1% in the year ending March 2006.

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

12.1% of people surveyed in the year ending March 2008 think there is a high level of anti-social behaviour, which is not significantly different to the average for the MSF and compares to 10.4% in the year ending March 2006.

Strengths

- None identified.

Work in progress

- The force has developed a detailed survey which it is using in order to try to understand gaps in service provision and to improve its performance. Full analysis of its results are yet to take place.

Area(s) for improvement

- None identified.

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

Summary statement

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

Strengths

- BCUs display performance information/charts down to INA (not SCT) level.
- Each division has a senior and assistant analyst who can be tasked through the tasking meeting to provide analytical support and product to SCTs.
- Local community intelligence officers (CIOs) are divisionally based and have responsibility for developing the intelligence picture and briefing materials.

Work in progress

- The Force has completed a detailed policing survey across 26000 households. This survey measures responses down to INA level and has replicated questions from the National survey. This survey has additionally identified policing priorities. The force survey seeks data from residents who are not necessarily victims of crime. Additional questions have been added in order to better understand drivers that influence public confidence.
- Public confidence and satisfaction data are included in the PIC and performance meetings. The force is seeking to improve the presentation of this data.

Area(s) for improvement

- The force cannot account for the variations in the data over time and should look to the public survey to assist in this regard.

The force demonstrates sustainable plans for Neighbourhood Policing.

Summary statement

The force and the police authority have been shown how they plan to ensure that Neighbourhood policing will be sustained beyond April 2008.

Strengths

- The Force is given funds by the County Council for 63 extra officers. There are currently 46 in place. An additional 17 will be recruited during the financial year 2009/10. There is a commitment to fund these officers into the future. The present contract would require 12 months notice before funds could be withdrawn. The likelihood of such action is considered very remote as there is strong political commitment to neighbourhood policing. The ACC sits on the GSSUP. If funds were to cease the Force would reduce SCT numbers through natural wastage over time. The PA would endeavour to fund such a shortfall by cuts elsewhere but the financial burden (2% of total) would be challenging. With the implementation of neighbourhood management it is recognised that work rates across functions and organisations could change as partners take on more responsibilities.
- A steering group oversees the County's funding stream for funded officers. This group receives Maiden information and is influential in the tasks that are undertaken by these officers. These officers were recently the subject of audit by the Audit Commission and were shown to provide value for money. The police and County Council jointly funded this report.
- There are 20 additionally funded PCSOs (by the Police Authority) above the identified establishment and there is a commitment to retain these.
- Stroud Council are currently funding neighbourhood wardens who work closely with the SCT. There are currently no plans at present not to continue funding these posts.
- Community Safety Managers from across the County state that they have good relationships with police and meet to share information on a regular basis.

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- NP continuation training is 'future proofed' as the contract with the commercial provider ensures that enhanced training is provided to DTOs.
- The Force and BCUs state that they have experienced very little resistance or reluctance from partners or other agencies.
- The ACC Corporate Services provides strong leadership and consistent personal intervention into the Neighbourhood Policing Project. He holds a monthly Neighbourhood Policing Management Board although recent meetings have been less regular. At a local level, BCU commanders and local champions have day-to-day responsibility for NP and report to this board. The ACC has personally attended inspection visits and the PA NHP lead has also attended both inspections and workshops.
- Performance Improvement Meetings are held on divisions and are chaired by the ACC. Here there are opportunities to focus more heavily upon NP and CF performance issues.
- The Police Authority has oversight of NHP activities in so far as they receive and scrutinise all KINs meeting minutes and are briefed by senior officers at the PCM. The partnership Supt also gives updates at the PA Partnership Engagement Committee meeting. Each of the 17 INAs has an allocated PA member. All take an active interest but there are different levels of engagement.

Work in progress

- Some new criteria to measure performance of CC funded officers have been jointly drawn up between the police, Police Authority and County Council.
- The head of HR has conducted a review in order to change the existing HR structure and to better deliver a recruiting service for NP.
- The PA has a police community consultation meeting and a partnership engagement committee. The PA is currently reviewing its consultation and engagement processes. This should include advertising the police community consultation meeting as an independent meeting to monitor police activity as attendance has dropped since neighbourhood panels became popular.

Area(s) for improvement

- Development plans have been produced in response to AFIs from the 2007 inspection and APIA assessments; however, tighter governance arrangements over improvement work streams are needed. Documentation supplied to HMIC lacked clarity regarding the ownership and progression of actions to bring about improvements. The NP project document is contained within a Project Manager IT programme which is complex and cannot be directly accessed by the ACC or project manager.

Developing Citizen Focus Policing

2007/08 Developing Citizen Focus Policing Summary of judgement	Meeting the standard
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A Citizen Focus ethos is embedded across the force, establishing an initial baseline.

Summary statement

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

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

Strengths

- The ACC corporate services is the strategic lead for the CF programme, supported by the Head of Research. The Head of Research's team is now part of the Force Performance Team/Business Improvement Department, and their activity is directed towards CF improvements. (See Area for Improvement) The CF and neighbourhood policing portfolios have been brought together within the Community Partnership Department (CPD) restructure, this restructure and a newly created post the People First Programme Manager demonstrate commitment by the force to developing CF policing.
- There has been renewed vigour to implement citizen focus policing following the introduction of a new citizen focus programme board which was launched in March 2008, following proposals agreed by the chief officer group in January 2008. (This group is now known as the People First Programme Board). An improvement action plan was developed which pulls together existing work streams such as neighbourhood policing and contact management, this improvement plan will be monitored through the PFPB which meets monthly. The PFPB will also drive activity into other departments where CF is not as developed. The board has agreed its terms of reference and is attended by key managers from BCUs and HQ departments.
- The Force has completed a detailed policing survey across 26000 households. This survey measures responses down to INA level and has replicated questions from the British Crime Survey. This survey has additionally identified policing priorities. This Force survey seeks data from residents who are not necessarily victims of crime. Additional questions have been added in order to better understand drivers that influence public confidence.
- Evidence has been provided of various activities undertaken to engage with young people across the force area by police and partners. Recognising that young people were less likely to attend meetings set up by SCTs, a series of specific young people events were set up to establish their concerns and priorities which have then been

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addressed through SCT public priorities or raised with partners. These events were well attended and the young people were eager for their contributions to be heard and addressed.

- Call Centre supervisors conduct random satisfaction surveys with callers and then give detailed structured feedback to the relevant staff member. An Operator Skills Assessment System record is completed as a result. There are plans to introduce a new system that will allow more efficient call monitoring by supervisors.
- There is evidence that previous initiatives and projects were delivered as part of the rollout of neighbourhood policing within operational policing, Victims' Codes across the organisation, but in particular within Criminal Justice Dept and numerous projects within the Call Management Department (CMD) have increased customer focus. Work started in the control room some 18 months ago as a result of 'Open All Hours' recommendations. These 'strands' of activity are now being complemented by the force's efforts to raise the status of citizen focus through the programme board.
- There are some 55 neighbourhoods with identified safer community teams (SCTs) who provide a local and bespoke policing service to their communities. The SCTs have received bespoke training tailored to their specific roles including problem solving and engagement.
- SCT community engagement and consultation includes evening meetings which are seen to be effective, but the force has introduced more creative methods of engagement including some 66 public information points (PIPs – which are located in post offices, chemists, libraries, schools/universities), street surgeries, use of the mobile police stations, stakeholder meetings, targeted visits to vulnerable communities such as schools and the elderly, sporting events and local business groups.
- To improve communication with the local communities the force has provided funding for 12 months for information bulletins that are broadcast upon the plasma TV screens within four local hospitals.
- The Criminal Justice Department (CJD) has a yearly plan that sets out objectives and victim focused initiatives and has demonstrated its intention to improve customer service delivery.
- The force has a witness care unit that was jointly established four years ago with the Crown Prosecution Service. This unit provides enhanced services to witnesses and victims of crime who have entered the criminal justice system and may be required to give evidence at court. Witness care staff have received bespoke training so that they can offer victims and witnesses the best possible service. (See work in progress)
- There is a joint funded scheme (through LCJB) to provide a member of staff who acts as a liaison between the Court Witness Service and the Witness Care Unit (WCU). The member of staff attends weekly meetings with the WCU manager to address problems with Special Measures procedures for vulnerable and intimidated witnesses and visits for witnesses to courts for familiarisation purposes.
- The WCU uses an SMS text service to keep in contact with witnesses and victims which ensures they are kept up to date. The recipients of text messages are also able to contact witness care staff for a more personal service should they wish to.

- A significant amount of work has been undertaken within the Contact Management Department (CMD) to enhance customer focus. This includes:
 - HR recruitment and retention strategy.
 - Enhanced training for staff with opportunities for NVQs and A1 assessor awards.
 - One of the training modules solely concerns citizen focus.
 - Improved performance data collection and dissemination.
 - More flexible use of staff including agency workers.
 - Improved systems for the recognition of good work.
 - Improved management supervision and appropriate intervention.
 - The availability of enhanced information and referral systems.
 - Process mapping to identify efficiencies.

- The Contact Management Department 0845 single non-emergency number simplifies the way the public make contact with the police.

- The force introduced a text message facility for people who are hard of hearing or speech impaired and the service seeks to improve the policing service given to hard of hearing or speech impaired residents, workers and visitors in the Constabulary area. Full details and registration forms are contained on the force website. In addition, if the user sends a text message for the fire or ambulance service, upon receipt within the police contact centre then the operator will pass the details on the appropriate service provider.

- The control room recognises that National Call Handling Standards are significant drivers for improvement in service. The control room uses software that measures its emergency (999) call handling performance and the contact centre uses different software to measure national call handling standards (NCHS) compliance. NCHS compliance between switchboard and contact centre is displayed dynamically on a digital display board.

- Call Centre supervisors conduct random satisfaction surveys with callers and then give detailed structured feedback to the relevant staff member. A software application now allows calls to be monitored and assessed by supervisors as they occur or retrieved from digital storage for later assessment.

- The Gloucestershire Constabulary website provides easy access to users requiring information and guidance about services provided by the force. There are direct links to quality of service and Victims' Code pages. The website has been built with accessibility and usability in mind which allows users to change the colour of the web pages and change the size of text assisting people with sight impairments and people with dyslexia.

- The force uses language line to provide a 24 hour telephone interpreting service to enable people who do not use English as their first language to communicate with police in person or on the phone. Language line has enabled Gloucestershire Constabulary to assist limited English speakers in 42 languages.

- The Diversity / Trust Steering Group is a formal Constabulary forum chaired by the ACC (CS) which meets on a bi-monthly basis. The group is made up of representatives from across all areas of the constabulary including operational and support functions together with representatives from internal support networks and staff associations. To ensure an external dimension is brought in to the forum IAG

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and independent members are represented. The Trust Steering Group seeks to develop and deliver policies to help build trust and confidence among all communities in line with 'Vision 2010' and has arrangements in place to consult effectively with those communities.

- The CJD has conducted review of custody procedures in 2007 following national guidelines to develop a 'Safer Custody' doctrine. This considered the religious needs of individuals from diverse communities who may come into custody. As a result an intranet site for officers and police staff has been set up to provide information on the six main religions of people that may come in to custody, including Buddhism, Islam and Sikhism. Whilst this did not include the views of detainees, the force liaised with a prison chaplain who was able to advise on the needs and in addition to the intranet guidance custody offices now have a religious box which allows detainees access to a prayer mat, a Buddha, the Koran etc. This information is now included within custody officer training.
- The force IAG has been used to assess custody policies and procedures including the guidance detailed above for individuals from diverse communities. They have acted as a 'critical friend' to provide feedback and ensure individuals are not disadvantaged.
- The force has recently changed the contract for medical provision to detainees to ensure that services are improved to reduce the length of time individuals have to wait for medical advice / assessment thereby accelerating the investigation process. The provision from doctors and nurses is available 24/7 and is much improved over the previous contract.

Work in Progress

- Further guidance will be provided from September onwards, through a witness support manual (in effect a procedures manual). This guidance has been compiled and is currently going through a consultation process with staff. The support manual highlights minimum standards for contact, Victims' Code considerations and timescales for action.
- The WCU is having a telephone call monitoring system (similar to that in the control room) installed by the end of September 2008. This will allow supervisors to monitor calls and to assess the quality of service provided and give feedback to staff. This system will include a recording system which will provide staff who have contacted vulnerable or intimidated witnesses a means of evidencing 'first account' information. The department is also looking towards providing specific staff to act as a 'first contact help desk'. This is in the early scoping stages, but it is anticipated that all public contact with the CJ department would initially be through this help desk. The staff in this unit would be trained with access to all IT systems currently in use by the CJ department and they would endeavour to deal with the enquiry at this first point of contact.
- Each BCU has been tasked to develop a Citizen Focus development plan which will identify gaps in provision (based on survey and SPI data). Actions will be strictly monitored through Divisional Management meetings and the CFPB. It is intended that CF actions feature within the Force managerial process of 'job chats' which take place between managers and their subordinates on a monthly basis. One BCU has already developed detailed action plans down to INA level which highlight actions and behaviours likely to improve performance. Some teams have had presentations by the Head of Research outlining the satisfaction gaps.

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- The action plans are under development and therefore are not fully understood by all members of staff at this stage. They would benefit from enhanced communication and some tailoring of behaviours towards key areas or concern eg young people or accident victims. They should additionally place extra emphasis upon functional areas that have received minimal training in the past such as CID, CMU etc.
- The force is working towards achieving Investors in Excellence by 2010. This involves a detailed work stream of improvements (similar to European Foundation for Quality Management EFQM). There are 9 strands included within the iE framework including leadership, policy and strategy and resource. Examples of where improvements are being made are: leadership, performance (both quantitative and qualitative) and internal and external communications.
- Work is in progress for contact management staff to complete customer/stakeholder surveys which will allow constabulary customers to feedback their perception of the service provided by the CMD.
- The PF Programme Board action plan details how it will give corporate direction and guidance to drive forward the CF agenda across all of its functions and departments.
- Whilst the head of SCIS has pledged commitment to CF principles there is currently no data available for measurement of performance. The way in which this might be progressed is being explored at the moment.
- The witness care unit started to survey officers and police staff in March 08, regarding their experiences at court. This survey is intended to improve their court experience. Already it is providing valuable management information about the length of time spent at court. The unit is working with the Victim and Witness partnership group, who are considering extending this survey to all witnesses.

Area(s) for improvement

- The Research Team are currently under establishment (3 vacancies within a team of 5). Consideration should be given to the vacant posts being filled.
- The system of providing surgery hours in the collision administration section should be reviewed to ensure it is meeting customer and staff needs. Whilst the current system provides CAS staff with time free from interruptions, call centre staff have stated this system is impacting on their workloads. The issues have been recognised by both CMD and CJD. As part of the process review within the CMD policing plan work is taking place with the CJD to remedy any shortfall in service delivery.
- Senior managerial intervention is necessary in order to liaise with courts in order to reduce the delay in issuing court results to police. This is always in excess of three days. It is recognised that the ACC has raised this matter repeatedly at the Gloucester LCJB.

Quality of service complaints are dealt with effectively

Strengths

- The Professional Standards Department (PSD) ensures any complaints made about the level of service by a member of staff are dealt with at an appropriate level which may be at force or BCU level. The force website provides detailed guidance for users to make complaints against police officers and police staff. The website also

contains a summary of complaints received and lessons learned. Guidance can be accessed via the website in 16 different languages.

- PSD treat 'direction and control' complaints as opportunities for learning. Early recognition of areas that require improvement is communicated to those responsible. Learning is fed into existing meetings rather than a standalone best practice group. The force holds a monthly Personnel Case Conference Group which is chaired by the head of PSD and includes the assistant director of HR and head of diversity. Whilst the group has internal focus areas for discussion and improvement include absence management, grievances and complaints. This allows for trends to be identified and service delivery improved. There is a dedicated organisational strategic analyst who provides strategic analysis of direction and control complaints, service issues and general dissatisfaction

Work in progress

- None identified

Area(s) for improvement

- Consideration should be given to establishing a best practice forum which would share best practice from across the Constabulary and ensure learning from quality of service complaints is shared through a dedicated forum rather than the existing meeting.

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

Strengths

- A QoSC board, chaired by an ACC, was set up in 2006. This was used as the vehicle to deliver compliance with the National Quality of Service Commitment (NQoSC) and the Victims' Code of Practice (VCoP) improvements and services. An action plan was drawn up to support the improvements in service delivery and apart from those to address the opening times of police stations all identified actions have been completed. When the force considered that compliance was being achieved then the QoSC board was withdrawn.

Work in progress

- The CFPB is establishing a corporate framework to monitor compliance of the QoSC and Victims' Code. (See area for improvement)

Area(s) for improvement

- Citizen focus standards such as NQSC and the Victims' Code of Practice need to be more widely communicated to the public, especially vulnerable victims. There is no force initiative to focus CF initiatives towards vulnerable groups.
- Whilst there is some limited dip sampling of QoSC and Victims' Code compliance by supervisors, a corporate approach to monitoring compliance should be put into place. (See work in progress)

- A QoSC gap analysis was completed approx 18 months ago but its findings have not been fully progressed. Failure to comply with NQoSC standards is not a recognised risk within the Force Risk Register.

RECOMMENDATION 4

Her Majesty's Inspector recommends that the force should undertake a review of its compliance with the National Quality of Service Commitment to include marketing both internally and externally to raise awareness. In particular, a corporate approach to dip sampling compliance by supervisors should be put in place.

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

Summary statement

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

The Force is partially 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 through the Victim's Codes of Practice (see Area for Improvement).
- There are good examples of CF objectives within individuals PDRs particularly at senior manager level eg child protection teams and the wider SCIS, and the control room staff from senior managers to radio operators. When the VCoP was implemented in 2006/7 a force wide PDR objective was mandated for all appropriate staff.
- Call centre staff will take telephone messages and where time allows will check to see if the staff member or officer is on duty at that time. The force website makes searching easy. Emails will be sent either to the individual or more likely to the team mailbox in the case of SCT officers. They are piloting the use Outlook to book appointments for SCT staff to visit callers.
- Call centre staff understand Neighbourhood Policing principles but have only limited understanding of SARA plans and Public Priorities. They are instructed to tell callers with enquiries in these areas that the matter will be referred to the relevant SCT. The newly installed plasma briefing screens display local policing priorities, wanted people etc. The project team has attended training days for CMD staff to raise awareness of neighbourhood policing and citizen focus. Some staff are adopting postcode searching on the intranet to bring up local priorities whilst callers are still on the phone which provides immediate access and improved service.

Work in progress

- The BCU CF action plans described earlier in this report are starting to develop lists of behaviours (which include some standard setting) that should increase public confidence and satisfaction levels. This is in the very early stage and will need evaluation. There is some evidence that these 'sets of behaviours' have been shared across BCUs.
- The force has a number of volunteers in place who provide assistance in a number of roles including administrative support to SCTs and viewing of CCTV. Work is in progress to develop and improve the volunteers policy to establish corporate standards for volunteers working in Gloucestershire Constabulary.
- The force is establishing a Public Protection Bureau which will bring together specialist officers who investigate and manage domestic abuse, child protection, registered sex offenders and dangerous offenders. The PPB will improve the links between vulnerability and dangerousness whilst improving the quality of service to victims and witnesses. A new sexual assault referral clinic (SARC) is opening in Gloucester in September 2008, this will provide an enhanced level of service to sexual assault victims.
- Call centre staff are completing the NCALT Neighbourhood Policing Modules which will improve their understanding of NHP matters and should translate into improved customer service.
- BCUs are developing their current NHP boards into CF boards bringing together both portfolios ensuring that NHP becomes more embedded and the drive for CF policing continues to gain momentum.

Area(s) for improvement

- There is a need to review the corporate standards for the way in which staff are expected to deal with everyone with whom they have contact. Whilst it is acknowledged that training has been delivered in respect of VCoP, this should be extended to include all service users both internal and external.
- The force should complete a cultural audit of its staff which it can then use as a Baseline assessment and training needs analysis to improve Citizen Focus and develop a corporate CF training programme.
- Community members who call police re public priorities after midnight on the 0845 number are re-directed to the control room. Whilst they report polite service it has been commented upon that busy call room staff are not as attuned to the importance of these issues over response calls. Staff should receive guidance on how the force expects local priorities to be dealt with and the priority that should be placed upon response to notified incidents. (A process for call-backs has been introduced into the control room to provide updates to callers when initial expectations are unlikely to be met).
- There is a need to deliver corporate training to its entire staff regarding corporate standards of service. It is recognised that Call Management staff receive quality training in this regard. External communication should include initiatives to 'Brand' these standards through the Force website, literature, logos on vehicles etc.
- The current drive to improve CF needs to be better communicated internally and externally. Whilst there is no formal CF media strategy, press officers send out

messages re cultural changes by giving quotes that use language and phrases that highlight customer service orientation.

RECOMMENDATION 5

Her Majesty’s Inspector recommends that the force implements clear corporate standards and expectations of behaviour and service standards, and once agreed these should be marketed across the force and training provided to all officers and staff regardless of rank or position.

Performance processes include local satisfaction measures, and locally established priorities

Strengths

- Survey data is considered at both force and BCU performance meetings. The force had a two year target ‘to achieve an increase of 5% points among burglary, violent crime and vehicle crime (excluding RTCs) victims who are very and completely satisfied with being kept informed of progress, based on the baseline year of 2004/5’. The target figure was 41.3%. The whole year 2007/8 figure was 40.3%. Whilst the target was not achieved, there was a statistically significant increase in satisfaction over the two years. This is no longer a force target.
- The force has a monthly performance improvement conference (PIC) which is chaired by the deputy chief constable. Performance measurement is contained within the PIC book that contains data linked to the PPAF domains. (See Work in Progress). The Citizen Focus section contains user satisfaction data (SPI 1a to 1e) and BCS confidence data (SPI 2a) and interpretation of this data is provided.
- External scoping of customer expectations and priorities is being completed through the force policing survey and the SCT surveys. The SCTs work to guidance written by the research team, which suggests a minimum of four methods should be used to establish issues of concern prior to these being taken to the neighbourhood panel for prioritisation.

Work in progress

- The PIC is currently being restructured to take account of APACS.

Area(s) for improvement

- BCU performance management processes need to be improved so that the impact of local partnership activities upon local people’s satisfaction and confidence before and after specific problem solving activity is understood. It is recognised that SCTs receive feedback through public meetings.

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
Gloucestershire Constabulary	-2.5 pp	-0.7 pp	+18.5 pp	-0.9 pp

Summary statement

The SPI data shows that force performance is not significantly different to the average for the MSF.

The SPI data also shows that force performance has is unchanged compared with two years ago.

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

There is no statistically significant satisfaction gap between white users and users from minority ethnic groups with the overall service provided. Users from minority ethnic groups are -0.9 percentage points less satisfied.

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

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

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

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

SPI 1e – satisfaction with the overall service provided.

80.3% of people surveyed in the year ending March 2008 were satisfied with the overall service provided, which is not significantly different to the average for the MSF, this compares with 81% in the year ending March 2006.

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

Force performance significantly improved in the year ending March 2008; 81.5% of users from minority ethnic groups were satisfied with the overall service provided, compared with 63.0% in the year ending March 2006.

There is no statistically significant satisfaction gap between white users and users from minority ethnic groups with the overall service provided. Users from minority ethnic groups are -0.9 percentage points less satisfied.

Strengths

- The force has undertaken significant work to improve the service to victims of racist attacks.

Work in progress

- Some limited work is in progress to try to understand the difference in perceptions of satisfaction between white and BME victims. BME satisfaction is increasing unlike the reality for many other forces, but this needs to be understood in order to avoid discriminatory practices and to identify best practice.
- The Force intends to complete a Customer Focus Strategic Assessment within the financial year 2008/9.
- Survey data shows that young people are most dissatisfied and work is likely to be done in future to hold focus groups which will inform service delivery and improve satisfaction of this specific group of service users.

Area(s) for improvement

- There needs to be improved business analysis (at a force level) of available data and processes in order to identify key areas of weakness and possible improvement actions. The research team are committed to this improvement and are, in particular, helping BCUs. The development of Force 'best practice' based on what has been proved to work is necessary.

Developing practice

See Appendix 2.

Recommendations

RECOMMENDATION 1

Her Majesty's Inspector recommends that the force should introduce a skills database or enhance its current HR system in order that it has accurate and timely records of the skills of all officers and staff which can then be used to ensure effective deployment and succession planning.

RECOMMENDATION 2

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

RECOMMENDATION 3

Her Majesty's Inspector recommends that the force should introduce a system to effectively record and evaluate joint problem solving which will allow effective problem solving processes to be identified and shared.

RECOMMENDATION 4

Her Majesty's Inspector recommends that the force should undertake a review of its compliance with the National Quality of Service Commitment to include marketing both internally and externally to raise awareness. In particular, a corporate approach to dip sampling compliance by supervisors should be put in place.

RECOMMENDATION 5

Her Majesty's Inspector recommends that the force implements clear corporate standards and expectations of behaviour and service standards, and once agreed these should be marketed across the force and training provided to all officers and staff regardless of rank or position.

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
V	
VCoP	Victims' Code of Practice

Appendix 2: Developing Practice

INSPECTION AREA : Citizen Focus Policing
TITLE: Monitoring Performance - Citizen Focus Skills
PROBLEM: Previously information gathered only gave an indication of performance per individual subject of a Customer Survey. Information regarding overall performance was only captured against responses to one particular question which asked the customer to rate the level of service provided using a scale from 1 – 7 ranging from Totally Unsatisfied to Totally Satisfied. Management unable to access information relating to overall performance of each section within the department.
SOLUTION: In conjunction with I.T. company Activa, the Contact Management Department has had the Veritel XQ recording system installed and continues in partnership with Activa developing the system. The system allows statistics to be collated regarding overall performance relating to Citizen Focus Skills. The system also allows for Quality Assurance of specific incidents e.g. Rape, Domestic Abuse. The system will also be used to Quality Assure Airwavespeak radio procedure when it is fully introduced into the department from September 2008.
OUTCOME(S) : Veritel reports can be designed to provide performance information relating to individuals, teams, shifts, sections and the department as a whole. Reports identify where team/shift performance needs to be developed and will score overall performance for each individual in the department. Reports can identify performance for each individual question contained within a Customer Survey and identify development needs in that one particular area. The same reporting system can also monitor call handling performance against the National Call Handling Standards.
FORCE CONTACT: Mike O'Neill. Trainer CMD.

September 2008

INSPECTION AREA : Gloucestershire Constabulary – Citizen Focus Policing
TITLE: Investors in Excellence
PROBLEM: It was identified that there was a need to establish a framework around which the continuous improvement theme of a citizen focused organisation could be developed and ultimately embedded in the culture of Constabulary. Although it was apparent that much good work was being undertaken, there was no structured approach for identifying, developing, capturing or measuring improvement activity.
SOLUTION: The Constabulary recognised that the principles of the EFQM model provided a tried and tested framework that could be used to embed a culture of continuous improvement across the organisation and would support the citizen focus agenda. We have engaged with Investors in Excellence (IiE) Ltd (a not-for-profit organisation made up of performance improvement specialists with a passion for delivering lasting value), and have set a goal of achieving IiE accreditation by March 31 st 2009. In addition the process of achieving the accreditation provides an opportunity to assess the organisation against a customer focused set of principles and to receive feedback from a non-police IiE trained assessor, as well as an opportunity to communicate across the organisation the common themes of continuous improvement, customer confidence and service delivery that are key drivers of both citizen focus and IiE.
OUTCOME(S) : Set out here what the outcomes of the initiative were. This could be an improvement in performance or it might be a change in practice. As the IiE project is still ongoing the outcomes cannot yet be fully judged. However the work undertaken so far has identified the need to better capture the full range of improvement activity being undertaken across the organisation so that best practice can be shared. In addition the key message of continuous improvement being embedded provides a firm footing on which our developing People First programme can move forward. The aim is to use the IiE principles of the EFQM model to assess what a citizen focused organisation should look like and to identify those areas where improvement is needed.
FORCE CONTACT: PS 1024 Simon Todd – 0845 090 1234 x-2557

September 2008

INSPECTION AREA : Gloucestershire Constabulary – Citizen Focus Policing
TITLE: Policing Survey
PROBLEM: <p>Every year the Constabulary, on behalf of the Authority, undertakes a survey to establish policing priorities and views about the level of precept. Every three years a Public Perception Survey was undertaken. Whilst the requirement to consult on annual policing priorities remained the same, there was an increased need to understand the drivers of public confidence and to establish a baseline of the impact of NHP on residents' quality of life. The sample size achieved through the British Crime Survey is not sufficient for performance management use, and neither is it meaningful at local level.</p>
SOLUTION: <p>The two surveys were combined, and the new survey was undertaken for the first time in December 2007. The need to establish a comprehensive baseline and the need to understand the perceptions and needs of different communities meant that the questionnaire was posted to 26,000 residents (selected randomly, although stratified by Inspector Neighbourhood Area (INA)). We aimed to achieve confidence in the results at the level of 95% to within +/-4% within each INA, thereby enabling detailed analysis to drive very local performance improvements.</p> <p>The results of the survey have been made available at force, divisional and INA level, and are to be presented at Driving Performance Forward Workshops attended by first-line supervisors.</p> <p>By combining the two surveys respondents were expected not only to consider the issues they would like the Constabulary and their local police to focus on more, but they were asked to do this in the context of how much they would be happy to pay for policing services.</p>
OUTCOME(S) : <p>In combining the surveys it has been possible to bring together comprehensively the Local Policing Plan consultation and the priorities raised by the public within their local communities. At the same time it has been possible to assess views of local policing against views of the Constabulary as a whole, and some interesting findings have emerged as a consequence.</p> <p>Until the survey is undertaken in 2008 we will not know whether there are improvements in performance.</p> <p>The surveys will continue to be combined in the future, although new ways of achieving responses are being explored.</p>
FORCE CONTACT: <p>Dr Claire Radley Head of Research 01452 752126 claire.radley@gloucestershire.police.uk</p>

Appendix 3: Assessment of Outcomes Using Statutory Performance Indicator Data

Context

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

The survey results come from two different sources:

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

Understanding survey results

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

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

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

HMIC grading using survey results

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

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

Understanding significant difference

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

This greater level of precision is the reason why a difference of approximately two percentage points is statistically significant² in the case of the user satisfaction indicator, whereas a difference of around four percentage points is required for the BCS indicators. If the sample size is small, the calculation is still able to show a statistically significant difference but the gap will have to be larger.

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

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

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