

Her Majesty's Inspectorate of Constabulary



HMIC Inspection Report
Hampshire Constabulary
Neighbourhood Policing
Developing Citizen Focus Policing

September 2008



Hampshire Constabulary – HMIC Inspection

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Introduction to HMIC Inspections

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

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

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

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

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

HMIC Business Plan for 2008/09

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

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

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

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

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

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

Programmed Frameworks

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

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

Neighbourhood Policing

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

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

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

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

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

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

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

Developing Citizen Focus Policing

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

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

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

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

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

Statutory Performance Indicators and Key Diagnostic Indicators

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

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

Neighbourhood Policing

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

Developing Citizen Focus Policing

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

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

Developing Practice

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

The Grading Process

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

Meeting the standard

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

Force Overview and Context

Hampshire Constabulary has:

- six basic command units (BCUs) locally known as operational command units (OCUs);
- 148 Neighbourhood Policing teams (NPTs);
- comprising of 95 sergeants and 400 constables dedicated to Neighbourhood Policing; and
- 326 PCSOs dedicated to Neighbourhood Policing.

The force is a member of 14 crime and disorder reduction partnerships (CDRPs) of which three of which are for unitary authority areas.

Geographical description of force area

Hampshire Constabulary covers the two counties of Hampshire and the Isle of Wight. There are two principal cities, Portsmouth and Southampton, together with many towns and villages. Both Portsmouth and Southampton have their own universities and premier ship and championship football teams. Portsmouth is the home of the Royal Navy and is also a continental ferry port. Southampton is a major commercial port and situated nearby is one of the largest petrochemical refineries in Europe.

As well as the cities, the force area contains thriving modern towns and a tourist industry that has developed among the historic market towns and rural countryside. It hosts a number of annual events and festivals including the Farnborough Air Show, Homelands music and dance festival, Power in the Park (in Southampton) and the Isle of Wight Festival.

The two counties have a significant motorway network and have some of the busiest roads in the country, particularly along the coast.

It has a significant military presence with a number of Army, Navy and Air Force establishments located within the two counties. Hampshire and the Isle of Wight have a vibrant tourist industry with many local areas of interest including the ancient Saxon city of Winchester.

Demographic description of force area

Hampshire Constabulary is the second largest non-metropolitan police service in England and Wales and polices an area of 418,000 hectares and serving a population of 1.8 million

in 730,000 households. Approximately 411,000 people live in the two main cities; about 135,000 people live on the Isle of Wight.

There is a lower than national average black and ethnic minority (BME) population and average earnings are higher than the national average, although there are areas of deprivation. Hampshire reflects the national picture regarding traffic congestion, green belt urbanisation, an ageing population and social pressures in areas that lack housing.

Strategic priorities

The force's strategic priorities for 2008–11 include the following:

Hampshire Constabulary and Hampshire Police Authority (HPA) believe that policing is best delivered when it takes account of and responds to local needs. These views are obtained through HPA's process of consultation with the public and through local intelligence gathering and consultation by the constabulary, and regard is given to both the Home Secretary's key strategic priorities for the police service for 2008/09 and to HPA's three-year strategic plan for 2008–2011. The priorities are:

- making neighbourhoods safer – working with communities to build and maintain neighbourhoods where people are safe and feel safe;
- safeguarding people – protecting the vulnerable;
- protecting communities – preventing and planning; and
- preventing, reducing and detecting crime – targeting criminals, protecting victims,

Force Performance Overview

Force development since the 2007 inspections

Hampshire Constabulary has a stated commitment to ensuring Hampshire and the Isle of Wight remain among the safest places in the country.

In the 2007/08 policing plan the constabulary set out its strategic priorities as;

- enhancing safer neighbourhoods;
- strengthening public protection; and
- reducing and detecting crime.

In setting the force control strategy (FCS) which focused resources to achieving improved performance against these priority areas, specific stretching measures and targets were set.

The figures show overall crime is down 8.8 per cent, which equates to more than 15,000 offences, while detection rates are up across the board.

The British Crime Survey (September 2007), which measures public satisfaction, also rated the force as third nationally and top among its group of most similar forces (MSF) for the number of people who think their local police are doing a good job.

When comparing the force's annual performance figures for 2007/08 with 2006/07:

- overall crime is down by 15,954 offences to 164,94;
- violent crime is down by 2,007 offences to 42,422;
- house burglaries are down by 151 offences to 5,300;

- vehicle crime is down by 4,034 offences to 17,781;
- overall detection rates are up from 21.6 per cent to 26.5 per cent;
- violent crime detection rates are up from 42.3 per cent to 44.9 per cent;
- house burglary detection rates are up from 18.1 per cent to 18.9 per cent; and
- vehicle crime detection rates are up from 8.0 per cent to 8.1 per cent.

Compared with its MSF, Hampshire Constabulary has:

- the lowest number of house burglaries for a second year running;
- the second highest level of detecting house burglaries; and
- the lowest number of vehicle crimes.

This year the constabulary's specialist units that tackle the most serious crime, including serious and organised crime, child abuse investigation and special branch, dealt with a total of 1,246 incidents and achieved a detection rate of 57.2 per cent.

Neighbourhood Policing

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

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

Neighbourhoods are appropriately staffed (coverage).

Summary statement

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

Strengths

- There are some 154 identified neighbourhoods with clearly defined boundaries that are subject to annual review with partners (see areas for improvement).
- All neighbourhoods have a named contact at sergeant, constable and police community support officer (PCSO) level, and there are constables and PCSOs assigned to each of the neighbourhoods (see work in progress).
- Early in 2008 the force introduced an intranet postcode search facility for staff to be able to locate and identify safer neighbourhood teams (SNTs) and individual officers/PCSOs. This search facility was made available to the public using the internet, allowing them to access the SNT internet page that details profiles of the staff, local priorities for that neighbourhood, contact details and dates of local surgeries (see areas for improvement).
- The force has implemented an abstraction policy, which was approved at the safer neighbourhood (SN) and Citizen Focus (CF) project board meeting in September 2007. It defines the term ‘abstraction’ as “where a safer neighbourhood team officer is at work but engaged in activities unrelated to their neighbourhood” and this encompasses both police officers and PCSOs. There is a percentage abstraction target of 5% for time away from their neighbourhood. This is monitored by the operational command unit (OCU) and there is some evidence that this is enforced and is subject to review by the assistant chief constable (territorial operations) (ACC (TO)) (see Work in progress and Areas for improvement).
- Within the abstraction policy there is an expectation that staff will remain in place in their neighbourhood for two years to provide continuity and consistency. There was no evidence found during the inspection to suggest that this expectation was not being met, other than for promotions.
- Hampshire Constabulary has utilised an intelligence-led deployment matrix from Merseyside Police for the allocation of PCSOs to neighbourhoods. Staff have been

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allocated to neighbourhoods according to demand identified in the neighbourhood profiles (see Areas for improvement).

- Through partnership working, the force has accredited seven community safety schemes and the number of community support officers (ACSOs) who work alongside SNTs had reached 124 at the time of the compilation of this report.
- The force deployment policy supplied to the inspection team was last updated on 20 September 2004, and it details how and when the force will deploy its resources to crimes and incidents. It was evident from group and individual interviews that staff had a clear understanding of when they should be deployed to specific incidents. In general terms, any officer, in particular the nearest available officer, was expected to respond to grade 1 incidents, targeted patrol team (TPT) was deployed to all grade 2 incidents, and SNT would be deployed to grade 3 incidents if they were beat specific, an identified local priority or part of a linked series relevant to their neighbourhood. Furthermore, since 5 April 2008 neighbourhood priorities have been published on the force website and accessed through a postcode search that can be searched by call-handling staff to ensure correct deployment (see areas for improvement).
- Western OCU has its own deployment policy as part of the volume crime project, which is run by the SN support unit and is a force project. This unit comprises a blend of police officers and police staff, some of whom are on restricted duties, and provides a service between 0700 and 2200 hours Monday to Wednesday and up to 2300 hours Thursday to Sunday. This project can be summarised as an OCU-based control room that provides local demand management of low-grade deployments, telephone resolution of grade 3 calls (51% calls are dealt with by telephone) and ensures appropriate deployment of resources. This reduces the level of demand placed upon SNT and TPT officers, allowing them to carry out further preventative activities. Once evaluated, consideration should be given to replicating this process across the other five OCUs.
- In general terms, SNTs do have the skills and abilities to engage with the community and undertake joint problem solving. All PCSOs have been subject to induction and training, as have the majority of SN sergeants and constables. In order to meet the demand due to staff turnover there are some 64 places on SN courses scheduled for 2008/09.
- During 2007/08, 116 problem resolution in a multi-agency environment (PRIME) information technology (IT) problem-solving courses were delivered (724 users) along with 1 co-ordinator course (8 co-ordinators).
- The force has an average ratio of one sergeant to eight police constables (PCs)/PCSOs. This provides effective supervision and support for community engagement and joint problem solving at SNT level. The TO SN embedding team monitors this ratio, in particular the abstraction level of supervisors and managers.
- There are clear examples of SNTs receiving formal reward and recognition for their roles in delivering a positive experience to the public, eg police sergeants and police constables in receipt of special priority payments. Each OCU has a commander's commendation and award ceremony where staff receive recognition for their work. The events are also attended by family and partners. The force newspaper *Frontline* has regular articles celebrating the success of SNTs: in addition there is recognition of the work of SN staff in local newspapers and parish magazines.

- The police authority (PA) has a crime prevention award that is presented to individuals or teams who have contributed to successful crime prevention initiatives. Recently this was awarded to the Gosport Safer Partnership for prevention work that had been completed.

Work in progress

- The TO safer neighbourhood embedding team (SNET) is in the process of formalising a beat boundary protocol that will include an evaluation of the benefits of ward-based boundaries and the impact that change will have upon public confidence. This should include community and partner consultation. The team will also be responsible for monitoring and enforcement of the neighbourhood boundary review process.
- The force is in the process of revising its SNs website and this includes named contacts at inspector, sergeant, constable and PCSO level for each neighbourhood.
- The abstraction policy was approved in September 2007 with the 5% target being trialled to see if it is workable. Once sufficient feedback has been received a decision will be made to progressing it into a formal policy which will then be dated and subject to periodic review along with all other force policies and procedures.
- A review of staff allocation to neighbourhoods is part of an overall TO resource allocation plan (RAP) and resource allocation formula (RAF) review being undertaken by a business improvement analyst from the corporate services department.
- From April 2008 the force has used a postcode search facility to enable it to deploy the correct SNT resource to an incident that requires SNT deployment.
- Evidence was provided of Western OCU through the SN support team scheduling visits by a member of the relevant SN team to victims of crime and those who report incidents requiring a non-urgent police response. These visits are being organised at a specified date and time suitable to the caller. The scheduling of police attendance commenced within the force enquiry centre (FEC) in June 2008 and has drawn upon good practice identified from other police forces.
- The use of volunteers is not widespread across the force. There is a policy and procedure in place, and since April 2008 a project manager and project support officer have begun to scope the business benefits of the use of volunteers.
- There are 120 general PRIME IT user courses (960 users) and 4 co-ordinator courses (32 co-ordinators) planned for 2008/09.

Areas for improvement

- There is no evidence of a corporate succession plan to maintain staffing levels of SNT constables.
- There is a need to consider what resilience mechanisms can be put in place to ensure that long-term abstractions from SNTs are filled.
- It is evident from interviews with officers and staff that SNTs are being abstracted from their core roles in contravention to the abstraction policy, eg sergeants providing custody cover, PCs covering gaoler duties and PCSOs undertaking scene-guarding duties away from their neighbourhoods.

- Staff profiles and experience are not routinely reviewed or amended as necessary.
- The force deployment policy (number 01400 as supplied to HMIC) was last updated on 20 September 2004 before the introduction of SNTs. For the sake of clarity this policy should be updated so that it reflects current deployment styles and uses contemporary terminology to ensure that SNTs are not inappropriately deployed.
- While an audit of the training needs analysis of SNTs on the Southampton OCU has taken place, the force should audit all 154 neighbourhoods to ascertain the level of training and learning need for each member of staff, and then deliver additional training as appropriate.
- Following the restructuring project Forward Together, a clear corporate structure for OCU uniform inspectors was developed to provide a degree of flexibility to meet local demands. However, evidence was provided that sector inspectors were being abstracted to undertake functions, in particular TPT-related issues. The force should consider shifting the emphasis of the sector inspector role more towards ensuring that effective community engagement and problem solving are taking place (see below).

RECOMMENDATION 1

Her Majesty's Inspector recommends that a corporate succession plan is put in place in order to maintain staffing levels of safer neighbourhood teams. Furthermore, the force should put in place resilience mechanisms to ensure that long term abstractions from safer neighbourhood teams are filled.

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

Summary statement

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

Strengths

- The force has produced a comprehensive and easy-to-read community engagement handbook, which is available to all officers and staff via the intranet. The handbook details four community engagement models based around a crime/concern matrix that provides a bespoke approach to the type of engagement needed; eg high crime levels and high levels of concern about crime, low crime levels and high levels of concern about crime. It is evident that community engagement does extend beyond traditional evening meetings (see work in progress).
- Hampshire Constabulary has been able to engage with its various communities that make up the 154 neighbourhoods and its partners. Additionally, key stakeholders such as the PA, crime and disorder reduction partnerships (CDRPs), independent advisory groups (IAGs), key individual networks (KINs), etc are also regularly consulted and engaged.
- The type of community engagement that takes place varies according to local need, eg neighbourhood forums/panels, mobile police station, beat surgeries, street briefings, leaflet drops and door knocking. In addition, SNTs explore opportunities to engage with communities at existing meetings and forums, eg residents associations, coffee mornings for elderly residents and libraries (see areas for improvement).
- The SN surveys carried out across all six OCUs, with four neighbourhoods being chosen per district per year, are a means of collecting data on the views of the public. The results of the surveys are shared on a quarterly basis with headquarters and OCU staff at all levels from chief superintendent to district chief inspectors to the SNTs involved in the neighbourhood being surveyed. SNTs have the opportunity to add questions to a standardised force-wide template so that local issues can be picked up and then acted upon. The quarterly inspection visits undertaken by the TO department monitor what action has been taken with the results of the surveys and how the information has been fed back to the local residents.
- In addition to the SN surveys, numerous local residents' surveys are conducted in very specific locales in response to actual or perceived issues. These surveys can be requested of headquarters research and consultation staff by front-line SNTs and form a vital part of local community engagement. The surveys are seen as a valuable means of gaining information to set and then act upon local priorities.
- Community engagement takes place routinely, not just when problems arise. However, there was evidence that if there are emerging problems then the level of engagement was increased, eg street meet and door knocking in Romsey (see areas for improvement).

- Hampshire Constabulary is nationally recognised by the Stonewall Index as being a diversity champion and there are lesbian and gay officers at inspector, sergeant, constable and PCSO level who carry out active engagement with lesbian and gay communities. It is evident from the earlier HMIC inspection of major crime that these officers are utilised to good effect in both preventative work and providing reassurance and contact during major crime investigations.
- There were numerous examples of engagement with ‘watch’ communities across the force area including horse watch, neighbourhood watch, business watch, pubwatch, etc. These watches are used as effective means for information sharing, preventative work and awareness raising of crimes specific to their areas of interest.
- Each of the 154 neighbourhoods has identified priorities to be resolved; not all are police-related issues and as such are being managed by other partners. These priorities are publicised on the internet and through local media (see areas for improvement).
- During the fieldwork it was apparent from officers, staff and the community that efforts are being made to meet the needs of the community. Contributions to meetings are being made by sergeants, constables and PCSOs. Pre-arranged meetings are always attended by police representatives at a level appropriate to the meeting. At higher level partnership meetings, police representatives are able to make decisions on behalf of the OCU regarding resourcing and funding where appropriate.
- Hampshire PA is carrying out a consultation exercise with an educational establishment over a five-year period. PA members will meet twice a year for five years with the same group of young people to seek their views on policing in their area.
- Information sharing between communities, SNTs and partners takes place in a variety of unstructured ways, eg emails, face-to-face contact and telephone.
- Set up in October 1999, police link officers for deaf people (PLOD) aim to promote equality of access to the police for people who are hard of hearing or speech impaired across the force area. They now have access to a new service launched in December 2004 that allows them to text for help in an emergency. People who are hard of hearing and those with speech impairment are able to contact all four emergency services by texting one number. The texts go through to the force control room in Netley and the information is then passed on to the other emergency services. This is the first emergency text service where people do not have to register, and has a speed text five-digit number – 80999. The Association of Chief Police Officers (ACPO) has now asked the force to develop the system so one number can be used nationally – see developing practice at the end of this report and hyperlink <http://www.hampshire.police.uk/Internet/advice/plod.htm>.
- Community tasking and co-ordination groups (CTCGs) are established at either district or sector level and are the forum in which criminal and community intelligence is shared with partners and some community members. At district level in some OCUs these groups are referred to as joint action groups (JAGs) and at sector level they are known as local action groups (LAGs) (see Areas for improvement).

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- Identified neighbourhood priorities are routinely discussed at the LAGs and resources are assigned to address these. Progress against the priorities is monitored and recorded within CTCG/LAG meeting minutes. These meetings are chaired by partners and not police, and are thus seen as established forums for community engagement and problem solving.
- Information and intelligence from the LAGs is fed in to the higher level JAGs/CTCG. In turn this is then fed in to the OCU-based level 1 tasking and co-ordination group (TCG) process.
- While comment has been made in areas for improvement about the lack of awareness of what constitutes community intelligence, officers and police staff were aware that they can record community intelligence onto the force record management system (RMS) using an intelligence submission form (5 x 5 x 5).
- There is a dedicated community desk within the force intelligence bureau (FIB) that deals specifically with community intelligence.
- Hampshire PA takes an active part in engaging with the various communities within Hampshire and the Isle of Wight. It is evident from all interviews that this activity is seen in a positive light. Authority members are supporting officers and staff at OCU and district level to engage with the community. The PA also has its own theme-based means of engagement in order to target specific groups, eg young people. Most PA consultation events are either jointly held with police or they will have police in attendance.
- Reality checks completed by the inspection team demonstrated that there was some effective engagement with young people – in particular the Life project and Link project in Southampton. The Link project weekly sessions timetable provides details of how the community, police and partners are working together to supply activities targeted to specific groups, eg young women and mothers, a youth community motorbike project with the fire service and a police drop-in surgery.
- The Life project targets young men and women who are in need of support, direction and discipline in order to help them develop citizenship skills. This project is run by the Hampshire Fire and Rescue Service together with Hampshire Constabulary. The outcome of this project has been a reduction in offending and re-offending by the young people attending and as it progresses through 2008, mapping will take place to try to identify the impact this programme has had on crime reduction, ie arson and criminal damage.

Work in progress

- Comment was made earlier in this report concerning the review of neighbourhood profiles. Work is commencing to map communities for each neighbourhood to help inform with whom and how they engage; however, it is imperative that the TO SNET has oversight of these profiles to ensure that a corporate standard is adhered to and they are undertaken in a timely fashion.
- In addition to the external marketing, the force is raising the awareness and understanding of the SN roles to officers and staff employed by Hampshire Constabulary. This is being undertaken by the SNs media and corporate communications lead and commenced in January 2008.

- While positive comment has been made above that each of the 154 neighbourhoods have identified priorities, it is evident from interviews, desktop research of information supplied and interrogation of the force internet site that not all priorities have been set as a result of community consultation. This has been recognised by the force through dip-sampling and now features as part of the ACC (TO) inspection process to ensure that priorities are truly community generated.
- The detective chief inspector (DCI) working to the ACC (TO) is carrying out a review of community intelligence and reported in June 2008. Recommendations are being assessed and actions taken to progress these. These will help inform the approach that the force takes to managing community intelligence.
- While there is evidence of information sharing between communities, SNTs and partners, it is evident that this is undertaken in an unstructured and non-corporate way. An information-sharing agreement is in place for Hampshire Constabulary to share information with partners and ultimately the community; however, this has been subject to review since the last Neighbourhood Policing (NHP) inspection in 2007 and a revised version is nearing completion with partners.
- The force has begun dip-sampling the quality of community engagement across the 154 neighbourhoods, with the TO SNET undertaking this role and providing feedback to the OCU SN single points of contact (SPOCs) (see Areas for improvement).
- During 2008/09 an internet blog site is to be trialled that will enable feedback to be given to SNTs about their effectiveness.
- Reality checks completed by the inspection team demonstrated that significant steps were being taken by SNTs to engage with communities in high crime neighbourhoods. The relationships with these communities were developing and there were signs that confidence is increasing, which is leading to identification of community priorities and joint problem resolution.

Areas for improvement

- It is evident from inspection fieldwork that while energy is being put into engaging with the communities in the 154 neighbourhoods, it is not consistent across the force area and is not always supported by effective partnerships.
- Notwithstanding positive comments elsewhere in this report, and that efforts are being made to raise local awareness of SNs and public meetings, it is evident that there is still some way to go before public awareness is raised about the role of SNTs, joint problem solving and community priorities.
- During the fieldwork phase of this inspection it was evident from interviews that there was no common understanding of what was meant by community intelligence. Following the community intelligence review, the force should undertake an awareness-raising programme.
- The lack of awareness of what constitutes community intelligence combined with the performance culture based around the previous scorecard has led to duplicate and irrelevant submissions that have caused significant backlog in the intelligence management units at OCU and force level.

- The force has yet to map the postcodes of community members with whom the SNTs are engaging and is therefore unable at this time to identify gaps in engagement. Furthermore, early indications from dip-sampling and workshops being undertaken by the TO SNET suggest that more work needs to be done for SNTs to effectively engage with their communities.
- Attendees of engagement meetings are not routinely surveyed to determine whether or not they are satisfied with community engagement and problem resolution. Furthermore, those individuals who have previously attended meetings and have now stopped have not been contacted to ascertain why. There is a generally accepted perception (among SNT members and ascertained during group interviews and site visits) that if community members do not attend public meetings then either there is no problem or their needs are being met.
- While the force policy through the community engagement handbook is coherent, it is not clear what is happening with the product from community engagement outside of joint problem solving and the TCG process. This could also be symptomatic of the lack of understanding of community intelligence and how it is managed at a local level.

RECOMMENDATION 2

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

Joint problem solving is established and included within performance regimes.

Summary statement

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

Strengths

- Hampshire Constabulary has for a number of years utilised PRIME, which encompasses SARA (scanning, analysis, response, assessment) as its principal problem-solving tool. Problems resolved using PRIME have received both national and international recognition in the Tilley and Goldstein Awards and the force continues to submit projects each year for consideration by these organisations. Monitoring and evaluation takes place within the SARA process contained within PRIME.
- An IT-based solution using the principles of PRIME has been developed with an external company. This is a problem-solving database that is an Xtranet system hosted by Hampshire County Council and can be accessed by police and partners,

and allows learning to be disseminated across the force (see areas for improvement).

- While officers tended not to use PRIME IT, they were aware of and used the principles of PRIME for their joint problem solving, which shows there is common methodology in use.
- Feedback on joint problem solving is given to the community by a variety of means and takes place at a frequency determined by local need, which may be weekly, monthly or quarterly, using the engagement techniques described elsewhere in this report.
- There is evidence of active chief officer engagement with partners at strategic level, eg the Chief Constable sits on the local criminal justice board (LCJB), Hampshire County local area agreement (LAA) executive, and the Hampshire and Isle of Wight key leaders group. The ACC (TO) sits on the county LAA and the county multi-agency public protection arrangements (MAPPA) board. The ACC specialist operations (ACC (SO)) sits on the various local safeguarding children's boards. Commanders of Isle of Wight, Portsmouth and Southampton OCUs sit on the unitary LAA groups, with the ACC (TO) having an overview.
- There are joint key performance indicators (KPIs) for LAAs, CDRPs and MAPPA.
- Since the introduction of NHP, the ACC (TO) has provided clarity and leadership for its implementation and he is supported by a small SNET. The TO SNET consists of a chief inspector and a sergeant who provide advice and co-ordination to the OCU SPOCs. There is in place an embedding safer neighbourhoods group (ESNG) with representation drawn from each of the six OCUs and various support departments, eg training, call management and media.
- Evidence was provided of how co-location, shared information and analytical support between police and partners had improved problem-solving outcomes. In particular, evidence from Portsmouth and Southampton OCUs demonstrated how co-location of the city council and police community safety teams ensured good information sharing, tasking and problem solving (see Areas for improvement). Joint analytical support is provided to CDRPs by dedicated analysts who are either joint funded or provided wholly by the host local authority. The CDRP analysts provide analytical data for the JAG process.
- Crime and Disorder Data Information Exchange (CADDIE) is available to police, partners and the public, and provides sanitised crime and incident data down to ward level. The data is provided by various partners, eg police, local authorities, fire service, etc see <http://www.hantsiowcaddie.gov.uk/caddie-2/portal>.
- National Intelligence Model (NIM) principles are systematically embedded into the joint problem-solving process. There are LAGs at neighbourhood level and JAGs at district level that act as the CTCG process, and these feed in via the district commanders to the OCU level 1 TCG process. Daily management meetings are held on each OCU and include neighbourhood issues and tensions. Reality checks completed by HMIC inspection officers at both daily management and OCU TCG meetings demonstrated that local priorities are routinely considered within NIM level 1 processes.
- CDRP joint strategic assessments have been completed across the force area and have been worked to include both OCU and LAA priorities. Tasking, monitoring and

evaluation of progress against these priorities are completed at either the JAG or CDRP meetings.

- During group and individual interviews it was confirmed that partnership meetings were attended by nominated individuals from police and partner agencies who were able to make decisions regarding resourcing and funding where appropriate.
- Hampshire and the Isle of Wight benefit from a single non-emergency number (101), which has been funded by local authorities and police until at least March 2009 – see <http://www.hampshire.police.uk/Internet/contact/101+SNEN.htm>. This call-handling service is provided by Hampshire Constabulary who tasks out incidents to relevant partner agencies, and is seen as a truly joined-up approach to making the communities safer. The 101 service provided is an example of an early partnership intervention to problem solving being used to good effect, and should be seen as a beacon to others. Furthermore, it should be noted that the force and its partners have jointly funded the continuance of this public service after central government funding was terminated suddenly.
- There was clarity among SNTs that it is the SN sergeants who will sign off priorities when resolved (see areas for improvement).
- Comment has been made above concerning the various meeting and feedback processes that are in place, and SNTs feed back to the community using these means.
- The signing off of priorities when resolved or when key milestones have been met is monitored and enforced at the LAG/JAG or TCG processes. The audit trail is through the minutes of the relevant meetings.
- There is a structured process to joint problem-solving training. Police and partners have received joint problem-solving training during the SN training and PRIME IT courses. For general users in 2007/08 some 724 individuals were trained in PRIME IT and a further 960 individual user places are planned for 2008/09.
- Partners from Portsmouth City Council were involved in the delivery of joint problem-solving training as part of the pathfinder site implementation. However, more recently partner involvement in delivery has not been evident.
- A level 3 evaluation of PCSO training was completed and training content was changed to reflect the role requirements.

Work in progress

- It is evident from group and individual interviews that the PRIME IT system is viewed by some police and partners as bureaucratic and time consuming. Examples were given about just one problem taking a whole working day to enter on to the system. As a result of this, the perception of all officers, staff and partners is that this is an unworkable IT solution and the potential benefits associated with it are being missed. This has been recognised by the ACC (TO) and a revised IT system was out to tender at the time of the fieldwork. The beat management facility was being tested in two neighbourhoods at the time this report was drafted. External sponsorship is being sought to overcome some risks to the roll-out. It is the view of the inspection team that once this revised system has been introduced it is imperative that effective communication is delivered across the force and to its partners in order that it is

taken up by all 154 neighbourhoods. A project manager and project support officer have been appointed and work has commenced to review the product.

- Evaluation of PRIME IT training is being starting in April 2008 and was prioritised through the training practitioners steering group. This evaluation will include work with the SNTs and partners, and potentially the OCU management, to identify what training has been received, how it meets the needs of the role and what is the gap. There will then be transfer of learning to the workplace. A training needs analysis was not conducted prior to the delivery of joint training of problem solving for partners nor has there been post-training evaluation; this omission is now included as part of the review of PRIME detailed above.

Areas for improvement

- As highlighted above, the issues with PRIME IT have led to an unco-ordinated and non-standardised approach to the recording, monitoring and evaluation of problem solving. Officers enter identified problems onto RMS then run progress and activity on working sheets. While this can be supervised by the SN sergeants, it does not allow for easy access or management or for the learning to be disseminated across the force.
- While there is engagement and joint problem solving with partners at neighbour and district level, some partners are more engaged than others. Reality checks undertaken by the inspection team have shown that the lack of engagement by some partners is having a limiting effect upon the ability of the force to resolve some problems. At OCU level this lack of engagement is challenged via the CDRPs.
- While there is evidence of co-location of police and partners, it is evident that the stance taken by the force on IT security is hampering effective joint working, in that newly identified co-location sites that have been agreed with partners, received funding and have effective building security in place are not being equipped with force IT. Furthermore, remote access to force IT systems remains a barrier to more successful joint working.
- While the SN sergeant has responsibility for signing off resolved priorities, it is not a formalised process. Opportunities exist to formalise this process and provide an effective audit trail using PRIME IT.
- Comment has been made elsewhere in this report concerning the apparent perception by SNTs (from group interviews and site visits) that if communities are satisfied they no longer attend the various forms of engagement that the team undertakes. It is important that this mindset is changed in order that a realistic picture of community satisfaction is understood by SNTs.

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

	SPI 2a Percentage of people who think that their local police do a good or excellent job		KDI Percentage of people who 'agree local police are dealing with anti-social behaviour and crime that matter in this area'		SPI 10b Percentage of people who think there is a high level of anti-social behaviour	
	Difference from MSF (percentage point pp)	2005/06 to 2007/08 change	Difference from MSF	2005/06 to 2007/08 change	Difference from MSF	2005/06 to 2007/08 change
Hampshire Constabulary	+4.1 pp	+ 6.1 pp	+2.5 pp	+6.3 pp	+0.0 pp	+1.4 pp

Summary statement

The SPI/KDI data shows that force performance whilst improved is not significantly different than the average for the MSF.

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

Context

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

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

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

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

Strengths

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

- Some 57.4% of people surveyed in the year ending March 2008 think that their local police do a good or excellent job, which whilst improved is not statistically significantly better than the average for the MSF which stands at 53.3%.
- Force performance significantly improved in the year ending March 2008; 57.4% of people surveyed think that their local police do a good or excellent job, compared with 51.3% in the year ending March 2006.

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

- Some 53.0% of people surveyed in the year ending March 2008 ‘agree local police are dealing with anti-social behaviour and crime that matter in this area’, which whilst improved is not statistically significantly different to the average for the MSF which stands at 50.5%.
- Force performance significantly improved in the year ending March 2008; 53.0% of people surveyed think that their local police do a good or excellent job, compared with 46.7% in the year ending March 2006.

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

- Some 14.9% of people surveyed in the year ending March 2008 think there is a high level of anti-social behaviour, which is not significantly different to the average for the MSF which stands at 14.9%.
- Force performance marginally improved in the year ending March 2008; 14.9% of people surveyed think there is a high level of anti-social behaviour, compared with 13.5% in the year ending March 2006.

Work in progress

- No significant areas identified.

Area(s) for improvement

- No significant areas identified.

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

Summary statement

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

Strengths

- The 2008/09 control strategy details the four key priorities on which the force is concentrating. The number one priority is SNs where the force has stated that working with communities it intends to build and maintain neighbourhoods where people are safe and feel safe. It intends to do this by: tackling ASB and criminal damage; addressing the problems caused by alcohol, drug and substance misuse; and listening and engaging with communities and gaining their confidence by focusing on local priorities.
- The force states that the implementation of SNs, method of call handling and use of the 101 non-emergency number have all contributed to increased customer satisfaction over time. It is evident from all user-satisfaction surveys that there has been a significant rise (25.9 percentage points) from 56.4% in 2005/06 to 82.3% in 2007/08 – further commentary is included in the Developing Citizen Focus Policing section of this report see also the developing practice section at the end of this report.
- Specific examples will include projects such as those used on the Isle of Wight to address local concerns about vehicle crime, the Western OCU volume crime project and call-management processes including individual training called Shape of the Call.
- The monthly force performance profile includes a significant amount of public confidence and customer satisfaction data. The headline measures are: user satisfaction (SPI 1); confidence measures (SPI 2); CF comparative data; fairness, equality and diversity measures (SPI 3) and NHP KDIs. These are routinely included in performance management processes at force and OCU level (see areas for improvement).
- Survey data is considered at both force and OCU performance meetings. It is evident that the areas being focused upon by the force for improvement are action taken at the scene and victims of crime being kept informed, both of which have performance targets. Currently the force is meeting its targets for action taken, but not for keeping victims of crime informed.
- The professional standards department (PSD) maintains a matrix of organisational learning arising from complaints made by the public which are used to inform changes in service delivery. The PSD provides regular bulletins called *The Standard* as well as trend data to OCUs and departments to inform and improve service delivery.
- Call handling in Hampshire Constabulary was graded Excellent during the previous two baseline assessments see hyperlink below:
<http://inspectrates.homeoffice.gov.uk/hmic/inspections/baseline-assessments-ho-0607/hampshire-baseline06.pdf>

- Significant evidence has been supplied by the force as to how it manages and improves contact management with the public. Examples include bespoke training for call handlers, telephone audits of how call handlers manage calls and PDR processes, including mentoring and one-to-one interviews providing personal feedback. The call management team is visited on a frequent basis by the majority of UK forces as well as international forces including Australia, Dubai, Pakistan and Romania. Further comment is made in the Developing Citizen Focus Policing section of this report.

Work in progress

- The force is developing a new performance management system for SNTs that is currently with OCU commanders for consideration. The performance framework is broken down into access, influence, interventions and answers. It has within it a significant number of indicators to inform these four areas that support SN policing and they are to be considered and used by SNTs as appropriate. There will be no specific targets, but activity will be monitored to provide the correct degree of focus. There is an intention to host this management information framework in the beat management area of the revised version of PRIME IT. A set of ten broader performance targets will be incorporated into a revised version of the monthly force performance profile. These will be assessment of policing and community safety (APACS) compliant and focus on the commission rates of key trigger crimes that impact on community confidence, eg ASB, criminal damage and violent crime.
- A new target document for 2008/09 has been agreed with the PA and includes a significant number of measures that will assess performance against the four key priorities in the control strategy, which includes ten measures for SNTs (see above).
- The force recognises that the area requiring improvement following feedback from surveys is keeping victims of crime informed. Comment has been made elsewhere in this report about projects being carried out in Isle of Wight and Western OCUs, both of which are outperforming other OCUs in Hampshire in this area. Consideration should be given to expanding these projects across all six OCUs.
- Your Voice Counts is another means for the force to encourage feedback from the community; see the hyperlink below:
<http://www.hampshire.police.uk/internet/contact/yourvoicecounts.htm> From November 2007 this web-based survey has been extended into leaflet form so that views of the community who attend public meetings can also be gleaned to inform neighbourhood priorities and improve service delivery.

Areas for improvement

- Notwithstanding the positive comments above, there is a need for the force to fully understand which of its activities is contributing to its success over time in delivering a local service. In particular, once these activities have been identified they should be shared with other forces who can learn from Hampshire Constabulary's success.
- Given previous performance during the past three years, Hampshire Constabulary has, of necessity, been concentrating on crime reduction and crime detection. This has resulted in improvements in these areas. However, it has skewed activity away from confidence and satisfaction as drivers for policing activity. It is evident from group and individual interviews that crime reduction and crime detection are still the key performance priorities. For example, OCUs are primarily still challenged about crime commission rates and detections, and outcome measures such as confidence

and satisfaction survey results do not receive the same attention. Furthermore, at a lower level, personal performance indicators are measurements of quantity not quality. The move from the policing performance assessment framework (PPAF) to APACS will now be the driver for this shift in emphasis as will the ACC (TO) inspection process and the newly formed CF gold group.

- The force should consider developing a means of recording and grouping quality of service complaints made to OCUs in order to demonstrate how such complaints change activity at both force and OCU level.

The force demonstrates sustainable plans for Neighbourhood Policing.

Summary statement

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

Strengths

- The force and PA have demonstrated through the 2008–11 policing plan and 2008/09 force control strategy that NHP will be sustained beyond April 2008. The policing plan lists SNs as the number one strategic priority and this is echoed in the control strategy.
- Currently there are 340 PCSOs, which is 7 above the establishment of 333 (333 is Hampshire's proportion of the 16,000 agreed nationally). Of these 340 PCSOs, 6 are part-funded by local authorities and private organisations.
- There is a learning and development plan for 2008/09 that details training to be delivered to maintain and improve SN policing for officers, police staff and partners.
- The chief inspector working to the ACC (TO) has specific responsibility to drive the embedding process of SN policing. He has organised regular and formal ESNG meetings which are held to task and action activity to ensure consistency of application across the six OCUs.
- A development plan has been produced and implemented in response to the areas for improvement identified in the HMIC 2007 inspection and the NPIA embedding NHP report. This development plan details actions to be taken, the activity being undertaken, lead respondent, progress made and current status (see Work in progress and Areas for improvement).
- There is clear evidence that Hampshire Constabulary is engaged with the NPIA NHP programme team and it is benefiting from the experience of a former member of that team who is now based on one of the six OCUs.
- The PA is actively involved in the governance and scrutiny of NHP. While there is a lead member for SNs who provides a supportive yet challenging role, he is also supported by other members of the authority, in particular the chair. There are link members to districts and OCUs and there was evidence of regular meetings where the implementation and performance of SNs was discussed.

- The PA lead was a member of the SNs/CF group, which was wound up in September 2007 with the intention of SNs becoming business as usual. While he is not a member of the ESNG he has regular meetings with the chief inspector (TO SNET) and receives minutes of the meeting. The PA community affairs panel receives regular presentations from the chief inspector (TO SNET) to inform about embedding progress.
- The SN PA lead is also the chair of the PA community affairs committee, which has responsibility for the PA consultation and monitoring of the force consultation. The PA consultation officer compiles a 12-month programme of PA consultation events that may be PA only or held jointly with Hampshire Constabulary. Consultation findings are used to inform the policing plan, and summaries of local consultation events are forwarded to the district commander so that the commander knows what local communities are telling the PA about policing in their area. The PA has a protocol arrangement with the Constabulary's consultation team and a member of that team attends the community affairs committee to ensure links are made. SNs are a standing item on the PA's community affairs committee where the ACC (TO) provides an update. There are also monthly meetings between the PA and the force consultation and research manager to ensure joint working and avoid duplication.

Work in progress

- The learning and development department has introduced a PCSO conversion course that will cut three weeks (and potentially four) off initial police training for those selected to become warranted officers. This will provide potential savings on initial training and provide a career structure for PCSOs. Accredited prior learning is also being considered, which will allow the PCSOs to transfer competencies developed in their current roles. These savings should then be incorporated into the force efficiency plan.
- It is recognised by the force that there are still a number of activities and improvements from the 2007 HMIC that have yet to be delivered, and these are being progressed during 2008/09. Progress is monitored and reviewed through the ESNG, and the SNET chief inspector reports back to the ACC (TO) who assesses progress during his performance and inspection visits to OCUs.

Areas for improvement

- While the force has been able to demonstrate sustainability for SNTs in some areas, it is unclear how issues such as estates management and IT have been adjusted to support SNTs; eg while there is a process for the installation of remote access to RMS in non-police buildings it is slow and bureaucratic. There is evidence that this is adversely affecting the delivery of local policing and inhibiting close partnership working and joint problem solving.
- It is noted that government funding has an impact on the force's ability to deliver NHP; however, there is a need for more clarity about the sustainable funding for SNs and in particular PCSOs beyond April 2009 as this is not yet evident and should be made clearer following government commitment detailed in the Green Paper *From the neighbourhood to the national: policing our communities together*.
- Notwithstanding the positive comments above, the SN development plan would benefit from naming the lead respondent rather than the post holder and providing detail of current status of actions, and this document should be dated each time an update is made.

Developing Citizen Focus Policing

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

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

Summary statement

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

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

Strengths

- Within the 2008–11 three-year policing plan the Chief Constable has stated the quality of service statement, “when members of the public make contact with Hampshire Constabulary, high standards are rightly expected. Our quality of service commitment outlines our undertaking to provide that high standard in support of our vision for policing.” The statement includes ease of public contact, being kept informed, professional and high quality service and accountability.
- Hampshire Constabulary and its PA have published their joint quality of service commitment within the annual policing plan 2007/08, which details their approach for equality and diversity in service delivery. This commitment is echoed through the equality of service delivery committee’s (ESDC) vision statement, which states that it will deliver a truly local, accountable and responsive police service, which includes meeting the views and needs of communities, delivering a high standard of service and enabling people to be active participants at a local level.
- The Chief Constable’s annual conference (March 2008) had CF as a key theme, with the ACC (TO) presenting to all senior managers the significance of CF and the direction that the constabulary wants to take. A further day (with external facilitator) was held in March 2008 for all commanders in the TO portfolio where the focus on CF continued.
- CF sits within the portfolio responsibility of the ACC (TO) who is the force champion for CF. Within the community safety department (CSD), which is led by a chief superintendent, there is a dedicated inspector post for CF policing who is the day-to-day co-ordinator of activity across the force. The CF inspector has developed a comprehensive and easy-to-read community engagement handbook, which is available to all officers and staff via the force intranet.

- The force routinely uses a range of methods to identify users' views from such sources as customer satisfaction surveys, complaints, Your Voice Counts, SN surveys, call-management surveys, victim call-backs and IAGs.
- Additional funding has been spent to conduct user-satisfaction surveys by an external company on behalf of the constabulary. More than 350,000 calls have been made to the 101 non-emergency number in Hampshire and the Isle of Wight since the service was launched in May 2006. Ten per cent of the local population called 101 during the first year. The service continuously achieves high levels of customer satisfaction with more than 90% of callers being 'satisfied' or 'very satisfied' with the service they received, and 96% saying that they would use the service again and recommend it to friends and family – see developing practice at the end of this report and hyperlink: <http://www.hampshire.police.uk/Internet/contact/101+SNEN.htm>
- The force uses the CADDIE partnership website, which has its own survey facility that comprises areas looking at fear of crime, levels of crime, quality of life, problems and the effectiveness of PCSOs and ACSOs see hyperlink below: <http://www.hantsiowcaddie.gov.uk/caddie-2/portal>
- The PSD maintains a matrix of organisational learning arising from complaints made by the public, which are used to inform changes in service delivery. The PSD provides regular bulletins called *The Standard* as well as trend data to OCUs and departments to inform and improve service delivery.
- The force has developed a quality of service action plan, which had 75 tasks to make its services more citizen friendly. To ensure delivery, the plan has been regularly reported, with progress checks assessed by the ACPO group. The plan has largely been completed and these tasks are now mainstreamed within service delivery.
- The ACC (TO) regularly reviews progress of NHP through the TO inspection process which has the scrutiny of CF issues as a standing agenda item.
- The contact management centre has provided significant evidence of activities it has undertaken to improve service delivery. Call handling in Hampshire Constabulary was graded Excellent during the previous two baseline assessments. The force demonstrated how it manages and improves contact management with the public. Examples include bespoke training for call handlers called Shape of the Call, telephone audits of how call handlers manage calls and PDR processes, including mentoring and one-to-one interviews providing personal feedback. The call management team has been visited on a frequent basis by the majority of UK forces as well as international forces including Australia, Dubai, Pakistan and Romania.
- The force established dedicated TPTs who are solely responsible for service delivery for urgent and priority calls for police. New officers receive bespoke training for this role and have dedicated command at inspector and superintendent level to provide direction and guidance.
- There are 154 SN teams who provide a local and bespoke policing service to their communities. The SN teams receive training tailored to their specific roles including problem solving, engagement and dealing with non-urgent calls for police.
- There are six witness care units (WCUs), which are co-located with the Crown Prosecution Service, and joint management training has been delivered to promote a

better understanding of mutual business processes and improved service delivery to witnesses and victims.

- The scientific support department has its own dedicated control room called the forensic resource management unit (FRMU), which provides advice, guidance and support to victims of crime ahead of a visit from a scene of crime officer. The FRMU also manages the attendance of scene of crime officers.
- There is a dedicated sexual assault referral clinic (SARC), located away from police stations and hospitals, which provides a bespoke service to victims of sexual assaults.
- Hampshire and the Isle of Wight benefit from a single non-emergency number (101), which has been funded by local authorities and police until at least March 2009. This call-handling service is provided by Hampshire Constabulary who tasks out incidents to relevant partner agencies and this is seen as a truly joined-up approach to making the communities safer. The 101 service provided is an example of an early partnership intervention to problem solving being used to good effect and should be seen as a beacon to others. Furthermore, it should be noted that the force and its partners have jointly funded the continuance of this public service after central government funding was terminated suddenly – see developing practice at the end of this report.
- The PA is actively involved in the governance and scrutiny of satisfaction and confidence performance through its community affairs committee and the PA performance committee. There is a dedicated PA lead for CF and he has support from the SN PA lead who is also the chair of the PA community affairs committee, which has responsibility for the PA consultation and monitoring of the force consultation. The PA consultation officer compiles a 12-month programme of PA consultation events that may be PA only or held jointly with Hampshire Constabulary. Consultation findings are used to inform the policing plan, and summaries of local consultation events are forwarded to the district commander so that the commander knows what local communities are telling the PA about policing in their area. The PA has a protocol arrangement with the Constabulary's consultation team and a member of that team attends the community affairs committee to ensure links are made.

Work in progress

- Following the closure of the NHP and CF programme board (September 2007) when NHP moved into business as usual, a gap appeared in the programme management of CF. Plans were then drawn up to realign CF, which were shared with the inspection team. A CF gold group, chaired by the ACC (TO), has been established and met for the first time on 28 July 2008. This will provide greater clarity and strategic direction to the CF agenda.
- The force recognises that the area requiring improvement following feedback from surveys is keeping victims of crime informed. Projects have commenced in Isle of Wight and Western OCUs both of which are outperforming other OCUs in Hampshire in this area. Isle of Wight residents who are victims of vehicle crime will be visited by a member of their SN teams and Western OCU has been providing a more comprehensive telephone response to victims of crime who may not receive a visit from an officer. North & East OCU are piloting reassurance visits by PCSOs to victims of vehicle crime.

- The SN surveys carried out across all six OCUs, with four neighbourhoods being chosen per district per year, are a means of collecting data on the views of the public. The results of the surveys are shared on a quarterly basis with headquarters and OCU staff at all levels from chief superintendent to district chief inspectors to the SNTs involved in the neighbourhood being surveyed. Neighbourhoods have the opportunity to add questions to a standardised force-wide template so that local issues can be picked up and then acted upon. The quarterly inspection visits undertaken by the TO department monitor what action has been taken with the results of the surveys and how the information has been fed back to the local residents.
- In addition to the SN surveys, numerous local residents' surveys are conducted in very specific locales in response to actual or perceived issues. These surveys can be requested of headquarters research and consultation staff by front-line SNTs, and form a vital part of local community engagement. The surveys are seen as a valuable means of gaining information to set and then act upon local priorities.
- The learning and development unit has written a training package for witness care officers to develop the way they deal with victims over the telephone. This new training commences in April 2008.
- Evidence was provided of Western OCU through the SN support team scheduling visits by a member of the relevant SN team to victims of crime and those who report incidents requiring a non-urgent police response. These visits are being organised at a specified date and time suitable to the caller. The scheduling of police attendance is also due to commence within the FEC by June 2008.
- The force is undertaking a front office review project to assess the suitability of its front counters and management/training of station enquiry officers. This is due for completion during the financial year 2008/09.

Areas for improvement

- Consideration should be given to expanding the projects mentioned in work in progress above across all six OCUs in order to improve how service users views are sought and used to improve service delivery.
- The force should consider developing a means of recording and grouping quality of service complaints made to OCUs in order to demonstrate how such complaints change activity at both force and OCU level.

Quality of service complaints are in the main dealt with effectively.

Strengths

- CF standards are communicated to the public through a variety of means, eg annual policing plan, internet, precept leaflet, letters to victims of crime and through the WCU staff (see areas for improvement).
- In order to inform minority groups and new and emerging communities, the policing plan has been translated into different languages, eg Polish, Arabic, Bengali and Chinese; furthermore, the WCU has gone to procurement to get witness care documents translated into other languages.

- Your Voice Counts was set up in November 2007 and is used to capture the views of service users. Data capture is via a variety of means including leaflets, email or online submission using the force website. At the point of submission the user will be asked if they wish to be contacted with a response and they can nominate the type of contact, eg email, letter, etc. Where a response is requested a reply will be sent within ten working days. Results are published on the website with force response to the issue raised and the service changed where needed see hyperlink below: <http://www.hampshire.police.uk/internet/contact/yourvoicecounts.htm>
- Set up in October 1999, PLOD aims to promote equality of access to the police for people who are blind, hard of hearing or speech impaired across the force area. They now have access to a new service launched in December 2004 that allows them to text for help in an emergency. People who are hard of hearing and those with speech impairment are able to contact all four emergency services by texting one number. The texts go through to the force control room in Netley and the information is then passed on to the other emergency services. This is the first emergency text service where people do not have to register, and has a speed text five-digit number – 80999. ACPO has now asked the force to develop the system so one number can be used nationally – see developing practice at the end of this report and hyperlink: <http://www.hampshire.police.uk/Internet/advice/plod.htm>
- The force has designed its own hate crime/incident reporting form following consultation with IAGs, community contacts and partners. This system covers all six strands of diversity and allows for victims to include as much or as little information as they wish, and these reports can be submitted anonymously. Information from these reports is analysed and used to effect service delivery.

Work in progress

- The PSD now attends the ESDC, which is held on a quarterly basis, to update on complaints against police. Any disparity is revisited and addressed. Stop and search data is now presented to the IAGs and any comments or feedback acted upon and re-presented at subsequent meetings.

Areas for improvement

- Although details are on the force website, there is a need for a better public promulgation of the NQoSC. Information about the NQoSC was largely absent in police station enquiry offices and random testing of members of the public indicated a lack of awareness of what the force is trying to achieve. Cost-effective and easily amended means of communicating the NQoSC to the public should now be explored.
- While the force is undertaking a review of its neighbourhood profiles, it is important that it also considers mapping vulnerable groups and communities to help inform how it may improve service delivery. It is recognised by the inspection team that since the fieldwork phase, training has been scheduled to commence (29 July 2008) on Western OCU to address intelligence and community engagement, which is intended to help augment data on vulnerable groups and communities. This training is intended to be rolled out across the force.

RECOMMENDATION 3

Her Majesty's Inspector recommends that the force should undertake a review of its compliance with the National Quality of Service Commitment to include marketing both internally and externally to raise awareness.

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

Strengths

- Monitoring of the NQoSC standards is driven by the police quality of service policy, which sets out how the NQoSC standards will be monitored and the frequency of review. Policy also sets out what data sets will be used as well as setting out governance structure. Audit results are reviewed by the chief officer group and actions resulting from this are owned by the CSD.
- There were examples of good practice for the monitoring and review of the NQoSC standards, eg call management and at Western OCU through the volume crime project, Portsmouth senior management team call-backs and call-backs in North & East OCU.
- The force introduced a requirement that officers must complete a final working sheet for every RMS incident and crime, which in turn is quality assured and signed off by a supervisor. This ensures a corporate standard of service delivery and compliance with the victims' code.

Work in progress

No significant areas identified.

Areas for improvement

- Failure to meet the NQoSC standards does not feature on the force strategic risk register or any other risk register maintained by the Constabulary.
- The force has agreed through policy that the monitoring of the NQoSC standards on OCUs is through the victims' code only. User-satisfaction surveys incorporate detailed questions designed to determine adherence to the NQoSC standards, and feedback is given to OCU commanders quarterly. Consideration now needs to be given to check that these means are adequate to ensure compliance, particularly as telephone survey data is anonymous and individual feedback to officers and staff may not be possible.

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

Summary statement

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

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

Strengths

- The force has implemented corporate standards for the way in which staff are expected to deal with everyone with whom they have contact through the NQoSC standards and victims' code (see areas for improvement).
- The force seeks to raise awareness through a soft skills training package, which is delivered to all student officers during the Initial Police Learning and Development Programme (IPLDP). The call management centre has introduced the Shape of the Call training programme for all call handlers, which develops their skills in dealing with victims of crime and those reporting incidents. This provides a consistent and corporate approach to call management.
- The ethical values of Hampshire Constabulary are clearly set out in the patrol guide and the PSD newsletter *The Standard* dated summer 2006, which details the expectations of officers and staff within the force. This includes carrying out their individual role: with honesty and integrity; courteously; without fear or favour; exercising responsible discretion; and using only reasonable force.
- It is clearly stated that the reputation of Hampshire Constabulary is each individual member of staff's reputation to protect.
- Hampshire Constabulary was ranked joint third and joint top force nationally in the Stonewall Diversity Champion index of the top 100 employers in 2008. They were assessed against criteria for the implementation of effective equality policies through to practical demonstration of good practice in recruitment, mentoring and engagement with lesbian and gay staff, customers and service users.
- Service delivery complaints about the call management centre are dealt with in a positive manner through personal contact with the complainant and the opportunity for that individual to visit the centre to view the systems and processes. This opportunity has been taken up on numerous occasions and it is evident that the complainant has gone away with a better understanding and positive impression of the service being delivered.
- Postcode search has been introduced across the force enabling internal users (via the intranet) and service users (via the internet) to search existing web pages containing SN information to obtain details of their SN teams, local priorities (including progress against these) and dates of public meetings.
- When people contact the 101 non-emergency number, Hampshire Constabulary will continue to pass on the information to local authorities so that community safety partnerships can take joint action to tackle hotspots and sustainable solutions to reduce ASB. The funding secured for the coming year will allow the partnerships to further evaluate the service and prepare future plans for embedding it into existing budgets and business processes – see developing practice at the end of this report.
- The force has implemented corporate standards around staff accessibility, in particular for email management and group and department mailboxes. Guidance is provided through voicemail, direct dial and email policies (see areas for improvement).

- During group and individual interviews it was evident that staff and officers used out of office on their mailbox to advise when they were not contactable. A member of the internal communications team monitored these emails to ensure they were being applied appropriately.
- The force has a performance measurement for the answering of internal telephone extensions within the target time, and in order to improve performance guidance was issued that staff should answer calls whether it they came through to their phone or not. This performance data is used by supervisors and managers to ensure an improvement in team and individual service delivery.
- All employees of Hampshire Constabulary have undertaken e-learning in both NQoSC standards and victims' code. New staff are required to complete both e-learning packages and to attend a staff induction day that covers the expectations of the force. There are three tiers of training for NQoSC; syllabus 1 for all police officers, syllabus 2 for all police staff in public-facing roles who do *not* deal with operational police work and syllabus 3 for all police staff in a public-facing role who *do* deal with operational police work. This has meant that approximately 70% of all employees of Hampshire Constabulary have completed the training. The victims' code training is mandatory for all frontline PCs, sergeants and inspectors, which equates to approximately 65% of all officers.
- Bespoke station enquiry officer training has been provided to 110 out of 115 station enquiry officers (SEOs). Twenty-six have been enrolled to complete the National Vocational Qualification (NVQ) level 2 in customer service. Each session is opened by a senior police leader to emphasise the importance of the course to service delivery.
- The victims' code has been well publicised both internally and externally (unlike the NQoSC – see work in progress and areas for improvement). Internally this has been via screen savers, articles in *Frontline*, posters and inclusion within other training packages, eg professionalising the investigative process (PIP), IPLDP, and within the force roadshow. Each OCU had to nominate a SPOC victims' code champion and they normally sit within the incident management unit (IMU). Externally the victims' code has been publicised through posters, public events – open days at courts, local WCUs, universities and colleges. Victim care leaflets and pens for No Witness No Justice were distributed. Details of the code are contained on the internet and the criminal justice system (CJS) online website – internally and externally – called Witness Walk Through, which is the national programme.
- Comment has been made above concerning the role of the ACC (TO) as CF champion. He has tasked an OCU commander to bring together practitioners from across the force to identify quick wins. This work will feed into the CF gold group.
- There are clear examples of SN teams receiving formal reward and recognition for their roles in delivering a positive experience to the public, eg PSs and PCs in receipt of special priority payments. Each OCU has a commander's commendation and award ceremony where staff receive recognition for their work. The events are also attended by family and partners. *Frontline* has regular articles celebrating the success of SN teams: in addition there is recognition of the work of SN staff in local newspapers and parish magazines.
- The PA has a crime prevention award that is presented to individuals or teams who have contributed to successful crime prevention initiatives. Recently this was

awarded to the Gosport Safer Partnership for prevention work that had been completed.

- Within the call management centre good performance is publicly acknowledged in the department newsletter, with the individual or team receiving superintendent's congratulations, commendations, individual feedback from PS or inspector or police staff equivalent.
- There has been a maximisation of the force suggestion scheme (BRAINWAVES) where officer and staff suggestions have been used to improve the service delivered to the public. Those suggestions that are adopted and implemented by the force will be subject to a certificate of recognition presented by the Chief Constable. The force is a member of IdeasUK, which is a national association for staff suggestion schemes, and BRAINWAVES received an excellent performance award in the annual benchmarking survey and also received a silver communication and marketing award in 2007.

Work in progress

- In April 2008 a force roadshow commenced with two senior managers from the TO department visiting all stations and providing training input on CF, data quality, first contact and investigation and the victims' code. This presentation was delivered to two of the six territorial OCUs with the remainder delivering their own presentation to the same format. The overriding message of this roadshow is "to make a difference".
- The force is commencing a mystery shopper programme in April 2008 to monitor station enquiry office application of the victims' code and compliance to corporate standards.
- An inter-agency protocol has been agreed and its application will commence in 2008. The protocol incorporates standards from the victims' code and the 'No Witness No Justice' principles and will be managed by the LCJB. Each part of the victim's journey through the CJS has been broken down into 101 different processes with ownership and timescales given to each process.

Areas for improvement

- Notwithstanding the positive comments above, during group and individual interviews there did not appear to be a clear understanding of corporate standards and expectations of behaviour, and during the inspection fieldwork there was little evidence of posters or other visual reminders on show. The PSD undertook work in March 2008 to re-enforce uniform standards on Portsmouth OCU and the media and communications department are planning a new media strategy for when the new uniform is launched later in 2008. In the interim, supervisors and managers should be encouraged to maintain standards in the dress codes, behaviour and methods of addressing the public.
- There is a need for the force to ensure that SN web pages are kept up to date with relevant information and contact details. In particular, public meeting dates had expired and no new dates were shown.
- From group and individual interviews it was evident that voicemail management was not universally applied, with call forwarding being used in preference, which impacted on the team who had responsibility for picking up the forwarded calls. Better use of voicemail and call management should be encouraged.

- It is evident from group and individual interviews that the e-learning for NQoSC and victims' code did not provide sufficient understanding for officers and staff to recall in any detail the content of the standards and codes.
- There is a need for the force to clearly brand its corporate standards for CF to ensure that there is a clear understanding and recognition by officers, staff and the public.

RECOMMENDATION 4

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

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

Strengths

- The 2008/09 control strategy details the four key priorities on which the force is concentrating. The number one priority is SNs, where the force has stated that working with communities it intends to build and maintain neighbourhoods where people are safe and feel safe. It intends to do this by:
 - tackling ASB and criminal damage;
 - addressing the problems caused by alcohol, drug and substance misuse; and
 - listening and engaging with communities and gaining their confidence by focusing on local priorities.
- The force states that the implementation of SNs, method of call handling and use of the 101 non-emergency number have all contributed to increased customer satisfaction over time (see work in progress regarding analysis and developing practice at the end of this report).
- Specific examples include projects such as those used on the Isle of Wight to address local concerns about vehicle crime, the Western OCU volume crime project and call-management processes including individual training called Shape of the Call.
- Survey data from the user-satisfaction telephone surveys is presented to the force performance review group (FPRG) on a quarterly basis and through local OCU senior management team and at performance meetings. The consultation and research manager attended and presented on quality of life measures in the April FPRG, which included the user-satisfaction survey data. It is evident that the areas being focused upon by the force for improvement are action taken at the scene and victims of crime being kept informed, both of which have performance targets. Currently the force is meeting its targets for action taken, but not for keeping victims of crime informed.
- Call handling in Hampshire Constabulary was graded Excellent during the previous two baseline assessments see hyperlink:
<http://inspectrates.homeoffice.gov.uk/hmic/inspections/baseline-assessments-ho-0607/hampshire-baseline06.pdf>. Significant evidence has been supplied by the force

as to how it manages and improves contact management with the public. Examples include bespoke training for call handlers, telephone audits of how call handlers manage calls, and PDR processes, including mentoring and one-to-one interviews providing personal feedback. The call management team is visited on a frequent basis by the majority of UK forces as well as international forces including Australia, Dubai, Pakistan and Romania.

- The call management centre undertakes a series of supervisory call-backs, which is designed to ascertain the level of customer satisfaction delivered by the 101 non-emergency number, genuine enquiries and 999 calls.
- Some OCUs have a programme of supervisory and managerial call-backs to victims of crime, which is part of their monitoring and review of the NQoSC standards, eg Western OCU through the volume crime project, Portsmouth senior management team call-backs and call-backs in North & East OCU.

Work in progress

- The force is developing a new performance management system for SN teams, which is currently with OCU commanders for consideration. The performance framework is broken down into access, influence, interventions and answers. It has within it a significant number of indicators to inform these four areas that support SN policing. There is a need for the force to be clear about what its intentions are for this process as it is evident from group and individual interviews that there is a lack of clarity as to whether this framework is a management information tool or a performance framework.
- A new target document for 2008/09 has been agreed with the PA and includes a significant number of measures that will assess performance against the four key priorities in the control strategy, which includes ten measures for SNs and two measures for CF.
- The force recognises that the area requiring improvement following feedback from surveys is keeping victims of crime informed. Comment has been made above about projects being carried out in Isle of Wight and Western OCUs, both of which are outperforming other OCUs in Hampshire in this area. Consideration should be given to expanding these projects across all six OCUs.
- The force has begun dip-sampling the quality of community engagement across the 154 neighbourhoods, with the TO SNET undertaking this role and providing feedback to the OCU SN SPOCs.
- Phone-call surveys began during the financial year 2008/09: an independent company has been employed over a three-year period to undertake surveys on one neighbourhood per district. Some 50 phone calls will be made per neighbourhood each month (18 districts x 50 = 900 per month): the purpose of the surveys are to ascertain local residents' views on confidence, feelings of safety, local community priorities and visibility. OCUs and neighbourhoods can add additional highly localised questions should they so wish.
- During 2008/09 an internet blog site is to be trialled that will enable feedback to be given to SN teams about their effectiveness.
- Reality checks completed by the inspection team demonstrated that significant steps were being taken by SN teams to engage with communities in high crime

neighbourhoods. The relationships with these communities were developing and there were signs that confidence was increasing, which was leading to identification of community priorities and joint problem resolution.

Areas for improvement

- Given previous performance during the past three years, Hampshire Constabulary has, of necessity, been concentrating on crime reduction and crime detection. This has resulted in improvements in these areas. However, it has skewed activity away from confidence and satisfaction as drivers for policing activity. It is evident from group and individual interviews that crime reduction and crime detection are still the key performance priorities. For example, OCUs are primarily still challenged about crime commission rates and detections, and outcome measures such as confidence and satisfaction survey results do not receive the same attention. Furthermore, at a lower level, personal performance indicators are measurements of quantity not quality. The move from the police performance assessment framework (PPAF) to APACS will now be the driver for this shift in emphasis.
- Currently there is little evidence of the impact of local policing and partnership activities on local people being routinely tested to assess satisfaction and confidence before and after specific problem-solving activity in response to identified local priorities.
- There is a lack of systems and processes to formally record and assess feedback from and to the community, therefore the force has been unable to demonstrate that it has used this information to inform and improve service delivery.

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

	SPI 1e Satisfaction with the overall service provided		SPI 3b Satisfaction of users from minority ethnic groups with the overall service provided	SPI 3b Gap – comparison of satisfaction for white users and users from minority ethnic groups with the overall service provided
	Difference from MSF	2005/06 to 2007/08 change	2005/06 to 2007/08 change	+/-pp
Hampshire Constabulary	+ 1.5 pp	+ 25.9 pp	+13.1 pp	- 8.2 pp

Summary statement

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

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

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

There is a satisfaction gap between white users and users from minority ethnic groups with the overall service provided. Users from minority ethnic groups are – 8.2 percentage points less satisfied.

Where there is a gap in satisfaction with service delivery between white users and users from minority ethnic groups, the force has evidenced that it is taking action to understand and narrow the gap.

Context

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

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

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

Victims of crime and users of police services are surveyed using Hampshire Constabulary’s own user satisfaction surveys, which comply to national standards and thus allow

comparison with other forces. Surveys are based on a sample size of 600 interviews per BCU.

Strengths

- **SPI 1e – satisfaction with the overall service provided.**
- Some 82.3% of people surveyed in the year ending March 2008 were satisfied with the overall service provided, which is significantly better than the average for the MSF.
- Force performance significantly improved in the year ending March 2008; 82.3% of people surveyed were satisfied with the overall service provided, compared with 56.4% in the year ending March 2006.
- For the period 2007/08, Hampshire is third in its MSF group of eight police forces, with 82.3% for SPI 1e, which details user satisfaction for victims of burglary, vehicle crime, violent crime and road traffic collision (RTC) victims (whole experience). There are targets for 2007/08 for overall action taken, namely completely or very satisfied 58% and completely, very or fairly satisfied 75%. Performance reported for the year 2007/08 profile indicates 58% and 76% respectively and the targets were met.
- When comparing each component individually there is a variable picture, eg burglary – whole experience – the force is first in its MSF group with 89.5% satisfied and the average being 87.4%; vehicle crime – whole experience – the force is seventh in its MSF group with 72.4% satisfied and the average being 73.6%; violent crime – whole experience – the force is fourth in its MSF group with 75.9% satisfied and the average being 75.5%; tackling antisocial behaviour – the force is fourth in its MSF group with 67.2% satisfied and the average being 66.1%; and RTC victims – whole experience – the force is first in its MSF group with 91.5% satisfied and the average being 86.8%.
- **SPI 3b – comparison of satisfaction for white users and users from minority ethnic groups with the overall service provided.**
- Force performance significantly improved in the year ending March 2008; 74.7% of users from minority ethnic groups were satisfied with the overall service provided, compared with 61.6% in the year ending March 2006 (see areas for improvement).
- Performance data from the PSD reports that there has been a drop in the total numbers of complaints, which includes incivility. Quality of life and CF indicators (using BCS data from September 2007 and victim survey data from March 2008) are all demonstrating strong performance in these areas, with Hampshire either best or second best compared with MSG, other than perception of violent crime where Hampshire was third in its MSG.
- Notwithstanding early areas for improvement, user-satisfaction measures feature in the monthly force performance profile and are discussed at force and OCU performance meetings as well as being part of the TO inspection process. There are OCUs that are individually addressing user-satisfaction issues; specific examples

include projects such as those used on the Isle of Wight to address local concerns about vehicle crime, and the Western OCU volume crime project.

Work in progress

- Since the inspection fieldwork, focus group work is currently being commissioned from a research organisation specialising in consulting with BME residents to explore their experiences of dealing with the constabulary. In the first instance, in-depth focus groups will be held with victims of crime from BME backgrounds who reside in either Portsmouth or Southampton. Dependent on the outcome of this work, further research may be commissioned to see if their experiences differ from those of non-BME victims of similar crimes. This work will be undertaken over the summer of 2008 and results reported by September 2008.

Area for improvement

- **SPI 3b – comparison of satisfaction for white users and users from minority ethnic groups with the overall service provided.**
- There is a gap in satisfaction for the whole experience between white and BME service users. While there has been a rise in satisfaction for BME service users from a baseline of 74.2% in 2004/05 to 74.7% in 2007, there is a 8.1% gap between the two service user groups (82.8% and 74.7%) and this is not a significant change over time (see work in progress above).

Recommendations

RECOMMENDATION 1

Her Majesty's Inspector recommends that a corporate succession plan is put in place in order to maintain staffing levels of safer neighbourhood teams. Furthermore, the force should put in place resilience mechanisms to ensure that long term absences from safer neighbourhood teams are filled.

RECOMMENDATION 2

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

RECOMMENDATION 3

Her Majesty's Inspector recommends that the force should undertake a review of its compliance with the National Quality of Service Commitment to include marketing both internally and externally to raise awareness.

RECOMMENDATION 4

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

Appendix 1: Glossary of Terms and Abbreviations

A

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

B

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

C

CDRP	Crime and Disorder Reduction Partnership
CMU	Crime Management Unit

D

DCC	Deputy Chief Constable
DV	Domestic Violence

G

GO	Government Office
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H

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

HSE Health and Safety Executive

I

IAG Independent Advisory Group

ICT Information and Communications Technology

liP Investors in People

IS&T Information Systems and Technology

L

LCJB Local Criminal Justice Board

LSCB Local Safeguarding Children Board

M

MAPPA Multi-agency Public Protection Arrangements

MPR Monthly Performance Review

MSF Most Similar Force(s)

N

NCRS National Crime Recording Standard

NIM National Intelligence Model

NHP Neighbourhood Policing

NPIA National Policing Improvement Agency

NSPIS National Strategy for Police Information Systems

O

OBTJ Offender brought to Justice

P

PCSO Police Community Support Officer

PFI Private Finance Initiative

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

Appendix 2: Developing Practice

<p>INSPECTION AREA : Citizen Focus and Neighbourhood Policing</p>
<p>TITLE: Single Non-Emergency Number (101)</p>
<p>PROBLEM</p> <p>Hampshire Constabulary receives 290,000 calls to 999 annually, but only 30% are emergencies. Many people call 999 because they can't remember the police or local council non-emergency number. The 400,000 calls made to 101 show that there is a genuine need amongst the public for a non-emergency number that is easy to remember and available 24 hours a day, seven days a week.</p>
<p>SOLUTION</p> <p>The Single Non Emergency Number Project (101) is an important partnership initiative, complementing the police and local authority working arrangements. 101 is focused on ensuring effective communication between all partner organisations within Hampshire and the Isle of Wight.</p> <p>The police service has the most to gain and the most risk. Gain is provided by more appropriate use of 999 and better customer satisfaction by being routed to the correct public service. The risk relates to the fact that over two thirds of our emergency calls are received through the 0845 045 4545 line. Hampshire Constabulary currently answer 0845 calls within ten seconds, 98% of the time and therefore are able to route the call to the control room with minimum delay. To mitigate this risk, there must be an effective routing mechanism from 101 to 999.</p> <p>In simple terms, 101 must ensure that all calls for service are assessed effectively and resolved by telephone as much as possible (by giving advice and information). Calls which require further work must be routed to the correct service provider. The action taken regarding that call must be recorded so that the customer will be dealt with by a professional, individual service.</p>
<p>OUTCOME(S)</p> <p>The Home Office funding for the operation of 101 ended on 14/02/08. For the period up to the end of March 2008 the 101 service was being funded from a combination of:</p> <ul style="list-style-type: none"> • Home Office 101 transition funding (approximately £220,000) • Savings realised through economies achieved through the rationalisation of the police call handling processes • Financial contributions from a number of Hampshire and Isle of Wight local authorities <p>In April 2008, the 101 call centre was amalgamated with the Hampshire Constabulary Force Enquiry Centre which handles all calls made to the police general enquiry number. All calls requiring action are logged in the police command and control system. Where action is required by a local authority partner or where information needs to be passed to a local authority this is done using the 101 Tasking System, available as a no-cost service from Hampshire Constabulary.</p> <p>The 101 Partnership remains the largest of all partnerships nationally.</p>

The 101 service can be used for reporting:

1. Graffiti, vandalism and deliberate damage to property
2. Intimidation, harassment and begging
3. People being drunk or rowdy in a public place
4. People dealing drugs
5. Fly tipping, litter and waste
6. Abandoned or nuisance vehicles
7. Noisy neighbours or loud parties
8. Street lighting defects or damaged road signs

The total number of incidents that were passed on to local authorities for action or information during 2007/08 was 114,686.

FORCE CONTACT:

Supt. Julie Earle – Julie.earle@hampshire.pnn.police.uk – 0845 045 45 45 Ext 718130

INSPECTION AREA : Citizen Focus

TITLE: PLOD Scheme (Police Link Officers for Deaf People) – Hampshire Constabulary.

PROBLEM:

8.7 million people in the UK have varying degrees of deafness. Translating this to the population of the two counties covered by Hampshire Constabulary, this equates to 1 person in 7 or around 255,000 people. Put into perspective, this is more than the total number of people within the city of Southampton.

Of these numbers, approximately 1 in every 1000 will involve someone who uses British Sign Language (BSL). Nationally, it is estimated that 70,000 people in the UK use BSL as their first or preferred method of communication. It is important to be aware that not all deaf people use sign language and not all are able to lip-read.

Since October 1999, with the introduction of Part 3 of the Disability Discrimination Act 1995, it has been unlawful for service providers (which includes the police) to offer a lower standard of service for a reason related to their disability. As deafness is a disability under the Act, failure to provide the appropriate communication support in such circumstances would breach this and be classified as discrimination.

Many deaf people do not consider that they are disabled but instead, prefer to consider that they are part of a socio-linguistic sub-culture; a community based on a common minority language.

SOLUTION:

Set up in October 1999 the PLOD scheme's aim was to promote equality of access to the police for people who are deaf, deafblind, or hard of hearing.

In December 2004 Deaf and speech-impaired people across the two counties received access to a new service allowing them to text for help in an emergency. The four emergency services (fire, ambulance, police and coastguard) can be contacted by texting one number. The message is received by the police control room at Netley where the information is then passed on to the appropriate service for deployment or resources.

A few other forces already run emergency text services but these require pre-registration of caller details which can cause problems. The Hampshire scheme is the first in the country where pre-registration is not necessary and to have a fast-text 5 digit number (80999). Leaflets have been produced to explain to deaf people how to use the service and, as it is designed solely for use by deaf people, a process is in place to render the number of any malicious users completely useable.

OUTCOME(S) :

There are currently five link officers for deaf people in Hampshire, all with a high degree of training in BSL and other related matters concerning Deaf people. In November 2005 Hampshire's PLOD scheme received a 'runners up award' in the Jane's Police Review national diversity awards.

The PLOD scheme provides a very valuable and well used resource but is not suitable for emergencies, hence why the emergency text facility was introduced as a development

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of the scheme.

There is now in place a comprehensive range of services through the PLOD Scheme such as interpreters, lip-readers, covert lip-readers, lip-reading from CCTV and qualified “Lip-speakers”.

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Appendix 3: Assessment of Outcomes Using Statutory Performance Indicator Data

Context

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

The survey results come from two different sources:

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

Understanding survey results

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

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

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

HMIC grading using survey results

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

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

Understanding significant difference

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

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

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

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

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