



## Gwent Police

### Baseline Assessment

October 2006



**ISBN-13: 978-1-84726-029-1**

**ISBN-10: 1-84726-029-2**

**CROWN COPYRIGHT**

**FIRST PUBLISHED 2006**

## **Contents**

Introduction to Baseline Assessment  
Force Overview and Context

## **Findings**

### **Summary of Judgements**

- 1 Citizen Focus (Domain A)**
  - Fairness and Equality in Service Delivery
  - Neighbourhood Policing and Problem Solving
  - Customer Service and Accessibility
  - Professional Standards
  
- 2 Reducing Crime (Domain 1)**
  - Volume Crime Reduction
  
- 3 Investigating Crime (Domain 2)**
  - Managing Critical Incidents and Major Crime
  - Tackling Serious and Organised Criminality
  - Volume Crime Investigation
  - Improving Forensic Performance
  - Criminal Justice Processes
  
- 4 Promoting Safety (Domain 3)**
  - Reducing Anti-Social Behaviour
  - Protecting Vulnerable People
  
- 5 Providing Assistance (Domain 4)**
  - Contact Management
  - Providing Specialist Operational Support
  - Strategic Roads Policing
  
- 6 Resource Use (Domain B)**
  - Human Resource Management
  - Training, Development and Organisational Learning
  - Race and Diversity
  - Managing Financial and Physical Resources
  - Information Management
  - National Intelligence Model
  
- 7 Leadership and Direction**
  - Leadership
  - Performance Management and Continuous Improvement

### **Appendix 1 Glossary of Terms and Abbreviations**

<b>Baseline Assessment 2006 Frameworks</b>			
<b>1 Citizen Focus (PPAF Domain A)</b>			
<b>1A Fairness and Equality in Service Delivery</b> <ul style="list-style-type: none"> <li>• Equality of service delivery</li> <li>• Community cohesion</li> <li>• Engaging with minority groups</li> <li>• Hate-crime reduction and investigation</li> </ul>	<b>1B Neighbourhood Policing and Problem Solving</b> <ul style="list-style-type: none"> <li>• Effective mechanisms for obtaining community views</li> <li>• Responding to local priorities</li> <li>• Effective interventions and problem solving with partners and communities</li> <li>• Operational activity to reassure communities</li> <li>• Use of media to market success</li> <li>• Uniformed patrol and visibility</li> <li>• Extended police family</li> <li>• Performance in reducing fear of crime</li> </ul>	<b>1C Customer Service and Accessibility</b> <ul style="list-style-type: none"> <li>• Quality of service to victims and witnesses</li> <li>• Customer care</li> <li>• Responding to customer needs</li> <li>• Accessibility of policing services</li> </ul>	<b>1D Professional Standards</b> <ul style="list-style-type: none"> <li>• Investigation of public complaints</li> <li>• Improving professional standards</li> <li>• Combating corruption and promoting ethical behaviour</li> <li>• Reducing complaints and learning lessons</li> </ul>
<b>2 Reducing Crime (PPAF Domain 1)</b>			
<b>2A Volume Crime Reduction</b> <ul style="list-style-type: none"> <li>• Crime strategy</li> <li>• Performance in reducing volume crime</li> <li>• Levels of crime compared with peers</li> <li>• Problem solving</li> <li>• National Crime Recording Standard (NCRS) compliance</li> </ul>			

<b>3 Investigating Crime (PPAF Domain 2)</b>		
<b>3A Managing Critical Incidents and Major Crime</b> <ul style="list-style-type: none"> <li>• Detection rates for murder, rape and other serious crime</li> <li>• Integration with overall crime strategy</li> <li>• Compliance with Association of Chief Police Officers (ACPO) murder manual</li> <li>• Early identification of critical incidents that may escalate into major inquiries</li> </ul>	<b>3B Tackling Serious and Organised Criminality</b> <ul style="list-style-type: none"> <li>• Crime that crosses basic command unit (BCU) and/or force boundaries</li> <li>• Support for regional intelligence and operations</li> <li>• Asset recovery (Proceeds of Crime Act – POCA)</li> <li>• Effective targeted operations</li> <li>• Quality packages with the Serious Organised Crime Agency (SOCA)</li> </ul>	<b>3C Volume Crime Investigation</b> <ul style="list-style-type: none"> <li>• Crime strategy</li> <li>• Crime recording</li> <li>• Investigative skills, eg interviewing</li> <li>• Automatic number plate recognition (ANPR)</li> <li>• Detection performance</li> </ul>
<b>3D Improving Forensic Performance</b> <ul style="list-style-type: none"> <li>• Specialist scientific support</li> <li>• Use of National Automated Fingerprint Identification System (NAFIS), DNA, etc</li> <li>• Integrated management of processes</li> <li>• Performance in forensic identification and detection</li> </ul>	<b>3E Criminal Justice Processes</b> <ul style="list-style-type: none"> <li>• Quality and timeliness of case files</li> <li>• Custody management/prisoner handing</li> <li>• Youth justice</li> <li>• Police National Computer (PNC) compliance</li> </ul>	
<b>4 Promoting Safety (PPAF Domain 3)</b>		
<b>4A Reducing Anti-Social Behaviour (ASB)</b> <ul style="list-style-type: none"> <li>• Non-crime activities of crime and disorder reduction partnerships (CDRPs) and other partnerships</li> <li>• Use of ASB legislation, tools, etc</li> </ul>	<b>4B Protecting Vulnerable People</b> <ul style="list-style-type: none"> <li>• Child abuse</li> <li>• Domestic violence</li> <li>• Multi-agency police protection arrangements (MAPPAs)/sex offender management</li> <li>• Missing persons</li> </ul>	
<b>5 Providing Assistance (PPAF Domain 4)</b>		
<b>5A Contact Management</b> <ul style="list-style-type: none"> <li>• All aspects of call handling and call management</li> <li>• Initial incident response</li> <li>• Early identification of critical incidents</li> <li>• Performance in answering and responding to public calls</li> </ul>	<b>5B Providing Specialist Operational Support</b> <ul style="list-style-type: none"> <li>• Management of central operational support</li> <li>• Police use of firearms</li> <li>• Capability for policing major events/incidents</li> </ul>	<b>5C Strategic Roads Policing</b> <ul style="list-style-type: none"> <li>• Effectiveness of arrangements for roads policing</li> <li>• Integration/support for other operational activity</li> <li>• Road safety partnerships</li> </ul>

<b>6 Resource Use (PPAF Domain B)</b>		
<p><b>6A Human Resource (HR) Management</b></p> <ul style="list-style-type: none"> <li>• HR strategy and costed plan</li> <li>• Key HR issues not covered in 6B or 6C</li> <li>• Health and safety</li> <li>• Performance in key HR indicators</li> </ul>	<p><b>6B Training, Development and Organisational Learning</b></p> <ul style="list-style-type: none"> <li>• Costed training strategy and delivery plan</li> <li>• Key training and development issues</li> </ul>	<p><b>6C Race and Diversity</b></p> <ul style="list-style-type: none"> <li>• Action to promote fairness in relation to race, gender, faith, age, sexual orientation and disability</li> <li>• Performance in meeting key targets</li> </ul>
<p><b>6D Managing Financial and Physical Resources</b></p> <ul style="list-style-type: none"> <li>• Resource availability</li> <li>• Effective use of resources to support front-line activity</li> <li>• Devolved budgets</li> <li>• Finance, estates, procurement and fleet management functions</li> <li>• Demand management</li> </ul>	<p><b>6E Information Management</b></p> <ul style="list-style-type: none"> <li>• Information systems/ information technology (IS/IT) strategy and its implementation</li> <li>• Programme and project management</li> <li>• Customer service</li> <li>• Adequacy of key systems</li> <li>• Business continuity/disaster recovery</li> </ul>	<p><b>6F National Intelligence Model (NIM)</b></p> <ul style="list-style-type: none"> <li>• Extent to which structures, processes and products meet NIM standards</li> <li>• Integration of NIM with force planning and performance management</li> <li>• Use of community intelligence</li> <li>• Application of NIM to non-crime areas</li> </ul>
<b>7 Leadership and Direction</b>		
<p><b>7A Leadership</b></p> <ul style="list-style-type: none"> <li>• Extent to which the chief officer team is visible and dynamic, sets and upholds a vision, values and standards, promotes a learning culture, and sustains a well-motivated workforce</li> <li>• Effectiveness of succession planning</li> <li>• Promotion of corporacy</li> </ul>	<p><b>7B Performance Management and Continuous Improvement</b></p> <ul style="list-style-type: none"> <li>• Effective performance management structures and processes at all levels</li> <li>• Quality and timeliness of performance/management information</li> <li>• Internal inspection/audit/ quality assurance (QA) systems</li> <li>• Effectiveness of joint force/PA best value reviews (BVRs)</li> </ul>	

## Introduction to Baseline Assessment

Since March 2004, Her Majesty's Inspectorate of Constabulary (HMIC) has conducted a periodic, strategic-level performance review of each Home Office police force in England and Wales. For a range of policing activities, forces are assessed as delivering performance that is Excellent, Good, Fair or Poor. The process is known as baseline assessment (BA) and this report covers the assessment for the financial year 2005/06; performance outside this period is not taken into account in determining grades. The assessments focus on the high-level processes of police forces and their results. The assessments are undertaken by regional HM Inspectors, supported by experienced police officers and police staff on secondment.

BA is designed primarily as a self-assessment, with the degree of validation/reality-checking undertaken by HMIC dependent on a force's overall performance and the rigour of its internal assessment processes. It is important to recognise that BA is not a traditional inspection; rather, it helps HMIC focus its inspection effort where it is most needed. A formal statutory inspection may still be necessary where there is evidence of systemic underperformance and poor leadership.

In addition to the qualitative assessments contained in this report, force performance is also measured by a series of key quantitative indicators. The most important indicators are statutory performance indicators (SPIs), which are determined each year by the Home Secretary and which Police Authorities/forces must report to the Home Office. Examples of SPIs include crime incidence and detection rates, as well as relevant management information such as sickness absence and ethnic recruitment rates. Results for these SPIs are also graded using the Excellent, Good, Fair and Poor categories. These SPI grades are added to HMIC BA grades to provide a fuller picture of police performance; the joint results are published annually in October and can be found on the internet at [police.homeoffice.gov.uk/performance](http://police.homeoffice.gov.uk/performance)

Policing has undergone significant changes in recent years as the country adapts to new forms of terrorism and criminality. As policing is dynamic, so also must be the form of assessment. Dominating much of HMIC's recent thinking is the need for the service to modernise its workforce while providing better 'protective services', as identified in the *Closing the Gap* report published in 2005. On-site activity for the 2005/06 baseline concentrated on these areas, but could not – given ministerial priorities – ignore volume crime and the roll-out of neighbourhood policing. As forces and Police Authorities consider options for change to meet new challenges with constrained resources, a force-by-force balance sheet of strengths and areas for improvement is critical contextual information.

### Priority Frameworks

Seven BA areas were designated as priority frameworks for on-site validation, to reflect the need to improve protective services and deliver key policing objectives. These were:

- managing critical incidents and major crime;
- tackling serious and organised criminality;

October 2006

- providing specialist operational support;
- strategic roads policing;
- protecting vulnerable people;
- neighbourhood policing; and
- leadership and direction.

These areas were the key focus of on-site validation by HMIC staff; the first five can be loosely classified as protective services. Other frameworks were assessed primarily by desk-top reviews of the evidence submitted by forces, using the framework key issues and specific grading criteria (SGC) as an indicative guide.

### **Force Amalgamations**

Following the challenges highlighted with regard to protective services capability and capacity in the summer of 2005, all forces undertook significant additional work on options to 'close the gap'. The Home Secretary directed that business cases should be prepared and submitted by December 2005. The BA report thus reflects, in many of the frameworks, activity and effort to produce and assess options for change. It is vital to acknowledge the energy and commitment given to the prospect of a major restructuring of the service, which inevitably gave rise to some turbulence during this period.

At the end of July 2006, the Home Secretary indicated that the restructuring of forces would not be pursued at this time. The agenda to improve protective services is to be advanced by forces and Police Authorities through alternative means such as collaboration. Progress to 'narrow the gap' between existing capability and that which is needed will be assessed by HMIC in future inspection activity.

### **The Grading Process**

Forces have been graded for both service delivery and direction of travel. It is important to remember that, for most activities, delivery is measured through the use of most similar force (MSF) groups, whereby forces are compared with peers facing similar policing challenges. For direction of travel, the grade is awarded largely in respect of the force's own previous performance. A vital component of the grading process is SGC, which outlines, for each activity, what represents Excellent, Good, Fair and Poor levels of performance. The criteria were developed in conjunction with expert practitioners and Association of Chief Police Officers (ACPO) business/portfolio leads, who were also involved in the national moderation process to help ensure that these criteria were applied fairly and consistently.

### **Service delivery grade**

This grade is a reflection of the performance delivery by the force over the assessment period 1 April 2005 to 31 March 2006. One of four grades can be awarded, according to performance assessed against the SGC (see full list of SGCs at <http://inspectrates.homeoffice.gov.uk/hmic/methodologies/baseline-introduction/ba-methodology-06/?version=1>).

#### *Excellent*

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

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

#### *Good*

Good is defined in the Collins dictionary as ‘of a high quality or level’ and denotes performance above the norm – in many cases, performance that is above the MSF average. To reach this standard, forces have to meet in full the criteria set out in Fair and most of the criteria set out in Good.

#### *Fair*

Fair is the delivery of an acceptable level of service. To achieve a Fair grading, forces must achieve all of the significant criteria set out in the Fair SGC. HMIC would expect that, across most activities, the largest number of grades would be awarded at this level.

#### *Poor*

Poor represents an unacceptable level of service. To attract this very critical grade, a force must have fallen well short of a significant number of criteria set out in the SGC for Fair. In some cases, failure to achieve a single critical criterion may alone warrant a Poor grade. Such dominant criteria will always be flagged in the SGC.

### **Direction of Travel Grade**

This grade is a reflection of the force’s change in performance between the assessment period and the previous year. For BA 2006, this is the change between the financial years 2004/05 and 2005/06. The potential grades for direction of travel are as follows.

#### *Improved*

This reflects a **significant** improvement in the performance of the force.

October 2006

*Stable*

This denotes no significant change in performance.

*Declined*

This is where there has been a significant decline in the performance of the force.

**Good Practice**

In addition to assessing force performance, one of HMIC's key roles is to identify and share good practice within the police service. Much good practice is identified as HMIC conducts its assessments; in addition, each force is given the opportunity to submit examples of its good practice. HMIC has selected three of these examples to publish in this report. The key criteria for each example is that the work has been evaluated by the force and is easily transferable to other forces. (Each force has provided a contact name and telephone number, should further information be required.) HMIC has not conducted any independent evaluation of the examples of good practice provided.

**Future HMIC Inspection Activity**

Although HMIC must continue to maintain a watching brief on all performance areas, it will become more risk-driven in its future inspection activity. Protective services will be the core of inspection programmes, tailored to capacity, capability and the likelihood of exposure to threats from organised criminality, terrorism and so on. Until its full implementation in April 2008, neighbourhood policing will also demand attention. Conversely, those areas where strong performance is signalled by SPI results, such as volume crime reduction and investigation, will receive relatively little scrutiny.

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

## **Force Overview and Context**

### **Geographical Description of Force Area**

Gwent Police is responsible for policing the south east of Wales, an area with a resident population of just over 500,000. At the end of January 2006, the force consisted of 1,494 police officers and 882 police staff members. The force covers over 600 square miles (155,600 hectares) comprising valley communities as well as a number of larger towns, including Monmouth, Caerphilly, Blackwood, Cwmbran, Pontypool, Ebbw Vale and the city of Newport. The force area also covers a significant rural area, primarily in the Monmouthshire Unitary Authority where farming, tourism around the Usk and Wye Valleys, and Forestry Commission activities are of primary commercial activities.

### **Demographic Description of Force Area**

Newport experiences policing problems unlike those anywhere else in the force as a result of both its multi-ethnic community and its vibrant social scene. The area's economy, once reliant on heavy industry and mining, has suffered considerably in recent years as these industries have declined or ceased. Within the force area are high levels of deprivation: the county borough councils of Caerphilly, Torfaen and Blaenau Gwent fall within the West Wales and Valleys Objective 1 area (which gives access to special grants from the European Community (EC) available for areas where, per capita, the gross domestic product is less than 75% of the EC average). In addition, all the wards in Newport City Council and 31 of the 36 wards in Monmouthshire County Council contain areas of economic hardship which qualify for funding under either Objective 2 or transitional programmes to support the economic and social conversion of areas.

### **Structural Description of Force including Staff Changes at Chief Officer Level**

The force headquarters is in the town of Cwmbran and there are three basic command units (BCUs), known locally as divisions. These are Newport, with a population of 138,826; Torfaen and Monmouthshire, with a population of 175,900; and Caerphilly and Blaenau Gwent, with a population of 239,600. Each BCU is coterminous with one or more unitary authority and community safety partnership (CSP). Two other divisions, namely uniformed operational support and citizen-focused policing, sit alongside force-wide departments including criminal justice, information services, finance, criminal investigation department (CID), professional standards, corporate communications and the force solicitors department.

The chief officer team is based at headquarters and comprises the Chief Constable, deputy chief constable (DCC), assistant chief constable (ACC) and director of finance and administration. The command team has been together since May 2005. Chief officers' portfolios have been designed to place the force in the optimum position to deliver a citizen-focused neighbourhood policing style. The DCC has responsibility for policing activities that directly deliver this style of policing (area policing, call handling, criminal justice, community safety and strategic planning). The ACC is responsible for those areas of the business that enable and support this delivery (specialist operational support, information services, human

October 2006

resources (HR), diversity and professional standards). The chair of the Police Authority has established with the Chief Constable what both view as an open and constructive working relationship.

## Strategic Priorities

The force is fully committed to the national key priorities included in the national policing plan 2005–08 and the below form the backdrop for the force strategic priorities:

1. **Reduce overall crime** – including violent and drug-related crime – in line with the Government’s public service agreements. The force set itself the target of reducing crime by 6% for the year 2005/06.
2. **Provide a citizen-focused police service** that responds to the needs of communities and individuals, especially victims and witnesses, and inspires public confidence in the police, particularly among minority ethnic communities. The force set itself a range of targets in connection with improving accessibility to police services and satisfaction with police services.
3. Take action with partners **to increase sanction detection rates and target prolific and other priority offenders**. The force set itself the target of achieving an overall sanction rate of 30% for 2005/06.
4. **Reduce people’s concerns about crime** and anti-social behaviour (ASB) and disorder.
5. **Combat serious and organised crime** within and across force boundaries.

The force vision links directly to the national key priorities:

<p><i>We will deliver safer communities in Gwent, through people who are:</i></p> <p><i>engaged,</i></p> <p><i>informed and</i></p> <p><i>reassured.</i></p> <p><i>We will do this by:</i></p> <ul style="list-style-type: none"><li>• <i>delivering ward- based neighbourhood policing</i></li><li>• <i>improving the quality of service to users</i><ul style="list-style-type: none"><li>• <i>being accessible and responsive</i></li><li>• <i>being accountable and courteous</i></li></ul></li></ul>
---

## Impact of Workforce Modernisation and Strategic Force Development

Workforce modernisation has taken on a greater significance within the force and is being implemented through work streams under the citizen-focused steering group. Within these work streams, strategic groups are working towards changes that will improve the efficiency, effectiveness and professionalism of the service. This is with an aim of improving the quality of police–citizen interaction. The work streams are split into those that deal with service delivery and those areas that enable change to occur.

October 2006

An example of an area that has benefited from the push to modernise the workforce is the personal development review (PDR) system. This is now fully implemented with a take-up rate of 96%. All PDRs incorporate objectives that are directly linked to force objectives in terms of citizen focus and race and diversity issues. BCUs are sharing good practice in objective setting and the development of personal and team performance measures.

The force is planning to engage more volunteers and is looking to devise a model to implement this. An action plan for the recruitment of special constables is also in place. As well as these areas, the force is forwarding the Gender Agenda and the Common Agenda which includes the career development path for police staff.

One of the work streams looks directly at workforce modernisation and extracts themes from the other work streams and develops specific action plans to deliver identified priorities and common themes. There is constant review and development of systems to encourage change.

With regards to strategic force development, the DCC has taken the lead in ensuring that there are relevant groups in place to effectively develop the force at a strategic level. There is a clearly defined strategic structure for driving forward change that follows logical paths to implementation working groups.

## Major Achievements

In September 2005 Gwent Police was responsible for the hosting of the European Union (EU) Foreign Ministers' meeting at the Celtic Manor Resort. With delegations from all 25 EU member states in attendance, as well as senior officials from the USA, the EU, Croatia and Turkey, the event posed probably the largest security challenge ever seen in Wales. Operation Accord provided Gwent Police, as a relatively small force, with immense challenges. Accord involved over 600 Gwent police officers and more than 100 police staff and police community support officers (PCSOs), supported by 1,400 mutual aid officers from 33 forces, plus 120 Metropolitan Police officers. Specialist units such as firearms, police support units (PSUs), air support, search, Home Office technical teams and the army were also used to maximise security.

The smooth running of the event was hailed as a success by other forces, the press and the Foreign & Commonwealth Office and proved that the force is capable of providing security at the appropriate level for major international events.

The force has recently carried out a number of successful and dynamic, real-time operations, which has had a very positive impact on the local communities in which they were carried out. Operation Bean was launched following the shooting of a security guard during an armed robbery of a building society in the city of Newport. It identified the offenders to be an armed gang from the West Midland area. The gang was also linked to nearly a dozen other robberies throughout the country. A collaborative cross-border operation initiated by the force resulted in Gwent officers arresting all members of the gang and successfully bringing the offenders to the criminal justice system.

The street murder in Pillgwenlly, Newport of a well-known local man in early 2005 was followed closely by gang fights in the street, where firearms were discharged and a young man sustained a serious knife injury. The response was Operation Dalton which sought to deal positively with street drug-dealing, taking a sustained, disruptive, zero tolerance approach by local dedicated officers using a variety of enforcement and preventative tactics.

October 2006

The officers engaged with the local community in order to react, respond and reassure. Strategies were developed to improve the visibility, accessibility and responsiveness of the police. These strategies proved highly successful and ultimately formed the Pill neighbourhood policing strategy, an approach which has been promulgated as best practice and has yielded remarkable results in this hard-to-reach community.

Operation Acorn was launched as a result of the murder in Newport city of a popular local man. The three men responsible, who were well known in the locality, attempted to avoid being brought to justice by the intimidation of local witnesses within the community. The investigating officers worked closely with the community, forging strong links. This led to witnesses coming forward to give evidence against the offenders in court. A successful conviction of all three men was obtained in court.

Operation Geneva, the investigation into the murder of PC Sharon Beshenivsky, a serving police officer in West Yorkshire Police, used specialised units in both covert and overt roles to assist in the apprehension and arrest of the alleged dangerous offenders. These arrests followed an intense, well-planned, protracted investigation and operation which involved a significant number of staff from Gwent working in collaboration with neighbouring forces. This was an example of concentrated effort and excellent teamwork, which resulted in very high-profile arrests and this has reflected well on the professionalism of Gwent Police.

## **Major Challenges for the Future**

### **IPLDP**

Probationer training in the force is currently undergoing major changes. The recent introduction of the Initial Police Learning and Development Programme (IPLDP), which was implemented in April 2006, has seen the start of a modernisation process to better equip officers for new challenges in the 21st century. The force has invested in a new professional development unit at Cwmbran, which will provide students with the optimum environment in which to learn and develop by providing a corporate approach to the way in which they are supported in their achievement of the required 22 national occupational standards.

### **Victim's Charter**

As from 1 April 2006 a code of practice for victims (Victims' Code) has been introduced. The code has replaced the Victim's Charter and will challenge the force, through the various criminal justice agencies, to keep victims fully informed of the progress of their crime from the point of reporting the matter to a defendant's sentence in court and beyond.

### **Growth of City of Newport**

The continued expansion of the city of Newport presents an ongoing challenge to policing. The change in the demographic profile of the community in respect of age, ethnicity and economic prosperity continues at a significant pace. Investment in the riverside area, with the relocation of the university and other commercial ventures, will require a review of the current capacity and capability of local policing to ensure it responds to the increasing vibrant social and commercial scene.

### **Citizen Focus Agenda**

The force has embarked on all-embracing change process under the Citizen Focus Agenda. The internal cultural shift required is significant and chief officers are personally committed to leading the change to secure the hearts and minds of staff within the organisation. The citizen-focused policing steering group oversees the implementation of a series of individual programmes of work. There are five service delivery work streams: improving the user experience, neighbourhood policing, engagement, accountability mechanisms and cultural change. Four enabling work streams have been put in place to facilitate service delivery: namely, modernising the workforce, service delivery through technology, resourcing change and keeping people informed. It is through these programmes of work that the force will deliver the quality of service commitment (QoS), the Victims' Code, First Contact, national call-handling standards and the single non-emergency number.

October 2006

<b>Summary of Judgements</b>	<b>Grade</b>	<b>Direction of Travel</b>
<b>Citizen Focus</b>		
Fairness and Equality in Service Delivery	<b>Fair</b>	<b>Stable</b>
Neighbourhood Policing and Problem Solving	<b>Fair</b>	<b>Improved</b>
Customer Service and Accessibility	<b>Fair</b>	<b>Stable</b>
Professional Standards	<b>Good</b>	<b>Not Graded</b>
<b>Reducing Crime</b>		
Volume Crime Reduction	<b>Good</b>	<b>Stable</b>
<b>Investigating Crime</b>		
Managing Critical Incidents and Major Crime	<b>Fair</b>	<b>Stable</b>
Tackling Serious and Organised Criminality	<b>Fair</b>	<b>Stable</b>
Volume Crime Investigation	<b>Good</b>	<b>Stable</b>
Improving Forensic Performance	<b>Good</b>	<b>Stable</b>
Criminal Justice Processes	<b>Fair</b>	<b>Stable</b>
<b>Promoting Safety</b>		
Reducing Anti-Social Behaviour	<b>Fair</b>	<b>Stable</b>
Protecting Vulnerable People	<b>Fair</b>	<b>Stable</b>
<b>Providing Assistance</b>		
Contact Management	<b>Fair</b>	<b>Improved</b>
Providing Specialist Operational Support	<b>Fair</b>	<b>Stable</b>
Strategic Roads Policing	<b>Good</b>	<b>Stable</b>
<b>Resource Use</b>		
Human Resource Management	<b>Fair</b>	<b>Stable</b>
Training, Development and Organisational Learning	<b>Fair</b>	<b>Improved</b>
Race and Diversity	<b>Fair</b>	<b>Stable</b>
Managing Financial and Physical Resources	<b>Good</b>	<b>Stable</b>
Information Management	<b>Fair</b>	<b>Stable</b>
National Intelligence Model	<b>Fair</b>	<b>Stable</b>
<b>Leadership and Direction</b>		
Leadership	<b>Good</b>	<b>Not Graded</b>
Performance Management and Continuous Improvement	<b>Fair</b>	<b>Stable</b>

## 1 Citizen Focus (Domain A)

### 1A Fairness and Equality in Service Delivery

<b>Grade</b>	<b>Direction of Travel</b>
<b>Fair</b>	<b>Stable</b>

#### National Grade Distribution

Poor	Fair	Good	Excellent
0	15	28	0

#### Contextual Factors

This framework is primarily concerned with the provision of a policing service that delivers appropriate, sensitive and professional services fairly and equitably to all communities.

The force is working to embed a culture of service improvement, with a clear vision of delivering safer communities and securing trust and confidence. Policy and function are managed through a strategic committee with a consultation process, supported by the force diversity officer and policy officer to ensure compliance and share good practice.

Further work is necessary to secure further improvement, including the introduction of an updated diversity strategy and enhanced training provision.

#### Strengths

- In 2005/06, 46.71% of racially or religiously aggravated offences were detected; this is above the most similar force (MSF) average of 42.14%
- Diversity is a standing agenda item on all strategic committees, with the head of citizen-focused policing and/or the force diversity officer as members.
- An updated race equality scheme (RES) was published in May 2005. Performance against the RES is routinely scrutinised and monitored through the respective strategic committees in force, at BCU level as part of the performance management review, by the Police Authority, the independent advisory group (IAG) and partner organisations. The RES is subject to both interim and annual reviews, with the yearly review and report taking cognisance of legislative and socio-economic change impacting upon race equality.
- The RES forms the basis of the work of the All-Wales Police Race Equality Good Practice Network established by the force diversity officer in 2005. Through this network, the Commission for Racial Equality Wales has identified elements of the equality impact assessment template as good practice.
- There is a commitment to enhance service provision to deal with all forms of hate crime. Accountability for performance takes place at both force and divisional levels, with

October 2006

Police Authority, multi-agency and IAG involvement in the scrutiny function. Multi-agency activity adds value by supporting witnesses, securing evidence, and reducing incidents of hate crime across all divisions, with plans to enhance this further.

- An IAG was established in spring 2005 which covers all aspects of diversity including gypsy/traveller matters. At a strategic level, a member of the IAG sits on the confidence and equality board. There is a recognised, tested IAG call-out procedure whereby an IAG member or senior investigating officer can activate the IAG in the event of a critical incident, or if there are concerns about community tensions.
- Effective community consultation takes place across the force area, with recognised good practice in relation to engagement with 'harder to hear' communities and individuals. Of note is work relating to asylum seekers, and an All-Wales Police Consortium for Refugees and Asylum Seekers has been established. There are also well-established links at force and BCU levels with transient and static community groups.

### **Work in Progress**

- A customised diversity strategy which builds upon the key features of the national strategy is currently in development.

### **Areas for Improvement**

- In 2005/06, 67.6% of victims of racist incidents were satisfied with the overall service provided; this is below the MSF average of 73%.
- While training relating to the provisions of the Race Relations Amendment Act has been delivered to staff, there is a recognised need to deliver an enhanced diversity training programme to staff at all levels.
- There is scope for further development in relation to diversity performance monitoring through the adoption of a more appropriate suite of indicators. The head of citizen-focused policing has been tasked with this and IAG members are engaged in the process.

**1B Neighbourhood Policing and Problem Solving**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Fair</b>	<b>Improved</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
4	18	20	1

**National Context**

Neighbourhood Policing (NHP) is a national programme and its expectations are based on national research. This framework differs from others because the grade awarded reflects the force’s ability to roll out NHP progressively, year on year, until its implementation date of April 2008. This focus on programme delivery and the need for continual improvement are reflected in the grades. Therefore, in this framework it is significantly more challenging for a force to maintain the same grade as last year.

HMIC has awarded an Improved direction of travel where forces are actively progressing implementation, have improved their performance and have allocated significant resources to deliver NHP. As a result, most forces have an Improved direction of travel. However, this assessment has also highlighted the significant demands of the NHP programme and the vulnerability of some forces that are failing to maintain the pace of implementation.

**Contextual Factors**

This framework focuses both on the strategic structures that ensure that neighbourhood policing is mainstreamed into everyday policing activity, and on operational activities that provide meaningful and targeted, high-visibility policing services aimed at increasing confidence within local communities.

Despite the progress made, the force is cognisant of the further development required to enhance the service that it provides: significantly, internal and external communications are under review and the publication of a communications strategy should considerably improve the current position.

**Strengths**

- The pathfinder BCU has fully implemented neighbourhood policing as have the remaining BCUs in the force, meaning that 400 people are now fully engaged in neighbourhood policing. Two divisions have a full-time implementation team and the other has mainstreamed delivery through the command team process. The neighbourhood policing work stream is led by a chief superintendent as part of the force-level citizen-focused steering group, which is chaired by the DCC.
- Neighbourhood officers’ names and telephone numbers have been widely circulated and provision has been made for direct line access to officers via the Tetra system.

October 2006

Corporate templates have been drafted that clearly identify who the neighbourhood officers are and how they can be contacted. Information has also been made available to the public through local fliers.

- A detailed project/programme exists, created through the service delivery work stream for delivering neighbourhood policing. The plan complies with the SMART (specific, measurable, achievable, realistic and timely) criteria, has timescales attached and has been agreed with partners.
- There is a formalised governance and review element within the project structure. The project board meets monthly and looks in detail at progress against the plan. Also, the work stream highlights areas of risk and implements actions in order to address these areas. The DCC is given a monthly highlight report which summarises progress and areas of risk.
- Ward profiles have been constructed that have detailed information of demographic and socio-economic issues. These are held as part of the neighbourhood teams' local policing priorities. In the pathfinder BCU, ward profiles have been developed with local authorities and local communities. With the use of tactical assessment data, it has been possible to prioritise the wards, particularly in terms of ASB and quality of life issues.
- The National Intelligence Model (NIM) is used to drive neighbourhood policing, with tasks from the level 1 tactical tasking and co-ordination group (TTCG) meeting being channelled into neighbourhood policing teams for action. There is evidence of joint problem-solving with partners, and some evidence of community involvement.
- The crime and disorder audit conducted by the CSP collected and analysed the views of members of the community; this information has been used to shape and influence the force control strategy.
- In the pathfinder BCU, neighbourhood policing is on the agenda for all divisional management meetings and a guide has been produced for CID officers to increase their awareness of neighbourhood policing issues.
- Joint multi-agency training in problem solving, using the SARA (scanning, analysis, response, assessment) model and delivered by accredited trainers, has taken place across the force.
- A structured approach to addressing ASB is evident, with each BCU having an inspector responsible for dealing with this issue. These officers act as tactical advisers for implementation of legislation and facilitate problem-solving groups as part of the neighbourhood teams.

### **Work in Progress**

- There is currently little corporacy in respect of community engagement and consequently community priorities are established using a variety of means, for example from individuals, neighbourhood watch meetings, council meetings, and Police Authority consultation meetings. While this is leading to the development of some priorities, it is not yet an adequate approach to capture the priorities of the wider community. The force has recognised this issue and the production of a community

October 2006

engagement strategy was at an advanced stage at the time of inspection.

- There is some evidence of neighbourhood policing officers being abstracted to assist with response and other duties. While some abstractions are an inevitable consequence of operational police work, the implementation of an abstraction policy would help to minimise these. The force is committed to the implementation of such a policy in accordance with national guidelines and this is being developed.

#### Areas for Improvement

- Partners and communities have not been fully engaged in defining communities. Their participation in this process would provide an opportunity to increase their involvement in neighbourhood policing.
- At present the analytical and research capability available to support neighbourhood policing limited. However, this has been recognised and a business case for the recruitment of additional staff has been successful. This will remain an Area for Improvement until these resources are embedded into the organisation, fully trained and making an impact.
- A corporate performance framework for neighbourhood policing is not yet in place. Plans are, however, in the process of being developed for such a framework, with implementation expected in late 2006.
- There is scope for improvement in respect of some HR-related matters, in particular: the need for recruitment and selection processes to include neighbourhood policing requirements; better management and recruitment of the extended police family (especially volunteers); and the inclusion of development programmes for neighbourhood policing personnel in the force training plan. The force has recognised the need for such improvements and has developed an action plan to address them.

## GOOD PRACTICE

<b>TITLE: Operation Dalton, Neighbourhood Policing Strategy, Newport City</b>
<b>PROBLEM</b>  Pillgwenlly (Pill) hosts a culturally diverse community in one of the most socio-economic deprived wards in Gwent. Although crime levels are comparable with other policing sections in Newport City, the seriousness of this criminality is unrivalled. This manifests itself in the organised and open street supply of Class A drugs, associated money laundering, street robberies and prostitution, as well as the possession and use of illegal firearms.  Numerous large-scale police and customs level 2 and 3 operations have been successful, and clearly demonstrated the extent of the problem. These operations disrupted a number of significant criminal gangs but also created vacuums which were quickly occupied by new criminals.

October 2006

The impact on the community was significant, and a crime and disorder audit identified the concerns of Pill's residents. In huge majorities, the community felt that Pill was the least safe place to be day or night and stated that it was extremely likely they would witness drug dealers/ users regularly in their community. They felt that they, more than any other community residents, would be the subject of attack or harassment. This perception was set against historically poor community and police relations.

The street murder of a well known local man in early 2005 was followed closely by gangs fighting in the street, with firearms discharged and a young man was almost stabbed to death. This led to around 300 angry residents attending a public meeting where they blamed the police and called for action.

### **SOLUTION**

The response was Operation Dalton, which sought to deal positively with street dealing by taking a sustained, disruptive, zero-tolerance approach whereby local dedicated officers used a variety of enforcement and preventative tactics. Community engagement was essential in order to react, respond and reassure and strategies were developed to improve the visibility, accessibility and responsiveness of the team. A core principle was to develop effective, sustainable strategies to engage with the community, reassure them with visible activity and deliver tangible results in areas which concerned residents most – notably, the supply of class A drugs.

The strategies include:

A tasking and problem solving strategy in which the National Intelligence Model is deployed in combination with proven problem-solving toolkits, so that problems are identified, prioritised and tackled.

A communication strategy to develop innovative ways of informing residents of the action being taken, what results are being delivered and identify how to capture vital community intelligence.

This has included a police and partnership community open day, e-leaflets for drops in hotspot locations, action areas for community bulletins, columns in community newsletters, customer satisfaction surveys and the development of Pill's first Pub and Business Watches (with 54 members).

A patrol strategy is in place which maximises reassurance to residents, improves visibility, enforcement and crime prevention in hot spot and community concern areas.

### **OUTCOME(S)**

These strategies proved highly successful and ultimately formed the Pill Neighbourhood Policing Strategy, an approach which has yielded remarkable results in this hard-to-reach community.

### **FORCE CONTACT:**

Inspector Mark Warrender Tel: 01633-245219 E-Mail  
Mark.Warrender@gwent.pnn.police.uk

**1C Customer Service and Accessibility**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Fair</b>	<b>Stable</b>

**National Grade Distribution**

<b>Poor</b>	<b>Fair</b>	<b>Good</b>	<b>Excellent</b>
<b>0</b>	<b>19</b>	<b>22</b>	<b>2</b>

**Contextual Factors**

This framework deals with the extent to which policing services meet the needs and expectations of customers/users and the degree to which the force has embraced the Government’s Citizen Focus Agenda and created an ethos that permeates all services throughout the organisation. There are direct links with framework 5A (Contact Management) which focuses on the telephone access route to policing services.

The establishment of a citizen-focused policing steering group and project team under the leadership of the DCC demonstrates the force’s commitment to improving customer service and accessibility. The steering group directs and oversees the implementation of a series of individual programmes of work which, together, will deliver the citizen-focused policing agenda.

A significant amount of work has also been focused on implementation of the Victims’ Code and increasing referrals to Victim Support; however, further work is needed to enhance the quality of service afforded to victims and witnesses.

**Strengths**

- A range of different ways to access policing services has been developed. The force has made significant efforts to communicate these to the public through open meetings, website broadcasts, local media articles and interviews – as part of its communications strategy.
- Customer satisfaction surveys provide a good source of feedback. Targets in respect of customer satisfaction are in place and monitored at force and BCU levels. Results are produced quarterly for BCUs down to station level and used by BCU commanders to drive improvement. Negative feedback about an individual member of staff is sent to the professional standards department for action. Equally, letters of praise or surveys containing praise are fed back appropriately. Following feedback from research, including a mystery shopper exercise, 35 members of staff in the call centre are undertaking NVQs in Customer Service.
- A policing stakeholder group has been established to act as a ‘critical friend’ to the citizen-focused policing steering group; this helps to ensure that local public consultation is used to shape policies and procedures to deliver the QoS.

October 2006

- The all-Wales restructuring project has developed work streams that incorporate the Citizen Focus Agenda and a consistent methodology to deliver the QoS across Wales.
- The force particularly scrutinises responses from black and minority ethnic (BME) users. Sample sizes are so low, however, that any specific issues are dealt with on a case-by-case basis directly with sectional inspectors. This maximises opportunities to improve customer service.

### **Work in Progress**

- Notwithstanding the targets on public satisfaction that already exist, there is a need to develop a more holistic suite of performance indicators, which would provide a better balance between quantitative and qualitative measures, to drive service improvement. The force has recognised this and aspirational qualitative targets have already been included within the 2006/07 local policing plan.

### **Areas for Improvement**

- Supervision of, and feedback to, officers and staff on customer service skills are not currently well developed. This is being addressed within the culture change work stream of the citizen-focused policing programme, which is being managed personally by the Chief Constable.
- Widening the current criteria for commendation to include quality of service would help to underpin the importance of delivering high standards of service to the public.
- The force has not yet developed a systematic approach to the publication of information about service delivery – for example police station opening times, surgery and meeting times – to ward and sector levels. An action plan has been developed to deliver this work and some progress has already been made, including the neighbourhood policing micro-site which provides a means for the public to identify their neighbourhood officers via the intranet. However, there remains a significant amount of further work to be done in order to meet national standards.
- Mechanisms for auditing the effectiveness of compliance with the Victims' Code are not in place. However, the force is seeking to resolve this issue through the procurement of improved software for the crime recording system, and through the introduction of monitoring and dip sampling at BCU level.

**1D Professional Standards**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Not Graded</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
2	16	25	0

**National Position**

In view of the recent focused inspection activity of professional standards departments across the country, the grade allocated in the national moderation process and publication of the reports in January 2006 will be applied for the purposes of baseline assessment.

The inspections were conducted using a substantial framework of questions under EFQM4 (European Foundation for Quality Management) headings. This framework of questions was forwarded to forces in line with normal baseline methodology, requesting self-assessment and submission of relevant evidence and supporting documentation. This material was then analysed and followed by HMIC inspection teams visiting forces to carry out validation checks and supplementary interviews of key staff and stakeholders. The baseline inspection reports include recommendations as well as areas identified for improvement.

Evidence was gathered, consolidated and reported upon in individual force baseline assessment reports which can be found on the HMIC website:

[http://inspectorates.homeoffice.gov.uk/hmic/inspect\\_reports1/baseline-assessments.html](http://inspectorates.homeoffice.gov.uk/hmic/inspect_reports1/baseline-assessments.html)

## 2 Reducing Crime (Domain 1)

### 2A Volume Crime Reduction

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Stable</b>

#### National Grade Distribution

<b>Poor</b>	<b>Fair</b>	<b>Good</b>	<b>Excellent</b>
<b>1</b>	<b>18</b>	<b>20</b>	<b>4</b>

#### Contextual Factors

Crime reduction targets are in place at both force and divisional level with Welsh Assembly Government engagement in community safety partnership (CSP) target setting.

The force has achieved its overall crime reduction target of 6%, which equates to a reduction in crime from 102.8 crimes per 1000 population in 2004/5 to 96.3 crimes per 1000 population in 2005/6. Overall performance for crime reduction places the force mid table within its most similar force (MSF) group.

The NIM is integral to the force approach to crime reduction with control strategies supporting key performance targets. There are effective partnership arrangements at force level through eg the local criminal justice board and multi agency chief officers group. At divisional level there is engagement in the full range of statutory and non-statutory partnerships.

The force has demonstrated steady progress within crime recording processes and is now NCRS compliant.

#### Strengths

- There was a 6% reduction in total crime in 2005/06 compared with the previous year; the figure of 96.3 offences per 1,000 population is below the MSF average of 100.7 offences per 1,000 population.
- Commendable reductions in all categories of volume crime have been achieved in 2005/06; these include reductions of 16% in domestic burglary, 11% in violent crime, 10% in robbery and 3% in vehicle crime. The force is second in its MSF group for all these categories of crime, with occurrence rates well below the MSF averages.
- Recent audit work on compliance with the National Crime Recording Standard (NCRS) and Home Office Counting Rules identified that management arrangements and overall data quality have much improved. The force is now NCRS compliant.
- Crime audits are conducted in each division on a monthly basis, with the results reported to chief officers and divisional crime champions. These audits include the specific areas of burglary, criminal damage and vehicle crime, to ensure that the

October 2006

force fully complies with the NCRS and does not inappropriately deflate crime figures in the categories of vehicle crime or burglary. Records of these audits are kept within the crime audit department and are examined by the Wales Audit Office on the annual crime data review.

- The DCC is the chief officer lead on crime reduction and drives performance in this area through chairing of the TTCCG and through monthly performance meetings with BCU commanders. These meetings provide a robust forum where any deterioration in performance is identified and effective remedial action is initiated.
- Initiatives aimed at addressing areas of poor performance have been developed, one example being Justice for Victims. This has taken place throughout the force, with divisional detective chief inspectors providing the lead. The initiative involves audit of crime investigation, promotion of good practice in bringing offenders to justice, and monitoring of sanction detection rates. The work has been supported by additional divisionally based cascade training, with further training to be delivered throughout the organisation.
- Resources are deployed through the NIM process to tackle long-, medium- and short-term crime reduction priorities, with strategic and tactical assessments informing crime reduction activities. Initiatives include Safer City and City Safe in Newport, these being short- to medium-term operations. Longer-term initiatives include the use of crime prevention survey and architectural liaison office work on designing out crime.
- Evidence of joint problem-solving initiatives exists such as the substance misuse action teams, which have both enforcement and educational sub-groups in place. Their remit includes alcohol abuse, particularly with regard to young people. In Monmouthshire and Torfaen a school nurse post has been funded to assist in delivering the message around alcohol abuse.
- The force control strategy addresses both serious/organised crime issues and volume crime issues that impact across BCU boundaries. This strategic approach to crime reduction includes planned operations, which are scheduled throughout the year and monitored through TTCCG meetings. Operation Orion (a successful headquarters-led initiative conducted in November 2005) is an example of this approach and involved force-level co-ordination of enforcement, prevention and intelligence-based activities targeting vehicle crime. The force has used Home Office toolkits for robbery and motor vehicle crime. In Newport, activity has led to reductions in robbery within the division.
- A corporate approach to problem-solving policing has been adopted, underpinned by training. Good practice (such as deployment of automatic number plate recognition (ANPR) to rural market events, and co-ordinated multi-agency work using ASB legislation to close a crack house) has been identified and shared between divisions.
- Strong partnership-working arrangements are in place to reduce volume crime, a good example of joint working being the City Safe alcohol harm reduction strategy in Newport; this led to a reduction in violent crime over the Christmas and New Year period.
- Community safety unit staff fully support CSPs in the management and research involved in the CSP audit process and in the development of strategies. Close

October 2006

working relationships exist between the force and CSP partners, including the involvement of partners in the tasking and co-ordination processes. Effective information-sharing is evident and information-sharing protocols are in place.

- Many examples exist of the effective use of police resources to reduce volume crime. These include the use of neighbourhood policing teams, with work of particular note being evident in Trevethin. Other examples include Operation Excel (tackling distraction burglary) and Operation Fine, which targeted significant offenders.

### Areas for Improvement

- At present the analytical and research capability of the force is limited. This has been recognised and a business case has been successful for the recruitment of three analysts and eight researchers. This will remain an Area for Improvement until these resources are in place, trained and making an impact on performance.
- The force needs to develop its capability for evaluating crime reduction initiatives. Notwithstanding this, some evidence of good evaluation does exist – for example Project Staff relating to domestic violence. More effective evaluation will lead to a better understanding of which initiatives work well and why.

## GOOD PRACTICE

<b>TITLE: Crime Opportunity Profile (COP) Report</b>
<b>PROBLEM:</b>  A problem profile outlining the crime and disorder problems being suffered in the Corporation Road area of Newport identified high levels of crime, including violence, theft from unattended motor vehicles and criminal damage. The local police station at Maindee had also received many calls related to disorder in a four-month period, prior to commissioning of the COP report.
<b>SOLUTION:</b>  COP reports approach the problem of crime and disorder from the location side of the problem analysis triangle. The problem analysis triangle looks at an offence and the three main elements of that offence - namely the offender, the victim and the location. Although offender and victim profiling have been widely used in the past, with success in both preventing and solving crime, this approach looks at the location and seeks primarily to remove the opportunity for crime to take place.  COP reports are a systematic and detailed study of an environment - whether a street, school or other location - which suffers from crime and/or anti-social behaviour. The COP report is able to identify a whole raft of features that offer opportunities to commit crime or generate fear of crime and also highlights other features that provide locations for drug-taking/dealing and other anti-social or criminal behaviour. Importantly, a COP report will suggest practical solutions to the problems identified, using crime prevention tactics based on environmental design practices. The delivery of the solutions relies

October 2006

heavily on the commitment of multi-agency partnerships to the process.

**Example of Use**

The COP report examined the many multi-agency responses to the problems in the Corporation Road area and made several recommendations for action, including:

- A police high profile operation and allocation of a regular ward officer
- Use of anti-social behaviour orders and dispersal orders
- Removal of graffiti and billposters
- Lighting issues
- Youth service provision and community development.

**OUTCOME(S)** As a result of the various intervention and support action that ensued, analysis points to a reduction in crime of 59% together with an 89% reduction in calls to the police relating to disorder, over a three- month period compared with the same period in the previous year.

The environmental task group of the Newport Community Safety Partnership - a multi-agency group encompassing various departments of the local authority, police and fire service - now relies solely upon COP reports to direct activity and fund improvements to the built environment.

**FORCE CONTACT:** PC 744 Nick Haynes (Crime prevention Officer)

01633-245381 E-Mail Nick.Haynes@gwent.pnn.police.uk

### 3 Investigating Crime (Domain 2)

#### 3A Managing Critical Incidents and Major Crime

<b>Grade</b>	<b>Direction of Travel</b>
<b>Fair</b>	<b>Stable</b>

#### National Grade Distribution

<b>Poor</b>	<b>Fair</b>	<b>Good</b>	<b>Excellent</b>
5	17	17	4

#### Contextual Factors

This framework deals with the identifying and actioning of critical incidents into motion, that is those with the potential to develop into major investigations. It also covers the handling of homicide and other serious crimes that will normally require a major incident room and a senior investigating officer, often with specialist assets.

The assessment is primarily qualitative, with a judgement as to the extent to which the force predicts and prevents problematic incidents and major crime as opposed to discovering and reacting to such.

The major crime support unit (MCSU) has also recently taken responsibility for the casualty bureau and this will facilitate greater integration of major incident room and casualty bureau functions in support of critical incidents. The MCSU has been co-ordinating and assisting in the delivery of casualty bureau training for the force since April 2006.

#### Strengths

- The force strategic assessment covers serious crimes such as firearms use, robbery and life-threatening violence. These categories are also reflected in the strategic intelligence requirement at force level. The force strategic assessment considers emerging threats, including terrorism and extremism, and trends relating to vulnerable communities.
- Effective relationships with partner agencies exist, with information sharing being evident; there are strong links with two local prisons, with prison intelligence being captured and entered onto the force intelligence system.
- An IAG was established in spring 2005, which meets regularly as part of a consultation process, with ad hoc meetings when necessary. A good example of the use of the IAG was in the planning for the European Ministers' conference, where the IAG was used to inform policy and direction of the police operation.

October 2006

- Training in critical incident management is underpinned by the attendance of staff at seminars and workshops (for example the Hurricane Katrina workshop), where best practice is identified and shared.
- Plans exist for a wide range of incidents, and AIMS packages (a pull-down list of operating procedures) within the command and control system ensure that appropriate staff and resources are mobilised to maximise the force response in the critical early stages of such incidents. A 24-hour call-out rota exists for specialist staff and the force has also introduced 24-hour detective cover. This provides increased expertise in the management of initial response.
- The MCSU has been expanded during the last 12 months in response to increased demand and now has a dedicated detective inspector, one additional sergeant and two additional constables. There are sufficient trained staff to meet predictable demand and formal protocols are in place with both Dyfed Powys and South Wales Police to provide mutual aid at times of extraordinary demand.

### **Work in Progress**

- There is a gap in the force's capability to deal with community intelligence and at present it cannot be confident that all such intelligence is properly managed within the intelligence system. A gap analysis has been conducted and an action plan developed to improve the situation.

### **Areas for Improvement**

- Performance management of major crime activity is limited and, at best, amounts to the monitoring of costs.
- Not all senior investigating officers are currently accredited to the professionalising investigation process (level 3). The force intends to address this during the next year.
- There are no officers trained as bronze firearms commanders. This role is normally performed by the tactical team leader or the senior armed response vehicle (ARV) officer involved in an incident. The force has recognised this issue and intends to select and train officers for this role in the next financial year.
- The force can muster sufficient firearms assets to meet demand but only through the use of ARV officers who have a dual firearms/road traffic role.
- The force has no dedicated senior investigating officers or enquiry teams and these are drawn from operational detectives across the force; as a consequence, extraordinary demand does impact on day-to-day policing.
- While precursor offences are considered in the force strategic assessment, it does not consider all major crime issues.

October 2006

**3B Tackling Serious and Organised Criminality**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Fair</b>	<b>Stable</b>

**National Grade Distribution**

<b>Poor</b>	<b>Fair</b>	<b>Good</b>	<b>Excellent</b>
<b>7</b>	<b>21</b>	<b>13</b>	<b>2</b>

**Contextual Factors**

This framework is concerned with deterring, disrupting or dismantling serious, organised or cross-border crime, prioritising that which causes significant physical, social or economic harm to individual communities. These offences include those that require the use of specialist resources and methods that would ordinarily be beyond the capacity of BCUs.

The force was awarded a Fair grade in last year's baseline assessment and has again been awarded Fair in this assessment, which represents an acceptable level of service. However, during 2005/06 an extensive reorganisation took place within the level 2 assets, with changes designed to balance and refocus resources. The diverse units of drugs squad, organised vehicle crime team, covert listening post and surveillance team have been brought together in an organised crime unit, headed by a detective inspector with significant experience in covert policing and surveillance.

The fraud and financial investigation units have been expanded significantly and amalgamated into a new financial crimes unit with the main purpose of improving Proceeds of Crime Act (POCA) and confiscation performance, dealing more effectively with suspicious activity report referrals through money laundering teams and enhancing the intelligence function of the force. The unit will eventually have 16 accredited financial investigators (up from 4), with many of the new posts self-funded through the incentivisation scheme.

Despite the improvements referred to, work remains to be done, particularly around the identification of organised criminal groups and the development of results analysis.

**Strengths**

- The DCC is the chief officer lead for serious and organised criminality; he also leads on NIM and chairs the monthly tasking and co-ordination group (T&CG) meeting. This provides clarity to staff in that the same lead officer is responsible for the key elements of NIM, serious and organised criminality, and performance.
- There is evidence of intelligence products driving activity – eg, recent problem profiles have identified organised criminal networks involved in crack cocaine supply, gangs using firearms, distraction burglars, gang masters and prostitution. These have led to good work being conducted by proactive units who have had significant impact on organised crime groups – eg, Operation Reptile (tackling cocaine importation from Colombia).

October 2006

- The establishment of field intelligence officers in the force intelligence bureau has recently been increased from three to six, thus providing an enhanced level 2 research and development capability.
- The force has a range of resources to tackle level 2 criminality. The surveillance team is an efficient and effective unit, able to provide assistance to BCUs and the organised crime unit. The force has a high-tech crime unit, level 2 test purchase officers and covert rural observation post officers. The force also has a dedicated source unit which has been held up as best practice by the Office of the Surveillance Commissioner.
- There is a direct and well-defined interface between force and regional tasking. The force holds a monthly level 2 T&CG meeting, and this meeting can refer matters to Operation Tarian (the regional task force) for action as necessary. Operation Tarian has the resources to tackle level 2 criminality, and there have been numerous occasions where such co-operation with neighbouring forces has resulted in significant drug seizures.
- The Police Authority actively engages with the force in providing scrutiny of operational service delivery. To this end, the chair and one other member of the authority have been subjected to developed vetting and are regularly briefed on the overall management of sensitive policing issues. This includes attendance of Police Authority members at the monthly T&CG meeting.
- A POCA champion has been identified in each division to attend divisional tasking meetings and to ensure that all pre-planned or spontaneous operations are assessed for POCA confiscation opportunities.
- There has been a significant reorganisation of the central resources dedicated to dealing with financial crime, leading to an increased capability for dealing with suspicious activity reports and pursuing asset seizure under POCA. This has been achieved by bringing together fraud, drug confiscation and the financial investigation unit, and by recruiting additional staff, in order to form the financial crimes unit.
- The force has an established security review group, which meets monthly and receives current threat assessments affecting the force in the areas of terrorism, environmental crime and other politically motivated criminality.
- Every serious crime investigation, level 2 operation and long-term missing persons investigation is reviewed, and good practice is disseminated (dependent on level) to either the Gwent senior detective officer conference or to the regional senior detective officer quarterly conference. These conferences also receive good practice or 'critical learning' from detective colleagues around the country.

### **Work in Progress**

- Work needs to be undertaken to identify and contact members of BME communities who may be at risk from organised crime groups or human traffickers, to enable a full understanding of the vulnerabilities and needs of these communities in order to

better police and protect them. The force has already recognised this issue and work is under way to address it.

**Areas for Improvement**

- There is a need to further develop methods of operational review to ensure security and integrity. The force has recognised this and is making progress towards creating an operations security manager role, to provide covert advice and guidance on a range of issues of integrity and security, and potential technical solutions on level 2 operations and serious crime investigations.
- The force is able to meet and resource all pre-planned or predicted requirements. However, resources are insufficient to meet exceptional demand, such as multiple level 2 operations, or simultaneous major enquiries.
- The force has recently recorded significant impact on organised crime groups, such as Operation Reptile referred to above. There are, however, gaps in identifying such groups and work continues to develop the strategic assessment of level 2 criminality.
- Results analysis of level 2 activity is in its infancy and needs further development if the force is to build upon 'what works' in tackling such crimes.

## GOOD PRACTICE

<b>TITLE: Newport BCU – A Strategic Approach to Tackling Prostitution.</b>
<b>PROBLEM:</b> The management of all aspects of the sex trade.
<b>SOLUTION:</b>  Over a two year period, the Newport BCU has led a multi-agency approach to dealing with prostitution, with the overarching aim of offering women realistic avenues out of the sex trade.  At the outset, a strategic group was formed to manage various facets of the sex trade. The group included social services and non-governmental organisations (NGOs) actively working with sex workers. Operation Barbara was launched and this has been successful at identifying both the 'on' and 'off' 'street markets'.  Sex workers are visited by the police, together with representatives from the NGOs, on a regular basis; these visits are supplemented by independent visits from NGOs. Intelligence relating to prostitution is gathered and made available to aid strategic forum reviews. The benefits gained from this type of approach are: <ul style="list-style-type: none"><li>• The on-street market is easily identified and activity with support agencies can be focused to instigate life-style change of on-street workers.</li><li>• Kerb-crawler activity is identified and targeted.</li><li>• The contact with the off-street market allows identification at an early stage of</li></ul>

October 2006

trafficked individuals

- The opportunity for crime syndicates to control the market is negated.
- NGOs are introduced to, and have direct access to, sex workers to apply professional skills to enable the women to find alternatives to prostitution.

**OUTCOME(S):**

The implementation of Newport's strategic approach to prostitution has had an immediate impact on the city's streets. Positive outcomes realised include:

- An estimated 20% reduction in on-street prostitution in the city centre.
- The arrest of pimps who were believed to be controlling on-street activity; current intelligence now indicates no direct control of street prostitution by pimps.
- Qualitatively, individual case studies reveal a significant level of relocation to other areas of Newport and full time employment and the extrication of women subject to people trafficking.

Visits to off-street premises have made it possible to build up a detailed and informed analysis of the marketplace and in particular, the number of premises and the sex workers active within each brothel. This contact facilitates continued and joined-up assistance to exit prostitution. It also enables better informed risk management and allows dangerous clients to be highlighted. Taking account of Home Office documents, off-street premises that do not transgress the principles laid down are not prosecuted.

This visitation policy has been disseminated in the Home Office publication, *A Co-ordinated Prostitution Strategy*.

**FORCE CONTACT:** Inspector Geraint Evans 01633-245305

**E-Mail** [Geraint.Evans@gwent.pnn.police.uk](mailto:Geraint.Evans@gwent.pnn.police.uk)

### 3C Volume Crime Investigation

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Stable</b>

#### National Grade Distribution

Poor	Fair	Good	Excellent
3	20	16	4

#### Contextual Factors

This framework deals mainly with the national target crime priorities of burglary, vehicle crime and robbery. Overall assessment of how well volume crime is being tackled is, to a great extent, based upon quantitative comparative performance.

#### Strengths

- The percentage of offences brought to justice (OBTJ) has increased slightly from 26.9% in 2004/05 to 27.7% in 2005/06; this is well above the most similar force (MSF) average of 24.2%.
- Detection rates for all categories of volume crime are well above the MSF average for 2005/06. A breakdown of these shows detection rates of 34.21% (19.18% MSF) for domestic burglaries; 68% (54.62% MSF) for violent crime; 35.44% (25.76% MSF) for robberies; and 21.84% (11.61% MSF) for vehicle crime.
- Quality assurance teams are in place in each BCU, their role being to quality-check volume crime investigations and provide supervisors with investigation plans.
- Volume crime features in the force control strategy and in its strategic and tactical assessments. The force tasking process has identified and continues to support long-term initiatives aimed at burglary (Operation Magpie) and scientific/forensic identifications (Operation Converter), both of which are funded from headquarters with central co-ordination supporting the operational divisions.
- To raise awareness of powers under POCA, every operational officer has received an information pack detailing the provisions of the Act and all stations display posters to promote the use of POCA.
- The force has sought to ensure that forensic and information technology (IT) opportunities to detect crime are fully exploited. The introduction of a linked crime unit has helped ensure that maximum use is made of recovered forensic samples, to identify multiple offences and the perpetrator(s) responsible. Also, the new forensic intelligence mapping system (Orlando) has already started to realise good results around the provision of intelligence by the scientific support unit (SSU), particularly in relation to burglary offences.

October 2006

- An ANPR intercept team has been recently introduced by the force and is being used as a tactical option in volume crime matters. Deployment of the unit is driven by the NIM, and good results are being achieved in both crime and road traffic matters.

#### **Areas for Improvement**

- Despite achieving detection rates well above the MSF average for all categories of volume crime, detection rates have all decreased in 2005/06 compared with 2004/05; reductions in performance range from –2.67% for domestic burglaries to – 6.12% for vehicle crime.
- The force needs to exploit opportunities for joint action to target prolific offenders through the strong partnership arrangements that currently exist, especially with CSPs.
- Performance against the targets in the Police National Computer (PNC) code of practice is variable and needs to be improved, particularly in the areas of arrest/summons and bail recording. At present the force is largely dependent on the electronic custody and case system, which inhibits performance. However, the expected introduction of NSPIS (National Strategy for Police Information Systems) v5.1 in the autumn of 2006 should lead to improvements. In the meantime, the force continues to meet with senior managers from Her Majesty's Courts Service (HMCS) to seek improvements in the timeliness of the provision of court registers, and improvements in this area have already been made.
- The force received an overall grade of Fair in the Home Office detections audits but problems were identified with regard to cautions, formal warnings for cannabis and offences taken into consideration; although the sample size in the audits is small, the force should nonetheless analyse the reasons for this critical assessment and seek to rectify problems.

**3D Improving Forensic Performance**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Stable</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
3	16	21	3

**Contextual Factors**

The assessment of this activity covers all aspects of forensic management and is not confined to the specialist department. The force has been judged on the extent to which it is using forensic evidence efficiently and effectively to achieve its crime investigation objectives. Improving quality and reducing process times are also key performance drivers.

Improvements in forensic performance have been reflected in an upgrade from last year's assessment. However, work remains to improve performance further, including the actioning of DNA and fingerprint packages in a more timely manner. While this is being addressed by the force – through the introduction of converter teams on BCUs – significant benefits have yet to be realised.

**Strengths**

- Gwent Police is one of only a small number of forces to purchase a 360° imaging system for use at major crime scenes. 'Immersive imaging' was first used to good effect in the Soham enquiry, using West Yorkshire equipment. This has been used successfully in Gwent in a number of homicide and road traffic deaths this year.
- The force has been commended by the police standards unit in respect of its overall forensic performance – for example, good results have been achieved in scene attendance, particularly for burglary and vehicle crime, and also for conversion of fingerprint identifications to detections. The performance of the SSU contributes strongly to the sanction detection rate, which is well above the MSF average.
- The SSU is driven by the requirements of the force control strategy. The scientific support manager attends force tasking meetings and the divisional forensic managers attend divisional and sectional tasking meetings. The tasking priorities are discussed at the forensic steering group meeting and the group provides direction of the tasking of crime scene investigators (CSIs) in line with the control strategies.
- The force monthly (performance) report provides targets and performance indicators in respect of scene attendance, outcomes, timeliness and detections. Monthly reports are also produced for performance indicators in respect of Criminal Justice Act (CJA) compliance, including tenprints received against allocated arrests summons numbers, DNA samples against newly created CROs, live identification rates and photographs. This information is analysed by divisional senior command teams and is subject to performance review on a monthly basis by the DCC. Targets

October 2006

are linked directly to the control strategy and changed quarterly in accordance with the direction provided by the strategic tasking and co-ordination group (STCG).

- The performance of each individual CSI is the subject of monthly review, with appropriate support and training provided to those staff who are below average.
- Minimum standards of investigation, including forensic recovery, have been included in a specific project, Justice for Victims, aimed directly at improving the sanction detection rate.
- The force has made full use of the forensic integration strategy grant and has also obtained extra funding by negotiating rebates from forensic suppliers. The force has allowed the SSU to retain these rebates and the extra funding has been used to increase the performance of the SSU – eg, by providing extra resources for shoeprints, increasing shoeprint identifications from 69 in 2003 to 412 in 2005.
- Opportunities for improvement in forensic performance are constantly sought; SSU processes and procedures have undergone an analysis by the Lanner Group using the Police Standards Unit -sponsored SWIM programme. The final report comments favourably about the contribution of the SSU to detections, attrition rates (other than DNA) and attendance rates, particularly for volume crime.
- The force has a fully documented procedure in place for taking DNA samples for police elimination database purposes. All new police recruits, when appointed, are required to attend SSU headquarters where their DNA and fingerprints are taken.
- The force is one of the best-performing forces in the country with regard to load failures to the national DNA database; a documented procedure to deal with such failures is in place.
- An up-to-date scientific support strategy is the overarching document that leads scientific support management and performance. The strategy has been formulated in line with acknowledged best practice, taking into consideration the issues outlined in HMIC's *Under the Microscope* report.
- Regularly reviewed service level agreements are in place between CSIs, the fingerprint identification department and BCUs. There is regular performance monitoring of the SSU, and the divisional forensic managers meet regularly with divisional management teams. A forensic steering group, chaired by the ACC, is used to set policy and direction as well as monitor targets contained in the scientific support strategy.
- All CSIs attend the National Training Centre for Scientific Support to Crime Investigation. CSIs and fingerprint experts must obtain membership of the Council for Registration of Forensic Practitioners and are supported in the process.
- CSIs must, as part of their development, obtain a Diploma in Crime Scene Investigation and are supported by the force through a full financial contribution.
- A formalised career structure has been developed for fingerprint experts, to overcome recruitment and retention difficulties. Applicants to the force can enter at various levels including tenprint expert, trainee (which incorporates a five-year

October 2006

training programme leading to accreditation as a fingerprint expert), fingerprint expert, team leader, deputy head or head. The bureau also has a fingerprint expert who acts as a bureau trainer, ensuring that the relevant training and refresher programmes are implemented and fit for purpose.

- As part of the ongoing development of staff, the head of the fingerprint bureau has been trained nationally as a crime scene co-ordinator, and the head of forensic imaging as a crime scene manager. This provides support, resilience and ongoing development of staff. Divisional forensic managers are trained as crime scene co-ordinators, as is the scientific support manager. As a group they provide 24/7 cover for major crime scene examination, management and co-ordination.
- In 2005/06 additional, purpose-built office and floor space has been provided for the scientific support manager, forensic identification and submission unit, and linked crime unit to deal with the expansion in forensic services.
- All police recruits have a two-day attachment to the SSU for forensic awareness training. The SSU also provides other appropriate awareness training – for example, to control room and call centre staff, to enable them to give advice on crime scene preservation to persons reporting crime.

### **Work in Progress**

- In 2006, £87,000 of Home Office funding was secured by the force to establish a system for the recovery and analysis of footwear across the region, including recording, processing and identification. A forensic scientist has been employed since the end of August 2006 to scope and develop the system on behalf of Gwent, Dyfed Powys and South Wales. The initiative has been identified as best practice and should facilitate improvement in the use of footwear analysis as an intelligence and evidential tool, not only in Gwent, but across force boundaries including level 2.
- The force is one of the first to develop a documented procedure for implementing relevant provisions of the CJA 2003. A process and performance review has been developed for monitoring, evaluating and measuring compliance with the CJA. Since July 2006 the force has initiated dedicated forensic sampling and is now training custody detention officers in forensic sampling, including DNA, Livescan, fingerprints, photography, shoeprint and intelligence gathering within its custody units. The CJA national implementation group recognises these arrangements as best practice.
- The force has invested in a forensic outcome tracking system which is due to go live in the autumn of 2006. This will manage identifications from inception to detection, providing live online data for every case and allowing intrusive management at every stage.
- Administrative support within the SSU was inadequate at the time of the inspection and this was having an impact on the quality of service offered by the unit. However, since that time, full-time secretarial support has been provided for the scientific support manager funded by the DNA expansion programme and this has led to an improvement in the situation.

*October 2006*

- The force has commenced the provision of laptop SOCKET for every CSI, allowing direct input of forensic work at the scene, including the direct transfer of fingerprints. This will reduce considerably the requirement for CSIs to return to the office, and limit the need for administrative support in divisions, improving effectiveness, efficiency and timeliness.

#### **Areas for Improvement**

- Information on performance is produced but issues such as costs and benefits are not addressed. The provision of such information will lead to a better understanding of the forensic process, as well as informing management decision-making, in order that cost and efficiency savings can be identified and timeliness improved.
- There is a need for DNA and fingerprint identification packages to be actioned in a more timely manner. The formation of the linked crime unit, together with 'converter' teams on divisions, has already reduced the time taken to action identification packages.

**3E Criminal Justice Processes**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Fair</b>	<b>Stable</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
0	15	27	1

**Contextual Factors**

This framework deals with a number of areas that are core to the criminal justice system, notably prisoner handling, pre-charge advice, bail management, investigative standards, file preparation, witness care, the PNC, OBTJ and the effectiveness of the police contribution to the local criminal justice board (LCJB).

Improvements to facilities include the new custody facility at Ystrad Mynach; following an identified Area for Improvement last year, a bail manager has been appointed who should support improvements in the management of bail returns to police stations.

**Strengths**

- A high level commitment to the LCJB is evident with the Chief Constable actively involved as chair of the board. Members of the criminal justice department management team also have key roles in LCJB sub-groups such as the performance steering group and the communications and confidence steering group.
- The percentage of OBTJ has increased slightly, from 26.9% in 2004/05 to 27.7% in 2005/06; this is well above the MSF average of 24.2%.
- A new custody unit has been opened at Ystrad Mynach, which has increased force capacity by over 60%. All three designated custody units are equipped with the latest technology to assist speedier justice, notably Livescan, DNA testing and Promat ID.
- The force has been instrumental in driving forward the principles of safer detention and prisoner handling, and initiated the Wales regional custody forum. The head of the criminal justice department chairs this group and also sits on the national panel of experts advising on safer detention.
- The average time taken from arrest to sentence of persistent young offenders in 2005/06 was 67 days; this is below the national average of 69 days and within the national target time of 71 days.
- The force performance in relation to the transferring of warrant data onto the PNC following receipt of warrant is consistently above the target of 90% within one day. The introduction of an electronic warrant transfer between HMCS and the force,

October 2006

supported by a multi-agency protocol, has had a significant impact on achieving this target.

- The force is at present the sixth best-performing in the country in respect of the reduction of 'failure to attend' warrants, achieving a 40.8% reduction at the end of March 2006 compared with the March 2005 baseline.
- In 2005/06 the ineffective trial rate was 13.7% for Crown Court cases and 18.2% for magistrates' court cases; this performance was above the respective targets of 14% and 20%.
- Sanction detection conversion to OBTJ performance is 107.9% for 2005/06, significantly above the target of 93.2%.

### **Work in Progress**

- The Victim Support Service identified a lack of understanding among a considerable number of officers in relation to special measures and the rights of victims. It also reported concern at the lack of awareness of some officers about the role of the Victim Support Service and the Victims' Code. The force has now provided training on the Victims' Code to all operational officers, and needs to keep this issue under review.

### **Areas for Improvement**

- The number of OBTJ in 2005/06 was 14,835, 3.9% below the target of 15,438. However, this was achieved against a backdrop of a 6% reduction in recorded crime, which meant that there were fewer crimes to convert to OBTJ.
- Performance on sanction detections has fallen from 28.6% in 2004/05 to 27.03% in 2005/06 (against an MSF average of 23.7%). A steering group has been introduced in order to improve performance in this area; initial findings suggest that the lack of integration between essential IT systems covering command and control, crime recording and case/custody have resulted in a failure to capture data on actual performance.
- Details of persons arrested or summonsed for recordable offences were entered onto the PNC within 24 hours in over 80% of cases in 2005/06, failing to meet the 90% target. The force entered court results onto the PNC within seven days in over 70% of cases; however, this is below the target of 75%. Delays in receiving results from magistrates' courts have adversely affected performance in this respect.
- Regular meetings take place between the force and the Crown Prosecution Service (CPS) in relation to prosecution team performance management. Unfortunately, due to IT difficulties with the NSPIS case and custody application, the force's ability to produce meaningful performance information is limited.
- The CPS has expressed concern regarding the quality and timeliness of police files. However, the force has now appointed dedicated file examiners and case progression officers, and it is anticipated that the introduction of these staff should lead to improvements.

*October 2006*

- There is a recognised need for further police/CPS co-location to strengthen processes but progress has been hindered, initially by delays with a CPS business case and more recently by the uncertainty arising from proposed police force restructure.
- While there have been moves in a positive direction to comply with the national standards of victim and witness care, the force falls short of ensuring effective delivery, establishing benchmarks and establishing a robust evaluation and monitoring process.

## 4 Promoting Safety (Domain 3)

### 4A Reducing Anti-Social Behaviour

<b>Grade</b>	<b>Direction of Travel</b>
<b>Fair</b>	<b>Stable</b>

#### National Grade Distribution

<b>Poor</b>	<b>Fair</b>	<b>Good</b>	<b>Excellent</b>
<b>0</b>	<b>8</b>	<b>35</b>	<b>0</b>

#### Contextual Factors

While this framework deals with reducing ASB, there is an obvious overlap with the Neighbourhood Policing and Problem Solving (1B) framework and the Customer Service and Accessibility (1C) framework which appear earlier in this report. Indeed, effectiveness in one area is dependent to a degree on performance in related issues. A key factor in this assessment is the quality and impact of joint activity with partners.

#### Strengths

- ASB features in the local policing plan, one of the key performance objectives being to reduce people's concerns about crime, ASB and disorder. Fear of crime (burglary, vehicle crime and violent crime) is low in Gwent when compared with MSF averages.
- There has been a clear focus from chief officers on crime reduction and improving quality of life issues through the reduction in ASB, reflected in the local policing plan and the force control strategy.
- At BCU level there are effective working arrangements between the police and partners to deal with ASB. Multi-agency problem-solving groups are in place and these provide opportunities for practitioners to resolve a broad spectrum of specific issues including ASB.
- Patrol officers (particularly neighbourhood officers) have an understanding of the powers and tools available to them to tackle ASB, underpinned by training. PCSOs receive training on problem solving as part of their initial course, and divisional training inputs are also provided on ASB-related themes.
- A media protocol is in place to provide guidance in publicising actions to tackle ASB. The protocol was devised jointly between the force and the various local authorities in its area.
- There is an incremental approach to tackling ASB, with a blend of measures to provide a proportionate response. The levels of response range from informal

October 2006

warnings, through to Acceptable Behaviour Contracts and finally formal action such as Anti-Social Behaviour Orders.

- In Newport, a joint police/partnership ASB unit is in place. Funding has been secured by the unit for a witness support officer to deal directly with communities and their representatives. Two social workers have also been employed to work with families on parenting skills and the unit has won acclaim from the Welsh Assembly Government Scrutiny Committee.
- 'A' division (Newport) is a recognised Home Office Together action area and as such draws on Home Office best practice to deal with ASB issues. The division has held Together academy training events, ASB conferences and information exchange/injunction training on a multi-agency basis.
- The force identifies ASB as an integral part of its level 1 and level 2 NIM strategic assessments and control strategies. While the majority of ASB occurs at level 1, there is evidence of force-level resources being deployed in response to specific problems, for example to assist Chepstow officers with increased disorder at weekends.

### **Work in Progress**

- There is currently no strategy in place to steer the force's approach to ASB. It is acknowledged, however, that an ASB strategy was in development at the time of the inspection visit to the force.
- The force needs to further develop qualitative measures at a local level to gauge perceptions in relation to ASB and quality of life issues. Following the inspection visit, a programme of victim satisfaction surveys for all ASB incidents commenced. This information is now used as part of the package of customer satisfaction data which is monitored at force, divisional, and sectional levels. Analytical work is also being undertaken to provide a greater understanding of the needs and expectations of communities when responding to ASB problems.

### **Areas for Improvement**

- The force is cognisant of the need to implement an ASB database for the sharing of information across police and partner boundaries. In recognition of this, the force is working on Project Dragon with the Welsh Assembly Government, which will provide an all-Wales, web-based multi-agency ASB database.
- The force needs to strengthen the case management, CPS liaison and court record collection process.
- There is a gap in the force's capability to deal with community intelligence and at present it cannot be confident that all such intelligence is properly managed within the intelligence system. A gap analysis has been conducted and an action plan developed to improve the situation.

#### 4B Protecting Vulnerable People

<b>Grade</b>	<b>Direction of Travel</b>
<b>Fair</b>	<b>Stable</b>

#### National Grade Distribution

Poor	Fair	Good	Excellent
8	32	3	0

#### National Position

This framework replaces two frameworks used in 2005 – Reducing and Investigating Hate Crime, and Crimes against Vulnerable Victims – which covered hate crimes (predominantly racially motivated), domestic violence and child protection. Following consultation with practitioners and ACPO leads, a single framework was introduced for 2006 with four components: domestic violence; child protection; the management of dangerous and sex offenders; and vulnerable missing persons. Hate crime is captured in framework 1A. It is therefore inappropriate to compare this framework with last year’s results; the direction of travel reflects HMIC’s judgements about changes in domestic violence and child protection, and the work that forces could evidence in the other two areas, for example that they had improved their structures, processes and resources.

The four areas are discrete but share a common theme – they deal with vulnerable victims where there is a high risk that an incident can quickly become critical, and where a poor police response is both life-threatening and poses severe reputational risks for the force. For this reason, the grade is an overall grade capped at the level of the weakest area of performance. Aggregating four components to a Fair grade – which is defined as being an acceptable level of service – when HMIC (and in many cases forces themselves) recognises that at least one area merits a Poor would be unsafe.

Gwent makes good use of NIM processes but could develop more robust performance management arrangements; the workload of public protection officers should be reviewed as a matter of urgency. The force’s training provision is commendable.

#### Strengths

##### Child abuse

- The ACC is the chief officer lead for child abuse investigation, domestic violence and public protection. A written accountability framework is in place to show the lines of strategic and operational responsibility from practitioners through to chief officer lead. This is particularly relevant as the force has a devolved structure in relation to these matters.
- A review of staffing levels within child abuse investigation units, known locally as family support units (FSUs), led to a successful bid to increase resources. Staff are co-located with officers working in the domestic abuse and public protection fields, and this ensures effective links with officers in these closely related disciplines. Over

October 2006

and above this, one FSU is co-located with a local authority social services department, which provides increased opportunities for multi-agency co-operation in the investigation of child abuse.

- All FSUs are managed by a detective inspector, with front-line supervision provided by two detective sergeants in each unit. Detective sergeants attend all strategy discussions to monitor referrals effectively and to ensure that criminal investigations are dealt with at the earliest opportunity.
- The FSU database provides a system for supervisors to oversee both workload and progress of enquiries. This is a more sophisticated method of managing investigations than the generic crime recording system. The force command and control system provides an interface with the FSU database and serves to ensure that all incidents where there is a concern about a child are transferred to the database and attended to by a trained child abuse investigator.
- All child abuse investigators undertake a four-week joint agency training course on child abuse investigation and are qualified detectives. Officers from the FSU who have applied for external qualifications by undertaking the Child Forensics degree course have been supported, both financially and by being allowed to attend in work time.
- Child abuse investigators undertake training in relation to *Achieving Best Evidence* interviews jointly with social services staff, giving a clear understanding of joint working arrangements.

## Domestic Violence

- Command and control logs that are closed as domestic violence incidents automatically transfer to the FSU database. These logs are then picked up by domestic violence officers who have responsibility for ensuring that addresses are flagged on command and control, enabling an appropriate response to future incidents.
- Procedures are in place to ensure that the FSU is informed of domestic violence incidents occurring in households where children are living. Over and above this, a protocol has been implemented to facilitate information sharing with social services and health trusts in such cases. Where children are present or normally resident in a household where a domestic violence incident has occurred, social services are routinely informed. If the child is under five years of age, health trust officers are routinely informed.
- All domestic violence officers have attended the multi-agency, accredited domestic violence course. Training programmes are also in place for non-specialist staff, with the initial phases aimed at supervisors. Additional training is taking place with partners; for example, in Blaenau Gwent County Borough all officers have received training from the local domestic violence co-ordinator.

October 2006

- A partnership approach is taken in respect of the management of high-risk domestic violence cases through the implementation of the multi-agency risk assessment conference (MARAC) process.
- There is clear evidence of police involvement in multi-agency work to tackle domestic violence; good examples include active involvement in the pan-Gwent and local domestic abuse forums, and Project Staff which has led to the introduction of the specialist domestic violence courts. These courts have already shown positive results both in terms of bringing offenders to justice and in enhancing victim satisfaction.

### **Public Protection**

- Responsibility for attendance at each level of MAPPAs (multi-agency police protection arrangements) meeting is clearly defined, with divisional detective chief inspectors having lead responsibility for level 3 risks and divisional FSU detective inspectors having responsibility at level 2. It is evident that the force contributes fully and effectively to the MAPPAs process; the chief officer of the probation service has commented positively on the energy and commitment shown by the force.
- All public protection officers have had or are undergoing specialist training in the management of high-risk offenders. There are also good examples of training being delivered to non-specialist staff – eg, in 'C' division all sergeants have received training and awareness in relation to MAPPAs specifically relating to their role as first-line supervisors. 'C' division staff have also conducted awareness training for local magistrates and run a number of seminars for local authority staff.
- There is evidence of NIM processes driving activity in relation to public protection matters, with MAPPAs issues being considered at divisional and sectional tasking meetings. The management of sex offenders is included within the force strategic assessment and analytical work has been undertaken to develop a broad profile of the registered sex offenders' population within the force area.

### **Missing Persons**

- Missing persons enquiries feature within the daily briefing reports at sectional, divisional and force levels. A daily risk assessment is conducted and appropriate resourcing is allocated; this may include senior detectives in appropriate cases. The management of missing persons enquiries is routinely considered within the sectional and divisional NIM business processes.
- There is active supervision in missing persons enquiries, with oversight at uniformed inspector rank at an early stage. Underpinning this is the involvement of divisional detective inspectors and a clearly defined procedure for review by the divisional command team, and also by chief officers where appropriate.

### **Work in Progress**

- The force has not yet published an updated policy to reflect the ACPO *Guidance on Investigating Child Abuse and Safeguarding Children*. A revised policy is in final draft

October 2006

form; however, it has been decided to await the new Welsh Assembly Government *Working Together* guidance before submitting this for ratification; publication of the Welsh Assembly Government guidance is not expected until the autumn of 2006.

- While a domestic violence risk-assessment indicator tool has been developed and is operational in one BCU (which is acting as a pilot), this has yet to be implemented across the force.
- A computer-based package attached to the command and control system does provide some resilience in the management of missing persons enquiries, but there is a need to introduce a bespoke IT solution to enhance capability. The force recognises this and was in the process of jointly procuring such a solution with Dyfed-Powys Police at the time of the inspection. It is anticipated that this will be in place by the end of 2006.

### **Areas for Improvement**

- There is a recognised need to develop a framework of quantitative and qualitative measures of performance covering child abuse investigation, domestic violence and public protection.
- The force procedures for reporting, managing, responding to and investigating offenders registered within the MAPPA process was developed with the probation service in 2001, and is therefore overdue for revision. While it is acknowledged that this revision has been deferred pending the publication of ACPO guidance, the force needs to be satisfied that the continued use of its current procedures does not present an unacceptable risk.
- Public protection officers are in some cases managing in excess of 100 offenders and because of this they are unable to conduct routine visits to all offenders, in line with force requirements. These visits are essential to ensure that a dynamic risk assessment is carried out at appropriate intervals.
- A MAPPA co-ordinator is not currently in place. The experience of other forces is that the appointment of a person to this role greatly enhances a force's contribution to the MAPPA process. It is acknowledged that there are plans to recruit a person to fulfil this role in the 2006/07 financial year.
- The current missing persons policy and procedures document is outdated and does not take account of the latest guidance from the National Centre for Policing Excellence (NCPE). The force intends to introduce a new policy later in 2006.

## 5 Providing Assistance (Domain 4)

### 5A Contact Management

<b>Grade</b>	<b>Direction of Travel</b>
<b>Fair</b>	<b>Improved</b>

#### National Grade Distribution

Poor	Fair	Good	Excellent
1	18	20	4

#### Contextual Factors

This framework focuses on contact management, call handling and the initial response to incidents. Call handling is the first stage of most reactive operational activity and has a significant impact on public confidence, reassurance and later success within criminal justice processes.

The force was awarded a Fair grade in last year's baseline assessment. Improvements since then include the introduction of a call-handling strategy, an improved shift system and reduced sickness levels. The result has been enhanced call-handling performance, in recognition of which the direction of travel is now Improved.

Work remains to be done, notably in respect of quality assurance; however, the planned introduction of a quality assurance system later in 2006 should lead to improvement here.

#### Strengths

- The DCC provides effective chief officer leadership for matters pertaining to contact management. Contact management information is provided to the STCG and to Police Authority committees, thus emphasising the importance placed on this 'shop window activity'.
- Communications suite staff have access to an electronic briefing system which is updated daily by the supervisors. This enables staff to have timely information and intelligence to aid decision making.
- Senior staff within call handling and dispatch are represented in a range of decision-making groups including, for example, the Airwave user group, where operational and cross-departmental matters are quickly resolved or identified for closer examination in a collaborative approach.
- A call-handling strategy was developed in 2005/06 which established the key principles, aims and approach of the force to improve the efficiency and effectiveness of the communications suite. Implementation of this strategy has resulted in considerable reductions in overtime (£130,000 over two years), lower sickness levels (22% over the last year) and significant improvements in call-

October 2006

handling performance – for example an increase in the percentage of 999 calls answered in the 10-second target time from 77.7% in 2004/05 to 82.4% in 2005/06.

- In early 2005 the force commissioned independent consultants to determine the demand profile within the communications suite. Following their report, a much improved shift pattern was introduced in February 2006, which more effectively matches staffing levels to the demand curve.
- There is a dedicated fall-back facility consisting of six dispatch consoles situated at Mamhilad. The fall-back site, together with other contingency plans for non-emergency telephony, provides resilience to the headquarters communications suite should it need to be evacuated. There is a mutual aid agreement with South Wales Police which provides resilience at times of extraordinary demand from emergency calls.
- A process is in place to ensure that the dedicated personnel officer carries out staff exit interviews. Organisational learning issues are reviewed by departmental managers, and policies and procedures have been amended to reflect feedback - eg, changes in annual leave procedures.
- A learning culture is now embedded into the communications suite and regular workshops are being held specific to the needs of contact management staff. One-third of communications suite staff are also undertaking NVQs in customer service, team leader or management roles.
- Trained tutors accompany new staff in the early months of their probationary and training period and all new staff are required to undertake an NVQ Level 2 in Customer Service. Tutor training is regularly undertaken and performance is reviewed as part of the PDR assessment. Selection of tutors and mentors is carried out as part of the PDR process and is based on experience and documented skills analysis.
- Performance information is timely and accurate and the use of the management information system – Symposium and Call Logger – supplies information in real time, – eg, callers waiting to be answered and rise in demand on the switchboard. Managers are held to account at all levels for contact centre performance.

### **Work in Progress**

- Although some qualitative performance information is provided by a yearly 'mystery caller' exercise, generally qualitative information is not readily available – for example, no recording facility is available to monitor staff performance. However, this will be rectified with the introduction of a quality assurance system which is to be piloted later in 2006.

### **Areas for Improvement**

- While employees' views are captured in a number of ways – for example through shift meetings, PDR and the suggestions for efficiency scheme – there is no regular

*October 2006*

documented process in place to survey employees and ensure that their feedback is collected at contact centre level.

- The need to communicate organisational objectives more extensively to communications suite staff has been identified by the force, and plans exist to address this.
- Full business continuity and disaster recovery plans to cover all scenarios need to be developed; these should be underpinned by a robust regime of regular review and testing.
- There is no HR strategy in place for the contact centre. The development of such a strategy would help to ensure a comprehensive approach to staff recruitment, training, development and progression.
- The force does not have a computerised workforce planning system to allow communications staff to identify the available resources for ongoing incidents, nor for future planning of events/incidents. The force recognised the need for such a system and a project team was established in 2005 to identify requirements, but the work was put on hold due to uncertainties around force restructuring.

October 2006

**5B Providing Specialist Operational Support**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Fair</b>	<b>Stable</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
0	23	19	1

**Contextual Factors**

The uniformed operations department provides a wide array of centralised support to the territorial divisions. This includes arrangements for 24/7 availability of all functions. To achieve this, there is a formalised call-out facility for the tactical firearms unit, tactical support group and various specialist requirements including public order.

A robust test of the force's ability to provide specialist operational support was provided in September 2005 when the force hosted the Foreign Ministers' conference at the Celtic Manor Resort. The conference brought together the 25 European Foreign Ministers and other dignitaries. The planning and execution for this event required mutual aid from 35 forces and totalled nearly 1,600 officers. Specialist operational support planned all elements of the event; it was a considerable challenge for a force the size and with the infrastructure of Gwent Police but was widely regarded as a successful policing operation.

Nevertheless, a considerable amount of work remains to be done within the area of providing specialist operational support, most notably around compliance with the NCPE codes of practice on the police use of firearms and less lethal weapons, which is an acknowledged key area for development.

**Strengths****Firearms**

- All ARVs carry less lethal options, including 'Taser' and baton guns. Less lethal options are included as a tactical option in every pre-planned operation.
- The force has arrangements with other Welsh forces to work in partnership on firearms and other critical incidents. This was highlighted by the mutual aid deployed for Operation Accord (the operation in response to the meeting of EU Foreign Ministers near Newport). These arrangements regularly involve deployment of PSU, search officers and some firearm disciplines. There is an annual regional PSU training exercise.

**Public Order**

- The force has in place identified processes and links with communities to highlight tensions and vulnerabilities within them. These are identified at a sectional level, and

October 2006

monitored by neighbourhood policing teams and crime and disorder reduction officers, who in turn advise on incidents and issues likely to trigger public disorder – eg, by providing advice on the timing and impact of search warrants – thereby enabling preventative action to be taken.

- There is an active engagement with the national public order intelligence unit, with good examples of the force's contribution in the provision of intelligence. The force is also able to demonstrate good links with neighbouring forces in respect of public order intelligence-gathering and sharing, with good examples in relation to hunts and raves. Allocation of resources for predicted level 2 demand is through the force TTCG; however, the force has demonstrated an ability to respond in quick time when intelligence dictates – eg, the fuel protests.
- The force ensures that it meets its national commitment to provide four police support units (PSUs) by maintaining a pool of over 160 trained officers. Every PSU officer has personal issue of protective equipment, exceeding the national requirement. There is resilience throughout the force to ensure that suitable PSU transport is available.
- There are four public order training sessions each year, supplemented by two separate induction days for new PSU staff to allow these staff to participate fully in major training exercises. All the public order training is conducted by nationally qualified public order trainers. (The force tactical support group is made up entirely of public order trainers, and is a requirement of the post.)

### **Civil Contingencies and Emergency Procedures**

- The force conducts risk assessments which are shared regionally and across agencies as part of the local resilience forum. A risk register is compiled under the Civil Contingencies Act 2004 and is agreed with partners at formal minuted meetings. These risks are formulated by an agreed scoring matrix, clearly identifying the highest risks. This is a living document that is continually updated and amended.
- Generic and specific emergency plans (for key sites) have been developed in association with other agencies. These plans are maintained and regularly audited by staff in the emergency planning department, who are experienced and trained in these matters. Emergency plans are based upon a risk assessment that is constantly evolving to take account of emerging trends and priorities. Therefore constant review takes place. Voluntary staff involvement in these plans has been agreed under the Civil Contingencies Act framework, in particular working conditions, line supervisors and insurance.

### **Work in Progress**

- Neither a police use of firearms steering group nor a firearms incident review group was in place during the period under review. However, HMIC acknowledges that the force has recognised the importance of providing an opportunity for discussion and review of emergent issues, practice and procedure and, as a consequence, both groups were put in place shortly after the inspection visit to the force.

October 2006

- The business continuity management plan is not yet in place. Work is, however, ongoing to develop a plan that ensures corporacy and consistency across the organisation. At present, business continuity plans exist in isolation from one another in separate departments.

### **Areas for Improvement**

- There is at present no in-force structure for the continual professional development of firearms silver commanders following their completion of the national course. The training of bronze commanders is also an issue, although a programme of training is being prepared to address this.
- A firearms threat and risk assessment has not been completed since November 2004. In the existing threat assessment, the number of officers engaged in firearms-related incidents, for example authorised firearms officers, commanders and tactical advisers, was not linked to the assessment.
- Gwent is one of the few forces without a covered firing range; the conditions at its firing range at Glascoed are extremely poor.
- General-purpose police dogs are not currently trained to work alongside authorised firearms officers. Furthermore, although one dog has been identified as suitable for training for passive attack work, such training has not yet taken place. These training issues prevent the force's dogs being used to their full potential as a less lethal option during firearms operations.
- Public order is contained within the force strategic assessment only in terms of anti-social and drink-related behaviour, rather than a broad spectrum of potential incidents. It is acknowledged that incidents of large-scale public disorder are extremely infrequent in Gwent but some contingency to respond to such incidents should be considered.
- While all public order bronze/silver commanders receive nationally accredited training, opportunities for continual development once trained are limited. The force has no dedicated facilities to deliver command training and no processes designed to deliver in-house refresher training. Gold-level decision making does not feature in any of the current training.
- Formal contingency plans with neighbouring forces to deal with extraordinary demand are not in place, and there is a reliance upon informal arrangements.
- A communications strategy to cover potential events is not in place. Implementation of such a strategy would help to ensure the proper provision of public information in an emergency situation.

October 2006

**5C Strategic Roads Policing**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Stable</b>

**National Grade Distribution**

<b>Poor</b>	<b>Fair</b>	<b>Good</b>	<b>Excellent</b>
<b>0</b>	<b>7</b>	<b>33</b>	<b>3</b>

**Contextual Factors**

This framework deals with the roads policing function of the force. Roads policing is an integral part of core policing activity, and should be based on the ACPO, Home Office and Department for Transport roads policing strategy launched in 2005.

The roads policing function of the force has a dual capability - that is, it incorporates the primary firearms response, together with the day-to-day roads policing function. The force considers this to be a pragmatic response to competing demands but it continues to test its ability to balance competing disciplines.

Recent new areas of activity, such as safety camera enforcement and ANPR, have been enthusiastically embraced and, in both respects, the force is setting impressive standards and levels of performance. However, to ensure a structured and more dynamic approach to casualty reduction in the future, it has been recognised that the work of the safety camera unit, collision investigation unit, traffic management and collision statistics sections need to be more closely aligned and managed. Logistical and accommodation difficulties are currently being addressed to move this forward.

**Strengths**

- The roads policing unit (RPU) is now intelligence-led, with all of its activities carried out in accordance with NIM principles and in line with the national roads policing strategy. Full integration with the force and BCU tasking processes takes place and RPU patrols now operate according to a policing patrol intelligence plan, in which crime and ASB hotspots, casualty reduction zones and other force control strategy and roads policing priorities are identified for patrol attention.
- There is an ANPR capability and a dedicated ANPR intercept team, with good performance levels being achieved. Although at an early stage of development, the team is exceeding individual targets and making a significant impact with its involvement in proactive, targeted operations force-wide, such as volume crime initiatives, denying criminals use of the roads and road traffic matters.
- In addition to the dedicated intercept team, ANPR is used by the RPU as an operational tool with three patrol cars equipped with this technology. There is also a direct link with one BCU that has an ANPR unit fitted to a general response vehicle. An increasing number of cross-border ANPR operations with neighbouring forces are taking place, where shared intelligence indicates that criminals are travelling across force boundaries to commit crime.

October 2006

- The Mid and South Wales Safety Camera Partnership, of which Gwent is a partner, has very close links with its local communities. Local councillors have direct personal contact with the Gwent unit sergeant and, through this contact, sites of community concern are identified. The unit sergeant also attends approximately 30 community council meetings each year and, where excess speed is identified as a cause for concern, action plans are formulated. A recent successful initiative involved two open days held at the Gwent safety camera unit where 60 elected members received a tour and briefing.
- At a safety camera partnership level, three regional operational groups meet regularly to allow local authority representatives the opportunity to raise issues of concern on behalf of their communities. The partnership website also has a question and answer facility to encourage members of the public to raise their concerns over camera enforcement activity.
- Performance levels at the safety camera enforcement unit are being consistently improved upon. This unit is setting high standards in its field and is recognised for its good practices from within the Mid and South Wales Safety Camera Partnership and beyond.
- Gwent Police is one of only a small number of forces to purchase a 360° imaging system for use at fatal/serious road traffic collisions and major crime scenes. 'Immersive imaging' was first used to good effect in the Soham enquiry, using West Yorkshire equipment. This has been used successfully in Gwent in a number of road traffic deaths this year. Staff within the forensic imaging department have been fully trained by the suppliers and use the equipment on behalf of senior investigating officers.
- Effective systems are in place to recruit and retain staff with the best skills and potential for roads policing; these are underpinned by attachments to the roads policing department, particularly for officers from under-represented groups. Such attachments help to identify candidates with the appropriate aptitude for roads policing.
- Effective partnership working arrangements with agencies, such as the Vehicle and Operator Services Agency, the Driver and Vehicle Licensing Agency and the Department for Environment, Food and Rural Affairs, are evident. An enthusiastic approach to participation in a series of annual regional road safety enforcement campaigns, targeting relevant collision factors, together with various local exercises in partnership with these and other agencies, has had a positive contribution towards the overall casualty reduction objective.
- High standards are maintained in the investigation of fatal and serious road traffic collisions, through adherence to the guidance contained in the *ACPO Road Death Investigation Manual* and the expertise of the collision investigation unit. Standards of investigation are being enhanced through the training of senior investigating officers to major crime investigation standards.
- The percentage of people satisfied with the standard of collision investigation conducted by the force is 89.5%, well above the MSF average of 83.6%.

October 2006

- Professionalism in police pursuit situations is maintained through adherence to the ACPO guidelines on pursuits. The force has significantly increased the number of officers with pursuit capability to ensure a prompt response to incidents. This has proved successful, with pursuits being managed in a safer and more effective manner.

### **Work in Progress**

- At the time of the inspection there was an identified need to recruit a field intelligence officer for the RPU. Since that time, an additional officer with intelligence responsibility has been assigned to the ANPR office, providing an enhanced service to patrol staff. One example is the production and allocation of target packages for key road-user offenders (particularly drink/drive and disqualified drivers) which is delivering improved results.
- A procurement process currently exists to equip the RPU fleet with the most up-to-date, user-friendly vehicle-borne technology available. This includes 'touch screen' Tetra radio, video data recording, ANPR, satellite navigation, PNC link and text messaging from the force control room. ANPR readers and screens are being installed in the force control room to assist in the early indication and interception of vehicles of interest.
- Fixed-site ANPR cameras are currently being installed along Gwent's section of the M4 motorway and by the autumn of 2006 this vital 'Gateway to Wales' corridor will have an ANPR capability at 15 M4 locations, together with two designated force control room operators to monitor and deploy resources.
- A roads policing strategy was prepared at the time of the inspection and was the subject of force-wide consultation. However, its implementation was postponed pending an urgent review of roads policing currently being carried out. The force is, however, working in accordance with the principles of the ACPO roads policing strategy.

### **Areas for Improvement**

- The force is committed to extending its ANPR capability, but to date this does not include the provision of a dedicated ANPR intercept team on each division. Further consideration is to be given to this in the future.
- While the *ACPO Road Death Investigation Manual* is fully adhered to, there is a need to increase capacity in respect of family liaison officers. In recognition of this, the force intends to train additional officers within the RPU to supplement the existing pool of eight trained and practising family liaison officer personnel.

## 6 Resource Use (Domain B)

### 6A Human Resource Management

<b>Grade</b>	<b>Direction of Travel</b>
<b>Fair</b>	<b>Stable</b>

#### National Grade Distribution

Poor	Fair	Good	Excellent
2	18	23	0

#### National Position

The PPAF indicators on sickness and medical retirement continue to be key quantitative measurements of human resource (HR) performance. Increasing significance is being given to the completion of performance development reviews (PDRs) within 60 days of due date. PDRs should be intelligence-driven and link to other HR processes such as promotion and career pathways.

While most forces have conducted some basic workforce planning, this has yet to be extended to all staff, ranks and grades. Workforce planning often concentrates on basic succession planning for key operational police officer posts. Most forces now have a full range of policies to support the work/life balance, often going beyond their legal obligations. The majority of forces need to develop an effective mechanism to manage demand, which ensures that they allocate resources to peak periods. There is limited evidence to show that supervisors and managers have been adequately trained in effective resource management.

Although annual staff satisfaction surveys are common, applying the learning from these surveys, and from employment tribunals, accidents, injuries, complaints and grievances, could be developed further. Much health and safety activity in forces is owned by a handful of key individuals and is rarely integrated fully into day-to-day activity, other than monitoring of accidents, injuries and near-misses. Few forces have accident/injury reduction targets or effective performance management of health and safety activity.

#### Contextual Factors

This framework covers the overall effectiveness of HR management, including workforce planning, recruitment, retention, absence management, occupational health, and health and safety. High sickness levels in comparison with national averages are an important factor in this assessment. Assessment is, however, mainly qualitative, based on the extent to which overall HR management contributes to the delivery of organisational aims and objectives.

Improvements since the last assessment include a significant reduction in sickness levels for both officers and staff, and increased engagement by officers and staff in the PDR system, with encouraging PDR completion rates now being reported. This momentum should now be continued to bring sickness rates into line with the national average, and the PDR system should be properly administered to ensure that the contribution of all officers and staff is maximised.

## Strengths

- The HR strategy sets out the values and beliefs that underlie all HR and training activities of the force. Together with the annual costed HR plan, it supports the force's overall objectives and the creation of a citizen-focused, neighbourhood policing style.
- Divisional chief inspectors are invited to communications meetings between the head of HR and divisional HR staff on a quarterly basis to ensure there is a sharing and understanding with line managers of relevant HR issues related to business need.
- Corporate health indicators relating to the percentage of female staff, the percentage of BME staff, sickness absence levels, the number of medical retirements per 1,000 officers, and PDR performance are compiled and scrutinised on a monthly basis at the STCG chaired by the Chief Constable.
- Home Office funding has been used to create a pioneering GP referral scheme designed to provide exercise therapy for officers and staff suffering from musculoskeletal problems. A mental health nurse has been employed on a 12-month secondment from the NHS to assist the force in the better management of staff experiencing stress, anxiety and depression.
- Funding has been used to pilot the core leadership development programme (CLDP) module on staff welfare as a training package for first-line supervisors, to support them in their management of sickness absence and as part of the force's drive to reduce sickness levels. Gwent was one of the first forces in the country to use the CLDP in this way.
- The career development department is considered by Centrex to be a centre of excellence in its promotion processes and it provides structured training and support to police officers going forward for promotion. Career development launched the Springboard women's development in 2005 and so far has trained up to 30 female police officers and police staff. More courses have been offered in 2006 and the programme is at present oversubscribed.
- Lessons learnt from employment tribunals are addressed through debrief case conferences after every case. A staff association and minority group problem-solving forum has been established with HR and the force solicitor, to learn the lessons from grievance cases and employment tribunals.

## Work in Progress

- The processes for ensuring the timely completion of PDR have not been robust, and completion rates within 60 days of the due date during 2005 were low. However, a business objects report has now been developed which allows for management reporting by force and department on the percentage PDR take-up, the percentage of PDRs with objectives, and the percentage of PDRs completed within 60 days. It is anticipated that the implementation of this monitoring tool will lead to improvements in 2006.

### **Areas for Improvement**

- Sickness levels for police officers and police staff have fallen from the previous year to an average 92.66 hours per officer per year (19.05% reduction); and 84.65 hours per staff member per year (31.28% reduction). However, sickness levels remain above the national averages of 72.05 hours for officers and 78.47 hours for police staff.
- Greater attention needs to be given towards succession planning to support the pace of change and the evolution of the organisation. To facilitate this, the force has conducted a survey of police officers and police staff to establish career pathways and development needs. The information from this survey will be used to inform future planning for career development and succession planning.

**6B Training, Development and Organisational Learning**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Fair</b>	<b>Improved</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
3	11	27	2

**National Position**

Learning and development (L&D) is a key driver for forces to improve performance. The requirement is for the right staff to have the right skills in the right place and at the right time in order to achieve or support operational performance.

HMIC has awarded a Good grade where key criteria have been met. Notably, where there is a clear distinction between the role of contractor and client, with the full and sustained involvement of a chief officer and the Police Authority. There should be a single post with accountability for all L&D products and services. Another prerequisite is an L&D strategy which is fully compliant with Home Office guidance and supported by a business plan, an improvement plan and a fully costed 'planned' and 'actual' delivery plan. Finally, a Good grade reflects robust quality assurance and evaluation processes, with clear evidence that the force is engaged in collaborative activity.

**Context**

The ACC (support) now chairs the training strategy group, which is fully representative of all stakeholders. This group, together with guidance contained in the learning and development (L&D) planning framework, ensures an effective client/contractor structure. A quality assurance strategy is now in place, which ensures to maintain and improve on the standard and quality of L&D services and products.

An evaluation unit is now in being which has a high degree of independence, reporting directly to the training manager performance and development. The unit has the capability to conduct evaluations up to and including Kirkpatrick level 3. The force now benefits from a comprehensive training strategy, consistent with HMIC recommendations and guidance. The strategy incorporates and uses the national costing model, which has assisted in improving the overall L&D function.

**Strengths**

- The training strategy group is fully representative of all stakeholders and has clear terms of reference. This has assisted in the development of a provider and client relationship between L&D and relevant stakeholders. The planning process and procedures followed are formulated and based on national recommendations, which help to bring clarity to the link between the service delivered by L&D and force objectives and performance.

October 2006

- The costed training plan captures all training by way of a self-examination process which enables the organisation to prioritise L&D activities. This provides tangible benefits from both cost and performance, thus contributing to force goals and objectives.
- The force has developed strong collaborative partnerships nationally and in particular with South Wales and Dyfed-Powys and, more recently, North Wales Police. The benefits have been significant, with negative cost collaboration triple badge schemes – for example criminal investigation and interviewing courses. The force has also collaborated nationally with all partners in Wales on other programmes such as IPLDP and CLDP. This collaborative practice assists in the benchmarking of products, materials and costs.

### **Areas for Improvement**

- Stakeholders and customers, in particular BCUs, need to become more proactive in the identification of their future training needs and requirements, thereby taking the onus away from the L&D function. Doing so will provide a clearer distinction between the role of the customer and that of the provider.
- Formalised training panels should be established and be fully representative of all members and groups within the wider police family and operate within clearly defined terms of reference.
- Although the annual training plan is aligned to force objectives and formulated in accordance with the national costing model, to ensure efficiency, changing priorities should be monitored more robustly via the training strategy group, and decisions made in line with force objectives and best value principles.
- The force needs to continue with its design, development and implementation of an L&D planning framework to assist with the setting of the budget in line with organisational needs.
- The force needs to develop and introduce an annual improvement plan for the L&D function. The plan should be based initially on the present inspection findings as well as on any other locally derived sources (including previous inspection findings that have not been discharged). The actions from this process should be collated into one document and actions allocated to appropriate individuals with SMART action plans, which should be monitored at chief officer and Police Authority level.
- The training organisational meetings document and structure should be followed as it was designed. This will ensure that staff are able to exchange information and ideas on L&D matters. At present the practice of regular consultation as described in the document is not consistent across the L&D function. This should be monitored by the head of L&D to ensure compliance by supervisors
- Individuals within L&D who engage with internal and external customers and partners should develop and improve joint working practices, including the creation of a database of partner agencies with agreed single points of contact. The best practice of IPLDP should also be migrated across to the other areas of training within L&D. This will support the department's policies and strategy and the effective operation of its processes.

- The force should develop an annual L&D business plan in collaboration with strategic partners to support the business needs of the overall organisation.
- In collaboration with partners, the force should develop a comparative performance framework, which will benchmark common themes with partners to contrast and compare materials and cost. The data gathered should then be incorporated into future improvement plans
- The force should design generic satisfaction surveys for BCUs and strategic stakeholders, for annual application. The results should be evaluated as part of a feedback process to be achieved in conjunction with the systematic quality assurance of training programmes lesson plans, and materials at Kirkpatrick levels 1 to 3. The quality assurance process should also measure the impact that L&D activities have on national and local race and diversity strategies.
- The force should improve the L&D website through liaison with customers to effectively market L&D services to the organisation, including the publication of a training directory for the benefit of customers. This will assist stakeholders to easily identify future training needs.
- The force should develop partnerships with community groups with a view to the formation of an IAG. This would measure the effects of L&D activities and how these are viewed by those parts of the community that are affected by it, and how L&D contributes to the local community in terms of education and support. This will build confidence and develop partnerships with the local communities of Gwent.
- The L&D function should develop an environmental policy, which promotes sound environmental practices across the function.
- The force should develop a community involvement protocol in consultation with the community involvement officer, to actively engage the local community and promote the involvement of L&D staff in community activities to establish closer links with communities.
- The force should continue the development of the evaluation strategy to assist in the identification of L&D needs and link this into the organisational business plan to assist in the measurement of L&D's impact on operational performance, goals and the benefits for customers and individuals.

**6C Race and Diversity**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Fair</b>	<b>Stable</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
0	14	27	2

**Contextual Factors**

This framework is primarily concerned with the achievement of a diverse and representative police service. It goes further than seeking to meet statistical targets but considers the improvements to organisational culture and the work environment that create and sustain a healthy effective workforce, able to deliver fair and equitable services to all communities.

Improvements in the last year include the implementation of an updated RES. However, the force has not been successful in recent years in attracting BME candidates for police officer and police staff roles, and is currently under-represented in this respect, albeit by a small margin. The force has acted on this in 2005 through the appointment of a positive action officer and the development of a positive action strategy/action plan, which addresses under-representation at all levels of the workforce.

**Strengths**

- The Chief Constable actively drives the Confidence and Equality Agenda across all seven strands of diversity (including Welsh language issues) through his chairmanship of the STCG. He has the confidence of minority staff and provides active support to networks representing them.
- The ACC chairs the confidence and equality board which co-ordinates and progresses the implementation of the recommendations contained in the national strategy for improving performance in race and diversity, 2004–09.
- There is a current, lawfully compliant RES and accompanying action plan. Performance monitoring information in relation to the RES is routinely scrutinised through the personnel strategy group and the confidence and equality board, with oversight by the Police Authority and the IAG. Monitoring data is captured at all stages of the process in relation to employment – from application through to resignation – together with training and promotion. Data on gender, race and other diversity issues is also analysed in respect of grievances and disciplinary matters. Summary results of this monitoring are published on the force website.
- Training on the Race Relations Amendment Act is incorporated into all lesson plans.
- Progress is being made in relation to Home Office guidance on the application of the Disability Discrimination Act 1995 as it relates to officers and staff. Access to work

October 2006

provision has been taken up by officers and staff and is promoted widely – for example through general orders and the force intranet. Equipment has been provided to assist with problems such as dyslexia, back problems and visual impairment. The force has also retained those officers who are declared permanently disabled but are able to perform non-operational duties, in line with Home Office guidance.

- Each chief officer and BCU commander has at least one PDR objective that relates directly to the promotion of race and diversity.
- Staff associations and minority support groups are consulted during the formulation of all new policies and, wherever practicable, their members are included in working groups developing new policies and procedures.
- A positive action strategy and action plan, aimed at promoting minority ethnic recruitment, has been implemented, in line with the Home Office's Breaking Through action plan. A positive action officer is employed who works closely with BME police officers and police staff and in outreach activities with Gwent's BME communities.
- A Gender Agenda/Common Agenda action plan is in place which outlines specific actions to improve the representation and experience of women in the force, both police officers and police staff. The force supports and funds a Springboard personal development programme for female officers and staff, which helps women identify their goals and increase their understanding of how training can help them reach these goals and enhances the confidence needed to seek out opportunities. Female officers are granted duty time to attend the Gwent Women Police Association professional development days, which take place twice a year.
- A fairness at work policy is in place and its features are communicated to staff through the force intranet and via staff associations, support networks, the personnel and welfare functions and, at quarterly intervals, through general orders. The force also has a range of policies relating to flexible working – these include career breaks, home working, part-time working and job sharing – and has recently agreed a term-time working arrangement for one of its police officer trainers. All of these opportunities are publicised through supervisors and the force intranet site.
- The chief officer team inherited an organisational culture with vestiges of a male-dominated ethos that reflected the prevailing attitudes of many local communities in Gwent. However, under the personal leadership and direction of the Chief Constable, strenuous efforts have been made in recent years to change the attitudes and beliefs of the workforce, and significant progress has been made. The Chief Constable recognises that further work is needed and has planned a comprehensive cultural change programme, led by him personally, as part of the citizen-focused policing programme.

### **Work in Progress**

- A customised diversity strategy which builds upon the key features of the national strategy is currently in development.

### **Areas for Improvement**

- In common with most forces, Gwent involves minority support groups in new policy development but acknowledges that it can be difficult for members to balance this demand with their regular jobs and their support roles. The force should consider how it can assist staff from support networks to engage more fully in force business.
- The force should progress its plans for enhanced diversity training in specialist areas of work.
- An overarching equality scheme, covering all strands of diversity, would help to deliver the force's commitment to diversity.
- There is a need to develop a performance management framework, including performance indicators, over and above the performance monitoring already undertaken in respect of the RES.
- The force has a team of staff who act as confidential advisers, providing a first point of contact for members of staff who have concerns about work-related issues or who are seeking guidance. This is a potentially valuable scheme, but its impact is muted by the fact that the contact list of advisers is not updated regularly and the force needs to address this.

**6D Managing Financial and Physical Resources**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Stable</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
1	11	24	7

**Contextual Factors**

This is an HMIC assessment of framework 6D. It is based largely on the self-assessment return and HMIC’s own findings, supplemented by a consideration of the police use of resources evaluation (PURE) conducted by the Wales Audit Office’s appointed auditor for the Police Authority. Set out at the end of this section are the appointed auditor’s summarised scores for each theme covered by PURE. Separate, more detailed reports on PURE have also been issued by the appointed auditor for the authority/force.

The medium-term financial plan has identified a budget deficit from 2008/09 onwards which cannot be met by the use of general reserves, and a medium-term strategy is needed to reduce the budget gap. The force/authority will need to address funding of PCSOs when Home Office support ceases.

**Strengths**

- The force now has good budget-making processes and its financial standing is robust, with a high level of general reserves (an unaudited figure of £3.72 million as at March 2006) which will be used to support the precept until March 2008. In 2005/06 some areas of the budget have been subject to zero-based budgeting with consequential budget cuts.
- There has been improvement in the procedures for approving business cases for inclusion in the budget-making cycle and these are now subject to scrutiny through the force risk management group.
- Devolved financial management has been developed, with new posts of business managers and considerable training for budget-holders in financial forecasting, financial strategy, financial reporting and corporate governance. This has been supported by training given to divisional and departmental teams, and a programme of professional development for business managers is also well advanced.
- Provision of specialist policing resources is subject to regular evaluation to ensure efficient and effective support to operational policing. Some use has been made of activity analysis to measure and evaluate activity.

*October 2006*

- The force has well-developed integrated business systems, although the Lawson system is the only one operated in England and Wales and therefore will need review as part of future shared service proposals on financial systems.
- This system helps to provide resource and financial information through the decision-making forums of the force, to develop force-wide planning and ensure effective and efficient management processes. Financial information is available at divisional and departmental levels, allowing micro-management where necessary by budget-holders.
- The estates strategy is based on operational policing requirements, with good input from operational staff and adoption of good practice from elsewhere. The estate is generally in good condition and has been developed to fit the priorities of neighbourhood policing across the force, supported by appropriate revenue and capital funding. Running costs are kept under constant review using national benchmarking data.
- The fleet strategy has been updated and subjected to a review of size and vehicle utilisation to optimise the size and configuration of the vehicle fleet. Effective and efficient service is provided by the maintenance workshops, assisted by low staff turnover.

#### **Areas for Improvement**

- The force recognises that there can be further development of the financial management skills of business managers and budget-holders, to raise awareness of the budgetary control framework. This can also improve financial monitoring processes and more efficient production of end-of-period management data.
- The force now has three additional posts approved for procurement and will need to ensure that they undertake compliance-monitoring processes on procurement regulations, so that breaches identified in 2004/05 do not reoccur. It is noted, though, that a review of material expenditure has been undertaken and the external auditor is satisfied that the problems leading to those breaches have been resolved. Seminars on procurement processes and regulations have been attended by all budget-holders, although the force recognises that awareness of staff on tendering/contracting arrangements can still be improved. A review is required of standing orders to improve processes on procurement contracts.

**Wales Audit Office: Police Use of Resources Evaluation**

Force and Authority: Gwent

<b>Element</b>	<b>Assessment</b>
Financial Management	2
Financial Standing	2
Internal Control	2
Value for Money	2

Key to grades

1. Below minimum requirements – inadequate performance
2. Only a minimum requirement – adequate performance
3. Constantly above minimum requirements – performing well
4. Well above minimum requirements – performing strongly

The judgements are made by auditors under the Code of Audit and Inspection Practice and in accordance with guidance issued by the Auditor General for Wales.

**6E Information Management**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Fair</b>	<b>Stable</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
1	9	31	2

**National Position**

The convergence of information and technology streams, and in particular the developing role of the chief information officer, is focusing attention on how forces corporately govern information. The aim in this assessment is to differentiate between forces that are taking an information-based approach to delivery and those that are technology-driven. A raft of emerging standards – notably Management of Police Information (MoPI) – is defining metrics against which performance can be measured, and these will ease the challenge in future assessments. Equally, the need for forces to develop medium-term planning, to consider national strategy in their local planning, and to reflect the requirements of the information technology infrastructure library (ITIL) have all provided some clear measures of success.

It has been a particularly challenging 12 months for forces' information services, as much development work was postponed because of amalgamation proposals. This backlog will need to be addressed in 2006/07, together with work on shared approaches to bridge the level 2 shortfall. The challenge of providing information for the cross-regional information-sharing project (CRISP) and the emerging IMPACT system is considerable. This may require the development of 'confidential' networks and work to meet the requirements of the Unified Police Security Architecture (UPSA) as well as MoPI. These carry as yet unquantified but very considerable costs, as well as resulting in major business change. With constrained budgets and increasing demands, the future poses real challenges as to how forces will manage their information assets.

**Contextual Factors**

This framework covers the role of information management within forces and seeks to differentiate between organisations that take an information-centric approach to delivery as opposed to those that are simply technology driven. There are a number of standards that forces are required to achieve, in particular the ACPO community security policy which describes the requirement on forces to meet a significant number of industry standards. Compliance with this standard does provide a key measure of success.

**Strengths**

- An information steering group is in place, chaired by the ACC with representatives from BCUs and departments. The group meets quarterly with the intention of ensuring that the information services department is on target to achieve delivery of the annual information services department business plan.

October 2006

- The information services department is held accountable for the delivery of a suite of performance indicators which measure the timeliness and quality of the service it provides to the force. These are reported to the STCG on a monthly basis and monitored by the ACC as part of his management of the performance of the department.
- The force has commenced introduction of the IT infrastructure library (ITIL) system to record, manage and resolve user issues. Users are able to record faults by telephone, email or memorandum, or through Self Help which is a software module that allows calls to be recorded and tracked by users through until completion. New service level agreements have been produced and agreed after consultation, and these reflect requirements under the NIM and provide shorter resolution times for users.
- The force is providing source data to the criminal records bureau (CRB) on a monthly basis from the Impact Nominal Index system – that is, on family units, crime, intelligence, custody and firearms. There is a designated unit which deals with referrals from the CRB and the unit has access to these systems.
- The force has completed the extract transfer and load process required for the Impact Programme for all source systems that it has access to ( the force uses the national custody and case preparation system and therefore no longer has full access to its own custody data).

### **Work in Progress**

- The force has an information security officer and an information security policy is in place. However, while some reactive monitoring of systems does take place – for example, via the PNC, email and internet – it is recognised that there is a need for greater proactive monitoring. The force has now provided extra resources to deliver improvements in this area.

### **Areas for Improvement**

- The information management strategy is underpinned by a number of subsidiary strategies but these are out of date. It is acknowledged that the force intends to complete a process of review during the early part of the 2006/07 financial year.
- The three-year costed plan is out of date and should therefore be reviewed.
- Staff have access to a suite of operational applications across approximately 60 sites throughout the force area. However, much of the IT infrastructure is outdated – for example, command and control and crime systems – and needs replacement.
- Mission-critical applications have been identified and agreed within the force. However, while some progress has been made in relation to disaster recovery – for example, a disaster recovery facility has been identified and is being developed – there is still much work to be done to provide comprehensive disaster recovery arrangements. In recognition of this, a forum overseen by the ACC has been set up and short- and long-term requirements have been identified.

*October 2006*

- The force is working towards achieving the requirements of the ACPO community security policy and has achieved compliance in some areas. However, it is recognised that further work is necessary to achieve full compliance and an action plan is being developed to deliver this.
- The department needs to implement the single log-on facility for the force as a matter of priority. This will alleviate the need for staff to have a number of different passwords to access different IT systems.

**6F National Intelligence Model**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Fair</b>	<b>Stable</b>

**National Grade Distribution**

<b>Poor</b>	<b>Fair</b>	<b>Good</b>	<b>Excellent</b>
<b>0</b>	<b>19</b>	<b>22</b>	<b>2</b>

**Contextual Factors**

This framework has been developed from the NIM codes of practice 2005 and it makes an objective assessment of the extent to which NIM structures and processes manage business, determine key expenditure, drive training and influence resource deployment.

The force was awarded a Fair grade in last year’s baseline assessment and has invested in developing the use of the NIM since then. A project group has been established, led by the head of intelligence. Compliance with NIM 2 is established in virtually every aspect, with work planned to address outstanding issues.

**Strengths**

- The NIM process is subject to constant review at both the strategic and tactical levels, through BCU performance visits by the DCC and the establishment of an intelligence working group. Training for the NIM has been integrated within the CDLP in order to strengthen understanding at the ground level.
- The head of intelligence owns the implementation of NIM minimum standards and chairs a NIM implementation working group. An implementation plan, using a traffic light system, is used to monitor delivery.
- The head of the force intelligence bureau is the identified NIM ‘enforcer’. He produces, maintains and ensures completion of the actions raised from the NIM implementation working group.
- An intelligence steering group is also in place which incorporates practitioners from intelligence and NIM functions. This group is chaired by the detective superintendent and includes dedicated source unit, covert operations and BCU staff. It ensures consistency and good practice and also identifies areas for development.
- Additional resources have been realised, notably with the appointment of a principal analyst, who actively ensures the quality of all products produced by the NIM. Also, a review of the headquarters CID establishment has led to a strengthening of the level 2 intelligence-gathering resource – for example, the force intelligence bureau police officer establishment has been increased from four to six detective constables.

October 2006

- The strategic and tactical tasking and co-ordinating processes have been refined, using enhanced assessment documents and a greater focus at tactical level 2 on serious and organised crime.
- Physical security measures have been improved, with the information security officer having responsibility for conducting reviews of security within the force.
- The covert operations source registry has a dedicated manager and an electronic system (Charter) for the management of authorities.
- Key partner agencies are included at level 1 T&CG; however, this is deemed less appropriate at level 2 (force-level) due to concerns over the sensitivity of discussion – this remains under constant review.
- There is a corporate approach to timing, content and circulation of NIM products, with clear links between the strategic and tactical meeting processes. Sectional tasking and BCU T&CG are held before the force meeting so that information can be fed from the bottom up. The force TTCG feeds directly into the STCG.

#### **Areas for Improvement**

- The approach to briefing and debriefing is an area for development. The force has, however, secured funding to establish a dedicated IT briefing facility in each police station, and work to develop an effective software-based solution is being treated as a priority.
- At present the analytical and research capability of the force is limited. This is recognised and a successful business case has been made for the recruitment of three analysts and eight researchers. This will remain an Area for Improvement until these resources are in post and fully trained.
- The process of operational review and results analysis is an area for development, which is being progressed through the analyst forum and the intelligence steering group. The recruitment of additional analytical and research staff (referred to above) will facilitate these processes.
- The force intelligence system does not meet force needs in terms of delivering a reliable product to neighbourhood policing teams, investigators, analysts, researchers or specialists dealing with serious and organised crime. In addition, there are limits to the security and flagging facilities within the system – for example, field intelligence officers have to print off large volumes of logs to complete a profile.

## 7 Leadership and Direction

### 7A Leadership

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Not Graded</b>

#### National Grade Distribution

Poor	Fair	Good	Excellent
0	4	35	4

#### Contextual Factors

This framework draws out issues specific to the chief officer team's working arrangements and dynamics, and highlights issues such as organisational culture and morale that are not tackled directly in other frameworks. The assessment of leadership is derived from an accumulation of evidence across all of the Baseline frameworks together with any other relevant inspections and there is a correlation with overall performance.

In Gwent, chief officers have excellent relationship with the Police Authority and with all the force senior management teams, staff associations and trade unions. There are numerous examples of good strategic management with the strategic tasking and co-ordination process being chaired by the Chief Constable. The Force also responded well to the Police Reform agenda with neighbourhood policing having been implemented across the force area and the citizen focus activity being strategically co-ordinated by the DCC.

Chief Officers are well regarded, visible and accessible to staff who value the open-door policy that operates within ACPO. The Force has a clear performance management culture, which has resulting in some creditable performance improvements during the last two years.

#### Strengths

- The Chief Constable has been in post two years, the DCC one year, and the ACC and director of finance and administration over six years, providing continuity and understanding of the evolving force. The Chief Constable provides strong visible leadership with clear messages on vision, values and the direction in which the force is heading. He and the DCC both have experience in larger, more urban forces and use this knowledge to Gwent's benefit. The Chief Constable has attended the Top Management Programme and Common Purpose Profile for personal leadership development.
- An effective change management capability is evident, ensuring that the force is able to cope with potentially turbulent situations without deterioration in performance or morale. An example of this was the work around the proposed restructuring of the Welsh forces. A separate project group was created without impacting on

October 2006

operational policing, while the Chief Constable has constantly informed staff of developments, helping to keep up morale.

- The Chief Constable has been an influential member of Wales ACPO during a very testing period, often exercising a calm, rational influence on discussions. He is also the ACPO portfolio lead for conflict management.
- The chief officers give tangible direction to try and ensure continuous improvement within the force. The ACC and DCC hold structured performance reviews with divisions and departments on a monthly basis where they challenge performance and identify Areas for Improvement. The chief officer team is visible, going on patrol and regularly visiting staff at sectional stations. The in-force magazine assists in communication and reinforces key messages and interest in force activity. The Chief Constable publishes *In Touch* and *View from the Bridge* in order that staff at all levels know the force's direction of travel.
- There is strong commitment from chief officers to create a diverse workforce that is representative of local communities. The ACC is the force lead for race, diversity and equality issues and he proactively drives the agenda via the confidence and equality board, created in 2005. Its purpose is to co-ordinate and progress the implementation of the recommendations contained in the national strategy for improving performance in race and diversity, 2004–09.
- The chief officer team has clearly demonstrated a commitment to the Police Reform Agenda. Examples of this commitment include the creation of a new division to work on the citizen-focused policing programme, and the commitment which has been shown to neighbourhood policing. All viable reform initiatives have been implemented.
- The chief officers have very open and positive working relationships with the Police Authority; the Chief Constable and the chair of the Police Authority, in particular, work very well together.
- External consultants have facilitated individual and team 360-degree appraisal for the chief officer team. The feedback formed part of the agenda at the chief officer teambuilding day and was incorporated into personal PDR objectives and action plans. The Chief Constable personally drives chief officer development issues with great energy.
- A strategic leaders' forum is held quarterly which includes chief officers, BCU commanders and departmental heads. This forum looks at strategic issues affecting the force and allows all participants to be involved in the force development. The chief officers also arrange various strategic away days for relevant senior staff which give all an opportunity to be listened to.
- Effective supervision of individual performance comes from supervisors setting objectives, and through the supervisor and individual adding supporting evidence. There is a facility for the second-line manager/supervisor to monitor the evidence submitted. Performance in relation to objectives, activities and behaviours is managed throughout the review period. PDR is the repository where evidence for underperformance is captured to ensure that it is tackled appropriately.

October 2006

- The force PDR system uses the Skills for Justice competency system in full. Individual objectives and appraisal are linked to performance through objective setting. The objective-setting element uses the policing performance assessment framework (PPAF), HMIC inspection criteria and suggested activities within these areas. Ongoing quality assurance is carried out by the career development department.
- One division is pioneering personal management information together with a guide to its use in PDR. This included s.95 stops, arrests, detections, etc. It is also developing good practice for objective setting, starting with PCs, so that there is a direct link between PDR objectives and performance measures under PPAF. This work is being shared with the career development department. Where there are performance issues, these are dealt with by way of action plans.
- The force conducts daily environmental scanning through the force research officer; within Wales there is a monthly environmental scan which is shared between the four Welsh forces. The research officer also identifies risks which, along with risks identified by staff within the organisation, are fed into the strategic management risk groups and the STCG, who manage the risks and identify plans to manage them.
- The force recognises that citizen-focused policing requires significant cultural change, which the Chief Constable is personally leading. The force has engaged Centrex and other outside bodies to assist in leading culture change over the next 12 months.
- The organisation's resources are well managed and channelled to where they are most needed. The ACC chairs the establishment review group and the succession planning group and these groups effectively identify any need for resources and channel them appropriately. Through the STCG and TTCG, resources are directed effectively using NIM principles.
- A new head of corporate communications was appointed in 2005 and he has developed a force communications strategy, which is currently being reviewed to take account of neighbourhood policing. The corporate communications department has prepared a draft staff survey to gauge the level of internal communications and to identify blockages. Media training has been provided to all chief officers. A customer satisfaction survey with the theme of initial contact was conducted in 2005.
- The DCC is a member of the National Fingerprint Board (NFB), chair of the NFB Standards Working Group, and a member of the Highways Agency Motorway Policing Programme. The ACC sits on the ACPO Youth Issues Working Group, the Youth Justice Board Consultative Committee for Wales and the All-Wales Youth Offending Strategy Group.
- The force runs a well-established Suggestions for Efficiency scheme, for which there are annual awards. Chief officers actively encourage contributions to promote the continuous improvement ethos. Information and application forms for the scheme are publicised on the force intranet. The awards and commendations policy was revised and broadened in 2005 to provide appropriate recognition for all staff, with an emphasis on neighbourhood policing.

- In 2005 the force's nominee for the Jane's Community Officer of the Year was the runner-up, and the force achieved 'runner up' and was highly commended in the Home Office's Awards for Drug Trafficking in the Middle Market (for Operation Reptile). A Special Constabulary officer was nominated for, and won, the *News of the World* Children's Champion Award (emergency services category) in 2005.

### **Areas for Improvement**

- The chief officer team has developed a clear vision and strategy for the organisation but needs to communicate it more extensively across the organisation, to ensure that all staff are made fully aware. At present there are examples of a breakdown in the communications chain at middle-management level, and front-line staff are therefore less aware of the chief officers' vision and values.
- There is a need to improve engagement with local communities to ensure that it is effective and productive. An engagement work stream under the citizen-focused policing programme is exploring this area of work and moving it forward.
- The force communications strategy needs updating to take account of neighbourhood policing. This has been recognised and a review is being conducted.

**7B Performance Management and Continuous Improvement**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Fair</b>	<b>Stable</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
0	12	26	5

**Contextual Factors**

While there is no single accepted model of performance management across the police service, any such model should be fit for purpose. Strong performance management at the front line of service delivery is crucial to winning public trust and confidence. In this framework, forces must demonstrate flexibility and optimum levels of public inclusivity, as well as delegation and devolution to the front line that is underpinned by clear systems of accountability.

The force was awarded a Fair grade in last year's baseline assessment and has maintained that grade in this year's assessment. Improvements over the last year include the involvement of chief officers in regular divisional and departmental performance reviews and changes to the corporate meeting structures. There has also been an expansion of the use of customer satisfaction data down to divisional and sectional levels, which is assisting the force to better understand its communities.

**Strengths**

- The quality of service survey results are reported monthly at a force level to the STCG meeting. A quarterly breakdown is prepared for BCU commanders, to enable them to drive performance against service delivery. Results of survey data are included in iQuanta returns to enable comparisons to be made with the MSF group. Other independent surveys are also conducted which inform service delivery – for example, mystery shopper, which monitors and informs call-handling services.
- A system of regular review of divisional and departmental establishments is co-ordinated at chief officer level to assess workloads, risks and priority objectives. The process is monitored by the establishment review group and the succession and planning meeting, which both involve representation of finance, HR and territorial divisions.
- The DCC chairs the NCPE programme board which monitors and manages the implementation of all NCPE doctrines. Each doctrine has an identified 'owner' who has completed an implementation plan, with specific timeframes for action to allow completion to national standards. The force has already implemented NCPE doctrines on domestic violence and missing persons.
- The force has used comparative analysis of performance to identify forces that perform in the upper quartile for aspects of service delivery. Good practice has been identified in

October 2006

call handling and other aspects of front-line policing, and portfolio leads have engaged with their respective counterparts to evaluate and, where applicable, implement identified good practice. Examples of such visits include West Midlands and Hampshire for call handling, and Kent and West Yorkshire to research activity analysis.

### **Work in Progress**

- While the PDR system is used to hold individuals to account for their individual contribution, there is no underpinning management information system that provides supervisors with ready access to individual performance data. In recognition of this, a pilot scheme is being developed in C division to monitor personal, team and sector-based performance through the use of business objects and the Delphi HR system. If successful, this will be rolled out across the force.
- The force should consider expanding the use of customer satisfaction data, in order to fully understand critical drivers and to tailor responses more appropriately to the communities that it serves. HMIC acknowledges that customer satisfaction data in respect of call handling, ASB, neighbourhood policing and public confidence has been collected since April 2006 (outside the period of review). Targets in these areas have been included in the local policing plan and are subject to monitoring.

### **Areas for Improvement**

- The force needs to further develop its performance assessment framework, and to link the range of qualitative and quantitative data to resources usage.
- There is now a need to progress activity-based costing to the next stage of application. Increased data analysis across function and role activities will lead to improved productivity, efficiency and effectiveness in delivering services. Current data collection methods have been revised and adapted. At present a technical problem is preventing more extensive use of the data for continuous improvement.

## Appendix 1: Glossary of Terms and Abbreviations

### A

ACC	assistant chief constable
ACPO	Association of Chief Police Officers
ARV	armed response vehicle
ASB	anti-social behaviour

### B

BCU	basic command unit
BME	black and minority ethnic

### C

CID	criminal investigation department
CLDP	core leadership development programme
CJA	Criminal Justice Act 2003
CPS	Crown Prosecution Service
CRB	criminal records bureau
CSI	crime scene investigator
CSP	community safety partnership

### D

DCC	deputy chief constable
-----	------------------------

### E

EC	European Community
EU	European Union

### F

FSU family support unit

**H**

HMCS Her Majesty's Courts Service

HR human resources

**I**

IAG independent advisory group

IPLDP Initial Police Learning and Development Programme

IT information technology

ITIL information technology infrastructure library

**L**

L&D learning and development

LCJB local criminal justice board

**M**

MAPPA multi-agency public protection arrangements

MCSU major crime support unit

MSF most similar force(s)

**N**

NCPE National Centre for Policing Excellence

NCRS National Crime Recording Standard

NIM National Intelligence Model

NSPIS National Strategy for Police Information Systems

**O**

OBTJ offences brought to justice

**P**

PCSO	police community support officer
PDR	personal development review
PNC	Police National Computer
POCA	Proceeds of Crime Act 2004
PPAF	policing performance assessment framework
PSU	police support unit
PURE	police use of resources evaluation

**Q**

QoSC	quality of service commitment
------	-------------------------------

**R**

RES	race equality scheme
RPU	roads policing unit

**S**

SMART	specific, measurable, achievable, realistic and timely
SSU	scientific support unit
STCG	strategic tasking and co-ordination group

**T**

T&CG	tasking and co-ordination group
TTCG	tactical tasking and co-ordination group