



## HMIC Inspection Report

### Humberside Police

October 2007



*Humberside Police – HMIC Inspection Report*

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## Introduction to HMIC Inspections

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

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

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

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

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

### Programmed frameworks

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

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

Neighbourhood Policing has been inspected not only because it is a key government priority but also, and more importantly, because it addresses a fundamental need for a style of policing that is rooted in and responds to local concerns. The police service must, of course, offer protection from high-level threats such as terrorism and organised criminality, but it

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also has a key role in tackling the unacceptable behaviour of the minority of people who threaten the quality of life of law-abiding citizens.

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

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

### **Risk-based frameworks**

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

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

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

HMIC conducts inspections of basic command units (BCUs), also on a risk-assessed basis, using the Going Local 3 methodology. Combining these various strands of inspection evidence allows HMIC to form a comprehensive picture of both individual force performance and the wider national picture.

## The grading process

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

### *Excellent*

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

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

### *Good*

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

### *Fair*

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

### *Poor*

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

## Developing practice

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

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## Future HMIC inspection activity

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

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

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

## Force Overview and Context

### Geographical description of force area

Humberside Police covers the local authority areas of North East Lincolnshire, North Lincolnshire and the East Riding of Yorkshire along with the urban area of Kingston-upon-Hull. This total area of 1,356 square miles centres on the Humber Estuary and has a population of almost 900,000 residents. The number of people served by Humberside Police increases significantly when considering those visiting the area through tourism and travel. It is estimated that 1 million people a year travel to and from continental Europe by ferry via Kingston-upon-Hull and a further quarter of a million people travel on domestic and international flights from Humberside Airport. The area maintains its strong maritime heritage, with the Humber ports of Immingham, Grimsby, Goole and Hull accounting for over 15% of the UK overseas trade, and handling more trade with the rest of Europe than any other British port.

### Demographic profile of force area

The principal conurbations are Kingston-upon-Hull, Grimsby and Scunthorpe. The minority ethnic communities in the area were historically concentrated mainly in Kingston-upon-Hull and Scunthorpe, with the Chinese, Bangladeshi and Indian communities being the most populous. However, this has changed significantly with the arrival of communities from Eastern European states, diversifying the population mix in Humberside. There has been a concentration of these communities in all four divisions of Humberside, but in particular Goole has seen the highest numbers settle. The region continues to support the dispersal of asylum seekers to Humberside, particularly into Hull and Grimsby.

### Strategic priorities

- To improve the force's focus on the needs of its citizens.
- To improve performance in reducing and detecting crime.
- To provide dedicated, visible and responsive policing teams to all neighbourhoods in the Humberside Police area.
- To work with partners and communities to reduce levels of anti-social behaviour (ASB) in our community.
- The delivery of protective services.

### Force developments since 2006

There has been substantial improvement in the three areas that were graded Poor in the 2006 baseline assessment.

Areas for improvement have been addressed in both volume crime reduction and investigation, and significant improvements have been seen in many areas, contributing to the decision by government ministers in May 2007 to take the force out of engagement. HMI is satisfied that in both volume crime reduction and investigation the force is achieving the necessary standard. In relation to the recommendations made in the inspection of professional standards in 2006 and 2007 the force has reacted positively, with the creation of a force vetting unit and the introduction of a covert, proactive counter-corruption capability

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within the professional standards branch. HMI is satisfied that the force is now achieving the necessary standard in this area.

A programme of fundamental business modernisation is under way to grow the capacity of the force within its standstill budget scenario. This is being driven primarily through the workforce modernisation project led by a newly formed strategic change team (SCT). The business and workforce modernisation project sets out, firstly, to examine business processes in order to identify opportunities to increase the force's efficiency, capacity and capability. The process analysis will enable value to be added through process re-engineering, technology, training and recruitment of the right people with the right skills and utilising the right mix of police officers and police staff throughout the organisation. A number of business benefits will be realised through the project to increase efficiency, generate capacity and enable the delivery of a quality service both internally and to the public.

In order to create a workforce that is truly supportive of the community it serves, a number of initiatives are taking place. Firstly, the gender agenda steering group has been formed, which is chaired by the head of personnel and is a conduit to take forward gender issues. Since the last inspection this group has been instrumental in introducing child care vouchers, addressing uniform issues and raising awareness of gender issues for supervisors. A successful gender agenda conference was held in 2006, which focused on developing women in the organisation.

Secondly, the delivery of probationer training through the Initial Police Learning and Development Programme (IPLDP) is allowing the force to firmly anchor training in communities to address their needs. This will be extended to explore ways of involving community members in the design, delivery and evaluation of all training.

Following its inauguration in 2002 the Humberside police streetcraft team has been involved in providing training and assistance to young in-service officers. Besides mentoring officers, the team has developed an interactive system that is dynamic by nature and is delivered during officers' shift patterns if required. The efforts of the team were nationally recognised in 2006 when it was awarded the police learning and development award.

Since April 2006 the team has been involved in the development and delivery of the police community support officer (PCSO) course. This course, which lasts 12 weeks, blends classroom-based learning with 'hands on' experience in the community and culminates in a full-day role-play exercise at Hornsea Freepoint. To date the team has trained 224 PCSOs, with a further 108 anticipated by April 2008.

Force performance has improved significantly in many areas, including burglary dwelling, vehicle crime, British Crime Survey (BCS) comparator crime and total crime. The force's sanction detection rate for all crime is now regularly over 30%. There has been a closing of the gap with other forces in the most similar force (MSF) group, and in many categories the force's relative position has improved. Call handling has seen sustained improvement, with 90% of 999 calls now regularly answered within the target of 10 seconds (compared with 79% in July 2005) and 77% of non-emergency calls now regularly answered within the target of 30 seconds (48% in July 2005). This improved performance – coupled with more robust performance management processes and systems and a determination to improve – enabled ministers to take the force out of engagement in May 2007. This was a significant achievement for the force and is likely to be the precursor for more sustained improvement across a broad front in the coming years.

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Although the improved performance and disengagement is a source of justified pride, there is also recognition that much remains to be done if the aim of delivering outstanding policing for all the communities in Humberside is to be achieved.

The force is now seeking to consolidate its position and make long-term investments in the future to continually improve performance and pursue its vision. The challenges for the future include:

- delivery of neighbourhood policing with an aspiration of excellence;
- growing the capacity of the force in real terms through workforce modernisation to sustain and improve crime reduction and detection performance;
- delivery of an ambitious change programme for custody, involving both estates and business change;
- effective engagement of partners in building crime reduction and community confidence to capitalise on the force's much improved performance; and
- contributing effectively to the development of protective services in the Yorkshire and Humber region.

A Humberside corporate plan has been produced from which will flow a greater focus and widening of the performance agenda. This supports the newly developed 'Beyond Disengagement – Towards 2010' vision and will be underpinned by new and intuitive technology and a re-shaping of the force-level performance challenges.

## Findings

### National summary of judgements

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

### Force summary of judgements

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

## Neighbourhood Policing

GRADE	FAIR
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### National grade distribution

Excellent	Good	Fair	Poor
6	14	21	2

### National contextual factors

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

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

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

### Contextual factors

HMI is pleased to note that there has been a noticeable improvement during 2007 in the drive, determination and willingness to develop Neighbourhood Policing in Humberside and is confident that if the force maintains this drive it will achieve all the objectives by the March 2008 target.

The introduction of Neighbourhood Policing was always the third in the Chief Constable's order of priorities, behind incident/call handling and volume crime. The burden of engagement has been ever present, and it is only in recent months that the force has renewed its confidence to move forward across a broader front.

It is apparent that stakeholders, partners and the community have an appetite for this style of policing, and many partner agencies are now reconfiguring their services to provide a more local, responsive service.

A total of 91 neighbourhood wards have been identified across the force area. Each ward, other than a very small number that are conjoined because of their size, is assigned one police officer and one or more PCSOs, depending on assessed need based on a range of factors, including deprivation, crime levels and socio-economic data. They are structured

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around the local authority ward boundaries and are grouped together into larger neighbourhood areas under the supervision of sergeants and inspectors.

The cornerstone of Neighbourhood Policing in Humberside is and will be the utilisation of PCSOs as dedicated ward officers. The police authority (PA) is to be applauded for its commitment to support the force with a significant investment of 332 PCSO posts. This has been achieved despite the reduction in support for this area of business by the Home Office. HMI was particularly impressed with the enthusiasm, commitment and training of the PCSOs who were interviewed during the inspection.

As the number of PCSOs rises, the role of the neighbourhood police officer becomes ever more important – as an adviser and mentor and to allocate tasks. Although the line management of PCSOs officially rests with the neighbourhood sergeants, it is anticipated that there will be a growing demand for the role of the neighbourhood police constable to be officially recognised in some way, and this may well be played out on the national stage.

The force has a good estate with modern facilities in most of the neighbourhood areas following significant investment in recent years by the PA. This should support this style of policing.

In order to provide additional information for the inspection a brief telephone survey of 100 residents in the Pathfinder division, North Lincolnshire, was undertaken during April and May 2007 by MORI, on behalf of HMIC, to gauge public reaction across six key areas. The results, in the following table, indicate that the responses were below the national average but within the expected statistical range.

(The results are reflected in the areas for improvement later in this report.)

Question	% of positive answers	National average range
Q1. All police forces have put in place local teams, consisting of PCSOs and others, to deal with problems of most concern to the public. Are you aware of a neighbourhood team, neighbourhood police officer or PCSO in your area?	47.7	49.3–52.2
Q2. Do you know how to make contact with any of the police team who work in your local area?	48.6	54.9–56.3
Q3. From what you know, are the local police speaking to local people about tackling problems in your area?	46.1	53.1–54.8
Q4. How much effort do the police in your local area put into finding out what people think? Would you say they put in (a lot/some/none)	57.1	64.1–67.2
Q5. How much say do you think local people have over what the police do to tackle problems in your local area? Would you say they have (a lot/some/none)	65.7	66.3–69.2
Q6. How much opportunity do you think there is for local people to work with the police to help tackle problems in your local area? Would you say there is (a lot/some/none)	71.4	75.8–78.4

The commitment of the PA to invest in PCSOs, the desire to better utilise the high number of volunteers in Humberside (103 – see ‘Work in progress’) and the increased use of members of the special constabulary on neighbourhoods mean that constables are increasingly undertaking a ‘semi-supervisory’ function, either mentoring, advising or tasking anything between one and ten members of the police family. This is particularly apparent in more remote rural neighbourhoods. This is not solely a Humberside issue but may be replicated in others forces, and HMI considers that it raises the need for a more fundamental debate, on the national stage, about the status of the neighbourhood constable.

## Strengths

- The assistant chief constable (operations) (ACC (O)) is the nominated lead for the implementation of Neighbourhood Policing and is supported by a superintendent who has day-to-day management responsibility for the project, leading a small project team. Feedback from staff and the PA confirm significant impetus in recent months to deliver the overall aims of the project now that disengagement has been achieved. ACC (O) is readily accessible and available to the project team on a daily basis if required.

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- The delivery of Neighbourhood Policing is a key priority in the 2007/08 annual policing plan and is the cornerstone of the newly developed force vision of 'Delivering outstanding policing for all of our communities'. (See 'Work in progress'.)
- The project is being managed under Prince 2 methodology, with a project team dedicated to the implementation. There are effective supporting structures in place to assist delivery, such as a project manager and project board which meets regularly to assess progress and to ensure that learning – both internal and external – is captured and promulgated across the force (see 'Work in progress'). The divisional chief inspectors tasked with implementing the project locally are all members of the board.
- Following extensive consultation with local authority partners and communities it was agreed that the most effective structure for Neighbourhood Policing within Humberside was to align it with the existing local authority ward boundaries. There are 91 wards making up the core building blocks for Neighbourhood Policing delivery. These are then grouped together within the divisional structure to enable more effective and efficient supervision. There are six wards that, due to their size, are conjoined.
- There is growing acceptance that Neighbourhood Policing is one part of a larger neighbourhood management agenda where the delivery of services from a number of partners will be delivered locally. Although the current configuration of neighbourhoods serves the force's purposes there is evidence that flexibility will be applied if partner agencies amend boundaries in order to provide more effective, joined-up working or if communities themselves identify that a different configuration would be more effective.
- The force and PA took a decision that each ward would have a 'dedicated' constable who would be supported by a number of PCSOs, the only variation being in 'conjoined wards', where one constable would cover two wards. A total of 88 constables and 224 PCSOs are currently allocated, which together with supervisory strength makes up 15% of the force dedicated to Neighbourhood Policing. Locally this percentage is higher, eg in the East Riding, where the percentage of staff dedicated to Neighbourhood Policing is currently 20% but will rise to 22%. The force percentage will rise as the remaining PCSOs are recruited, bringing the total to the full complement of 332 in April 2008. Progress is being monitored centrally by the national Neighbourhood Policing project team, and the force submits regular monthly updates of progress to date.
- At the time of the inspection the force had achieved 100% coverage of police officers and PCSOs across all wards. However, plans exist to extend the numbers of PCSOs on each neighbourhood by March 2008 in line with the planned recruitment. The deployment will be a local divisional decision, although the overall distribution has been determined through the project board.
- The PA has made a very significant commitment to the funding and recruitment of PCSOs to cover and exceed the shortfall created by the Home Office decision to reduce national funding for PCSOs from 24,000 to 16,000. The target in Humberside is 332, and at the time of the inspection the force had recruited 225. The April 2007 target for PCSO recruitment was 210; the force achieved this target and exceeded it by 20 new recruits. The decision to invest heavily in PCSOs shows both the commitment of the PA and the force to fully embrace the concept of Neighbourhood Policing.

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- The budget for the PCSOs and Neighbourhood Policing generally has been fully costed to the end of March 2012 and built in to the force's medium-term financial strategy and plan.
- As part of the commitment to Neighbourhood Policing, staff are tenured to a minimum two-year posting, and although succession planning has not yet arisen the force is aware of the importance that partners and the community place on long-term commitment. There is evidence in one division of expressions of interest being sought from staff so that a pool of suitable candidates can be prepared to allow for a more effective transition (see 'Areas for improvement').
- All Neighbourhood Policing staff, officers and PCSOs interviewed confirmed that they fully understood their roles. There are up-to-date job descriptions available on the force intranet.
- The training received by PCSOs has widely been acknowledged as being of a high standard, including by outside evaluators such as the ACPO Neighbourhood Policing team. Staff feel confident following the training, and there were no reports by neighbourhood constables or sergeants of skills gaps among PCSOs. There is evidence that the training being delivered to the PCSOs is subject to evaluation and has been amended or improved on, where necessary. All PCSOs were posted to neighbourhood teams and are managed by beat constables and sergeants. The training uses live scenario-based exercises (see 'Developing Practice').
- The force's training manager has worked closely with the project team, and a bespoke Neighbourhood Policing training package has been produced for officers and supervisors that is based on an assessment of their needs. The course will be delivered during 2007 (see 'Work in progress').
- The force has a clear abstraction policy that covers both spontaneous and pre-planned operations such as football matches. It specifies that no more than 5% of an Neighbourhood Policing officer's hours will be undertaken on duties outside the neighbourhood. This is enforced locally through strict monitoring by divisional management teams, and staff have confirmed the effectiveness of the policy and its application. There is evidence in some divisions that PCSOs are never abstracted from their neighbourhoods.
- Neighbourhood priorities have been identified via an iterative process and are constantly being refreshed. The introduction of the common tasking framework with partners in Hull, including the PA, provides a good example of a collective approach to priority identification, tasking and resolution. Elsewhere neighbourhood action teams (NATS) assist in solving problems that have been identified through local police partner community forums. Another good example of priority identification and feedback has been the mobile Copshop in Hull, a neighbourhood renewal funding (NRF) initiative, where the community are encouraged to identify their priorities through local meetings, written feedback and consultation with community groups and local councillors. The division is hoping to mainstream this activity once funding lapses; this, together with other key 'time-expiry' initiatives, is being considered currently by the PA's finance officers in consultation with the operational divisions and HQ branches.
- There was no evidence of partners being reluctant to engage with the drive for Neighbourhood Policing. Indeed the contrary position was evidenced strongly in each of the four operational divisions.

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- The force marketing unit has devised and launched a strong brand to support the introduction of Neighbourhood Policing across the force. This should be dovetailed with the requirement for an overall communication strategy (see 'Areas for improvement'). Locally the force is using a variety of techniques, including posters, newspapers and websites, to let the public know the names of their local officers. The force diversity unit is working with the community cohesion officers in each division to promote Neighbourhood Policing through their regular community meetings. Neighbourhood Policing officers are being directed to make contact with different religious groups through mosques and temples, while the diversity unit itself is promoting Neighbourhood Policing through the independent advisory groups (IAGs) and the lesbian, gay, bisexual and transgender (LGBT) forums. There is evidence of officers and PCSOs actively engaging with members of the Polish community and other Eastern European communities.
- A corporate practice direction exists for the sharing of information with partners. Information-sharing protocols are in place, crime and disorder reduction partnership (CDRP) analysts have access to force systems, and the dedicated Neighbourhood Policing analysts liaise directly with their counterparts in other agencies. There were no examples cited of difficulties in this area. Each division has a neighbourhood intelligence analyst dedicated to Neighbourhood Policing and to the development of the intelligence section of the neighbourhood profiles and ongoing community intelligence.
- The force is now benefiting from the substantial investment, over a number of years, by the PA in its operational police stations. Staff interviewed and stations visited confirmed that the estate is fit for purpose. No issues were raised or apparent in relation to equipment for neighbourhood staff.
- Following disengagement from the PPSG, the allocation of crimes to neighbourhood staff has been revisited, and as a result workload has not been raised as an issue by staff. The policy now is that neighbourhood officers will not be routinely allocated crimes for investigation save for low-level neighbourhood crime, eg criminal damage, or those crimes that were part of an existing problem-solving profile. The workload of staff is monitored by sergeants who utilise the work allocation database and monthly performance reviews linked to performance development review (PDR) objectives that are neighbourhood issue based. In Hull the only crime specifically allocated has been criminal damage, as this has been deemed to be a part of a neighbourhood problem. The results have been impressive, with Neighbourhood Policing staff taking ownership and bringing about a 20% reduction in this offence for the 12 months to June 2007, compared with the same period to June 2006.
- Objectives for neighbourhood staff are set and monitored through the PDR process, which requires a formal quarterly update but which is usually updated on a monthly basis. The approach includes delivery against locally set priorities; however, it suffers from the absence of effective qualitative indicators that accurately reflect the work of Neighbourhood Policing staff. This is not unique to Humberside, and HMI considers that this should be addressed as a national thematic issue.

## Work in progress

- Given the most recent history of the force and its lengthy engagement with the PPSG, the introduction of Neighbourhood Policing was third in the chief constable's order of priorities, behind incident/call handling and volume crime. Although there is

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clear evidence of the commitment to implement Neighbourhood Policing fully, the inspection confirmed that the philosophy has yet to become embedded within the culture of the organisation. There are many encouraging indications that this is taking place, eg the PA's commitment to funding PCSOs and the enthusiasm of staff working within the neighbourhoods. The force, however, acknowledges that it must continue stressing that Neighbourhood Policing is the 'cornerstone' of its operational philosophy. This is being addressed personally by the Chief Constable, who will be visiting operational stations during the summer and speaking to front-line staff.

- It is apparent that stakeholders, partners and the community have an appetite for this style of policing, and many partner agencies are now reconfiguring their services to provide a more local, responsive service. The force is working with partners to ensure that maximum benefit is achieved across the four operational BCUs by identifying those aspects where developmental potential exists and actioning them through the project board.
- The force is in the process of delivering a specific four-day training course designed after consultation with staff and based on the Centrex module for neighbourhood police officers, with a separate but similar input for supervisors. Evidence of training with partners exists in the force, such as in the East Riding (C) division, where joint training in problem solving is taking place. It is intended that this will be extended to involve members of the NATS and local councillors.
- Under the auspices of the Humberside Association of Neighbourhood Watch Groups the force has access to a substantial number (103) of trained volunteers. At present these persons provide approximately 400 hours per month and are used primarily to provide front-counter services in local police stations. The force is aware that these people have a range of skills that could be utilised in different ways and is actively looking at this issue. (The force may wish to consider approaches such as those adopted by Greater Manchester Police, where some volunteers are used as appropriate adults to interview young persons.)
- Neighbourhood profiles are currently split into three sections but have yet to be fully developed across the whole force. All neighbourhoods have part 'A' completed but are awaiting a range of socio-demographic data from partners, which is due imminently, in order to complete the remaining sections. Once complete, the data from the profiles, together with community intelligence, will be processed through the National Intelligence Model (NIM) structures.
- Key individual networks have been established but their extent is variable. Each neighbourhood has an identified basic contacts list but these need to be developed. Similarly, the full identification of all cultural groups and their location is ongoing in collaboration with partners and will be assisted by the introduction of IT software such as Mosaic.
- Strategic assessments have for the first time this year been developed by divisions in consultation with key partners and agencies such as local authorities, CDRPs and the PA. There is an absence of an overarching corporate process and documentation for a joint strategic assessment. This has been acknowledged by the force, and the Neighbourhood Policing project team and director of intelligence are currently addressing this shortfall.
- Special constables are encouraged to work on neighbourhood teams, although there is an acknowledgement that some officers prefer to work with response teams. There is no corporate policy on this issue, but the force is happy for each division to

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pursue the allocation or to split their duty time according to need. This is an ongoing issue that has yet to be fully resolved (see 'Areas for improvement').

- Following disengagement, the force is now developing a process to utilise the range of qualitative indicators that are currently being collected in a more effective way, including disaggregating survey data, where possible, to neighbourhood level.
- The force acknowledges that its focus has been on purely quantitative development to achieve disengagement. Its agenda has now shifted, with a commitment to self-improvement, as evidenced by having undertaken at least two BCU self-assessments utilising the HMIC Going Local 3 assessment process.
- The ethos of joint problem solving and tasking with partners is understood at corporate and local levels and there are some excellent examples, eg the mobile Copshop in Hull and Operation Minerva, targeted at street workers in Scunthorpe. Joint tasking has been developed through Hull Citysafe and D division agreeing a common tasking framework that went live in April 2007. This enables both police and city council resources to be targeted at joint areas of concern, following detailed analysis. There is also evidence of joint tasking in North East Lincolnshire, where the tasking group is led by non-police staff. These initiatives also show how the force uses a range of data sources to identify and target problems. The force does acknowledge, however, that this approach is not yet totally embedded in the organisation and that further development is required. The project board is the forum where different approaches are discussed and good practice identified and promulgated.
- The introduction of Neighbourhood Policing has brought with it an increase in intelligence flows from the community. The force is alive to the opportunities this provides and is in the process of ensuring that usable community intelligence is not only captured but developed. The introduction of Neighbourhood Policing analysts in some BCUs provides the way forward in this respect. This requires some adjustment to intelligence and analytical research processes to support Neighbourhood Policing – these are currently being assessed.
- Although Neighbourhood Policing staff and analysts need to be trained in terms of their key role of obtaining and developing community intelligence, the force's 'Richer Picture' initiative demonstrates the benefits that can accrue where Neighbourhood Policing is an integral part of the strategy to combat organised crime and terrorism. This is an ongoing initiative, and the role of the Neighbourhood Policing analysts has yet to be fully developed. The force is aware of this and steps are in place to provide additional training to the analysts.
- An evaluation phase is built in to the project methodology at six months and 12 months after project closure (no date has yet been fixed). As an interim measure the force's assessment and review unit will be undertaking an interim review of the implementation in November 2007.

### **Areas for improvement**

- At present the force's approach to the citizen focus agenda and quality of service is vested in the Neighbourhood Policing project team. This will create the impression that quality of service is purely a neighbourhood issue, even though this is not the

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case. All staff from whichever 'pillar' or branch must be engaged in the drive to improve citizen focus. The force needs to ensure that any project delivering improvements in this area must not rest within one 'pillar' but span all aspects of service delivery – including the force's response to repeat victims, which currently can best be described as 'patchy'.

- Although the force has a draft generic communication strategy, there is no such document specifically for Neighbourhood Policing covering both internal and external audiences. This has resulted in the creation of divisional strategies and plans that are working in isolation. However, these documents do not address the need to promulgate the philosophy of Neighbourhood Policing throughout the other two pillars and other branches of the organisation. The development and implementation of an overarching communication strategy specifically focused towards Neighbourhood Policing is required in order to assist in bridging this gap.
- The force has recently introduced a policy requiring officers to commit to Neighbourhood Policing for a minimum of two years. Beyond this policy there was only limited evidence (in East Riding) of any form of succession planning within this area of business. The force should consider extending the policy to ensure that, where continuity of post is not possible, succession planning is addressed, given the importance of this issue to members of the public and partners.
- There was a lack of any real understanding among staff in general of the importance of community impact assessments (CIAs) and their formulation, delivery and use. The force should use the opportunity afforded by the Neighbourhood Policing training to incorporate an appropriate input on CIAs.
- The force is missing an opportunity to market Neighbourhood Policing with members of the community. There was evidence of drugs raids or other overt operational activity being undertaken without the knowledge of neighbourhood staff or supervision. Neighbourhood Policing staff have to deal with problems in their neighbourhoods on a daily basis and if, as a result of action undertaken either jointly with partners or solely by the police, these problems are addressed then Neighbourhood Policing should be seen to be responsible, thereby raising the status of and trust in the Neighbourhood Policing teams. Neighbourhood Policing staff should be routinely informed of – or ideally involved in – the preparation, planning and execution of overt operations within their neighbourhoods (eg drugs raids that will impact on the community or bring a positive response) or inform a CIA.
- Although there was ample evidence of effective community engagement taking place across all four divisions, there was an acknowledgement that the processes being used are 'traditional', utilising various fora or neighbourhood meetings. The danger is that meetings are 'hijacked' by single issues and that as a result activity is skewed. There were isolated examples of innovation from individual staff, eg meeting members of the Polish community in churches or meeting parents when they collect their children from school. The force should explore alternative and innovative methods of engagement with the community, especially hard-to-reach groups, and should revisit the Neighbourhood Policing engagement strategy.
- The inspection confirmed that current arrangements for the briefing and tasking of neighbourhood police staff, within NIM processes, are not effective in many, but not all, parts of the force area. Some staff do not use the briefing and tasking system (BATS), complaining that it is not focused on the needs of the neighbourhood teams. This is especially important for those staff who have to self-brief. As many as five or six force and local systems have to be interrogated individually before officers feel

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they have given themselves an adequate overview, especially on returning to work after rest days or annual leave. The force is aware of some of the problems, as work has been commissioned by the audit board. However, HMI is concerned that without effective briefing, tasking and follow-up, the full benefits of Neighbourhood Policing will not be realised. The force should develop the capability for staff to be effectively briefed and tasked. One possible solution would be to enable all relevant neighbourhood data, tasks and information to be accessed through one page on the current BATS. This would also enable response teams to become familiar with neighbourhood problems and encourage greater interaction between pillars.

#### RECOMMENDATION 1

HMI recommends that an effective briefing and tasking system should be developed for neighbourhood issues to enable effective self-briefing where and when necessary. This would also enable response teams to become familiar with neighbourhood problems and encourage greater interaction between pillars.

- Neighbourhood Policing officers are utilised to mentor, advise, guide and task PCSOs in most neighbourhoods within the force. When special constables are also utilised and the full complement of PCSOs are in place, it will result in one constable having to undertake this 'semi-supervisory' function for a number of staff, especially in the more remote neighbourhoods, in the absence of sergeants. Currently only constables with eight or more years service qualify for special priority payments, but chief officers should revisit this policy to satisfy themselves that it takes full cognisance of the 'semi-supervisory' function being undertaken by many neighbourhood constables, many of whom have less than eight years of service.
- There was anecdotal evidence from both communication centres and incident management units (IMUs) that not all neighbourhood staff were booking onto the command and control system. A dip sample undertaken in one division showed that there was 80% compliance for PCSOs and 70% compliance for police officers. Chief officers should undertake further analysis to satisfy themselves whether this is a perception of communication staff or whether there is evidence of non-compliance with policy.

## Developing Practice

### **TITLE: PCSO training**

#### **PROBLEM:**

Humberside Police sought to evaluate PCSO classroom training in a controlled environment within the community. The evaluation should not put undue pressure upon the student PCSOs, but it should be challenging. The evaluation should also not interrupt the normal day-to-day community activities.

It should combine the use of practical exercises and the giving of immediate feedback, while at the same time use partners and members of the community in the evaluation – all in as realistic environment as possible.

#### **SOLUTION:**

A compact, outside shopping mall on the site of a disused pottery mill was found. The shopping mall was of sufficient size to enable several 'practicals' to be run at the same time, and it also allowed the PCSOs to be out of sight of each other, to experience being out on foot patrol with members of the public present (with no class trainers around) and to deal with the practicals without other members of the class being present.

A carousel of eight practicals linked directly to the curriculum was designed.

The PCSOs are dispatched via airwaves radio and upon arrival are confronted with 'members of the public' who are actually students from Hull University.

These students are on a drama course and use the opportunity of role-playing with the PCSOs to practise their acting skills in the public arena. They too are assessed by their tutor, who gives them feedback on their development.

The practicals can be easily changed to suit changes in legislation or to be given a particular emphasis – such as aggressive begging or drinking alcohol in an alcohol-free zone.

Humberside Police sought to utilise police officers from Neighbourhood Policing teams to act as assessors. This also allowed the officers to enhance their knowledge of the skills, abilities and powers of the PCSOs. It allowed knowledge of training methodologies to be passed on, and increased working relationships at an early stage of each PCSO's career.

The student PCSOs are assessed by officers from their Neighbourhood Policing teams, who give them immediate feedback using a prepared check sheet, which at the end of the assessment period is given back to the student PCSO for inclusion within their workbook. The workbook gives a workplace audit of the development of the PCSO during their six-month probationary period.

#### **OUTCOME(S):**

By utilising this training methodology at the end of the training curriculum, the student PCSOs are not as daunted as they might have originally felt. They know that they have some embryonic skills and abilities (not all) to begin to tackle their role head on. Thus

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they enter the workplace in a more confident manner.

They have written feedback on which to determine an initial action plan for their personal development, in areas which are much more focused in their active role.

Neighbourhood Policing police officers are engaged in the training from the very outset, and have an all-encompassing understanding of the role, powers, skills and abilities of the PCSOs.

The community is actively engaged in the training, both in terms of venue and more importantly in terms of 'breaking down barriers' between the drama students and the police. The drama students are predominantly of the age and demographic the PCSO is likely to encounter in their role.

In feedback sessions, in which the drama students are actively engaged, attitudes and approaches are often discussed in a safe learning environment, which gives rise to greater learning and understanding of each person's point of view.

Members of the community have the opportunity to see neighbourhood staff training in an open environment and often ask what the officer is doing, thus their understanding is also enhanced.

This active role-play training in the community is now also used for special constables and for student police officers.

**FORCE CONTACT:** Chief Inspector Eddie McGee – Humberside Police – 07884 476412

## Performance Management

GRADE	GOOD
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### National grade distribution

Excellent	Good	Fair	Poor
6	29	8	0

### National contextual factors

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

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

### Contextual factors

Humberside Police has embraced performance management more constructively since the last HMIC baseline inspection in 2006, and effective performance management processes are now in place at corporate, divisional and unit/team level. Corporately there is now an overview of force and divisional performance through a series of regular meetings. The deputy chief constable (DCC) holds monthly performance challenge meetings to address the force’s performance, while both ACCs hold regular challenge meetings with either divisions or branches. This structure cascades through the divisions to include the chief inspector leads for each of the three ‘pillars’ of response, volume crime and Neighbourhood Policing.

The major improvement in 2006/07 has been the frequency and depth of analysis, with much activity now monitored and subject to scrutiny on a daily basis at both a corporate and divisional level. This ensures a far quicker response to events and enables resources to be deployed to counter any upsurge in a particular crime in a given area. The skills of key staff in the performance development unit have also been utilised fully to provide a more educated approach to analysis that helps direct action to those areas that will yield maximum benefit.

A performance culture is now more evident but the force needs to extend this to embrace customer service and the analysis of qualitative data to provide a more rounded picture of overall performance.

A reorganised corporate development branch, with investment in the structure of that unit, has been a positive move, and this branch is now in a position to better support the chief

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officer group (COG) in both strategic and corporate decision making and the drive for improved performance.

Staff at all levels are now being held to account more effectively. This development cannot be overestimated, given the lack of focus on performance under previous senior officer teams, resulting in a culture where performance was not seen as important and people felt unable to challenge the lack of delivery. The cultural change needed to move from that position is substantial, and Humberside has made significant improvements over the last 18 months.

There is an emphasis by the Chief Constable on a 'Team Humberside' approach, with recognition of good work and celebrating success as its cornerstone. This is permeating down, through the organisation and there is a growing confidence in what can be achieved.

At the invitation of the Chief Constable, staff from HMIC undertook an inspection in November 2006 that focused on those corporate issues that would impact on performance improvement. HMI is pleased to note that the force accepted all ten recommendations and 11 suggestions, and the implementation of those recommendations will be the subject of further separate review.

Following disengagement the force has a renewed vigour and self-confidence and is keen to improve across a broad front to deliver, over time, an excellent service to the people of Humberside.

## Strengths

- The DCC has responsibility for improving performance within the force and is actively engaged via the monthly performance challenge mechanism. This is supported by two weekly 'Pegasus'<sup>1</sup> meetings with divisional commanders where the detail of force performance is analysed. The ACC (O) holds meetings every two months with the divisional commanders and their teams where divisional performance is scrutinised, while the ACC operational support (OS) holds quarterly performance challenge meetings with the branches within his portfolio.
- There is a corporate governance structure in place, which is managed through the COG, and a strategy group that involves staff associations, chief officers, area commanders and branch heads. Recent significant improvements in operational performance have resulted in the force achieving disengagement, confirming that the performance accountability structures are delivering positive outcomes.
- The PA is actively engaged in all levels of the performance scrutiny process, and members' representatives and officers of the authority attend both force-level and local divisional challenge meetings. In addition, regular updates on performance are examined by the performance scrutiny committee prior to being discussed by the full authority and duly minuted. The PA is actively engaged in the strategic planning and target-setting process in the formulation of the annual policing plan, and it plans and runs a two-day seminar at the beginning of the year to which partner agencies and other interested groups are invited to contribute to the process. Feedback is actively sought from a range of participants in the final developmental stages of the planning process.

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<sup>1</sup> This name stems from Operation Pegasus, the operation to achieve disengagement.

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- An intrinsic part of the planning process is the use of force surveys, which are conducted by both the PA and the force on a regular basis. Feedback and information from these sources are used not only to monitor qualitative performance but also to influence strategic priorities. This assists in balancing the often competing demands from national and local priorities.
- The policing plan has clear accountability lines and targets at all levels are SMART, and it takes full cognisance of the National Community Safety Plan. Performance against the plan is monitored through the corporate performance structure. Formal PDRs are held annually for all staff, and senior staff also have six-monthly assessments. Performance accountability mechanisms are supported by a risk-based internal audit board, chaired by the DCC, which examines key enablers of performance, eg the force BATS, custody, criminal justice and other key areas.
- The recently restructured corporate development branch (CDB) is now focusing some of its resource on corporate risk and improving performance and service delivery. The branch has an action plan setting out the critical internal processes which it will examine through audit and inspection, as well as supporting chief officers in other key areas. An assessment and review function has been established to inspect internal processes and systems and recommend improvements.
- The focus of performance in previous years has been almost exclusively on quantitative data as the force strived to achieve disengagement. Now that the force has justifiably earned greater freedom, the focus of the DCC's monthly performance scrutiny process has shifted to encompass a broader range of indicators and analyses of qualitative as well as quantitative issues. This is replicated at divisional level, where both team and individual performance is assessed. Data quality is a particularly important issue for both the force and PA.
- The Chief Constable recognises good performance on a regular basis through personal emails and acknowledgements. Front-line staff interviewed during the inspection also confirmed that good performance is acknowledged at divisional level by supervisors, in terms of both team and individual performance.
- Resource distribution is actively addressed at two levels. The ACC (O) uses the level 2 tasking mechanism at which all relevant staff are present to address short-term, primarily staff issues or deployment of force assets. At a more corporate strategic level the assistant chief officer (support) (ACO (S)) has developed an innovative resource performance assessment framework (RPAF) which links personnel, information and communications technology (ICT), finance and resources in a performance scrutiny framework that is run alongside the qualitative and quantitative performance structures. This will hold all divisional and branch heads to account for resources on a broad front and is the first time that costings have been applied across such a broad spectrum. HMI considers that this exemplifies the increasing maturity of the organisation and will watch the development with great interest.
- Staff at all levels in the organisation are held to account by line managers through regular, often monthly, performance meetings or reviews. Senior managers are held to account at the DCC's monthly performance meeting and by the regular meetings with the ACCs, in accordance with the performance management framework. Procedures are in place to deal with unsatisfactory performance should the need

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arise.

- Performance data is captured from a variety of sources, including iquanta, MSF comparisons, local data and force-wide surveys. The whole performance assessment framework and analysis has matured considerably within the last 12 months, and performance is now used in an educated manner to drive future activity, eg the police performance assessment framework (PPAF) is monitored and used proactively to inform analysis by targeting those areas that deliver most impact for the investment of resources.
- The major improvement in 2006/07 has been the frequency and depth of analysis, with much activity now monitored and subject to scrutiny on a daily basis at both a corporate and divisional level. This ensures a far quicker response to events and enables resources to be deployed to counter any upsurge in a particular crime in a given area. The skills of key staff in the performance development unit have also been utilised fully to provide a more educated approach to analysis that helps direct action to those areas that will yield maximum benefit.
- Recent substantial improvements in operational performance suggest that a performance culture is becoming embedded across the organisation. The extension of the performance management framework to include branches should serve to reinforce the importance of continued performance improvement.
- An example of the force's desire to improve quality of service has been the drive to improve satisfaction of black and minority ethnic (BME) residents. The simple approach adopted (see 'Developing Practice') has seen a 21.2% point increase in one year in the satisfaction of victims of racist incidents and a 17.7% point increase in the satisfaction of BME respondents with the overall service provided.

### **Work in progress**

- Steps are in place to extend the performance management structures and mechanisms to include headquarters branches. It is also proposed that the monthly meeting structure will encompass the new corporate plan.
- The force and the PA are in the process of developing a corporate plan 2007–10 that will bring together all developmental areas with clear accountability and ownership. It will address recommendations from HMIC and other sources such as the Audit Commission and will identify those projects and actions that are needed to deliver the Chief Constable's newly formulated vision, namely 'Delivering outstanding policing for all of our communities'. The formulation of this document has enabled senior staff and the PA to contribute, but it is recognised that the wider organisation needs to be consulted on the draft document and its proposals. The intention is for the Chief Constable to personally present the draft document to the wider organisations during August and September 2007. The new vision has been identified and approved and will be presented to the force with the corporate plan.
- The force is a full participant in the drive to enhance protective services. There is active and full co-operation with the other forces in the Yorkshire and Humber region, and joint proposals have been developed regarding roads policing. Other protective service issues are currently being developed through both the joint chief constables and joint PA fora.

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- The force is in the process of broadening its performance framework to include the available qualitative data from a variety of sources, including surveys, focus groups and other sources. These will be used to influence priorities and identify activity as well as monitoring overall performance.
- The possibility of linking performance management with NIM structures through one meeting structure, as has been achieved in other force areas, in order to create a greater synergy between the two areas of business is being actively explored.
- The force is starting to develop a focus on customer service, and work is under way by the CDB to deconstruct the issues that impact on overall satisfaction and quality of service. Work is also being undertaken to reinforce the quality of service message through officer and staff training.

### Areas for improvement

- Overall responsibility for quality of service rests within the Neighbourhood Policing project, and HMI is concerned that this will create the perception that quality of service is solely a Neighbourhood Policing issue, when it should transcend all divisions, branches and pillars. The renewed focus on customer service and quality issues is to be applauded, but HMI considers that there should be true corporate ownership of this important issue, with all pillars and branches understanding their role and identifying how they can best deliver improved service to the public of Humberside. In order to deliver this aim it should sit as a separate workstream under the DCC.

### RECOMMENDATION 2

HMI recommends that the force should address both customer service and the quality of service commitment as one holistic workstream that is delivered under the direction of the DCC.

- The level of confidence in the local police as expressed in the last national survey, undertaken in December 2006, was 38.2%. These results are disappointing but they were assessed at a difficult time for the force as it struggled to achieve disengagement. That said, the force needs to identify those factors that improve public confidence and take measures, including marketing, to address this key issue.
- In order to provide a full range of effective data sources for quality improvement and to focus on customer service, the force needs to extend its data gathering beyond conventional sources such as surveys to encompass other methodologies such as mystery shoppers and telephone feedback.
- During the inspection of protecting vulnerable people it became apparent that the force has strategies in some areas, policies in other areas and practical practice directions. This caused confusion among staff regarding terminology and overlap of advice, with staff not sure which document would be the correct reference. It would be beneficial if the force reviewed terminology and guidance to establish a corporate model for all policies and practice directions.

## Developing Practice

### **TITLE: Improving service satisfaction – BME customers**

#### **PROBLEM:**

Having introduced the 'True Vision' agenda, the force identified that the satisfaction levels of BME customers accessing its services were considerably lower than those of other customer groups (in 2005/06 55.4% of BME customers expressed satisfaction with the service provided by the force, as against 75.8% for other customer groups). In addition, only 47% of respondents expressed satisfaction with the way racist incidents had been dealt with by the force during the same period.

#### **SOLUTION:**

On a monthly basis, independent community members of the force diversity panel were invited to make contact with victims of hate crime to ascertain whether they were satisfied or dissatisfied with the service they had received from Humberside Police.

The survey sought to establish levels of satisfaction relating to:

- ease of access'
- action taken;
- follow-up; and
- overall experience.

This enabled the force to identify examples of good and poor practice within each of these areas. The survey confirmed that the two areas giving greatest concern were 'action taken' and 'follow-up'.

This information was fed into the DCC's performance conference and steps were introduced to improve performance delivery. This included additional training for call handling staff and 'key' operational personnel such as the force's major incident team. The force now intends 'mainstreaming' this training to include all front-line staff.

#### **OUTCOME(S):**

When satisfaction levels of BME customers were assessed in March 2007, the percentage of those expressing positive satisfaction with the way racist incidents had been dealt with had risen to 68.4% (this was the largest increase for any force in England and Wales), and the satisfaction of BME respondents with the whole service had risen from 55.4 % to 73.1%. The most recent returns confirm that this level of satisfaction is being maintained.

Other enhancements introduced include all members of the chief officer team making contact, by telephone, with at least two victims of crime per month (one BME and one white) to assess satisfaction.

Members of the diversity panel are also undertaking 'mystery shopper' visits to police stations across the force area to assess satisfaction with counter services.

The product of these approaches is also being fed into the DCC performance conference with a view to further improving service delivery.

**FORCE CONTACT:** Mr Adil Khan – Head of Diversity Unit (external) – 07961 047020

## Protecting Vulnerable People – Overview

### National contextual factors

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

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

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

### Contextual factors overview

The ACPO responsibility for all areas of protecting vulnerable people (PVP) is split between the ACC (OS), who has responsibility for policy, and the ACC (O), who has responsibility for operational delivery.

A central policy unit, led by a detective chief inspector, manages all policy issues in relation to PVP and co-ordinates the strategic approach, force overview and the response to doctrine or guidance from the National Centre for Policing Excellence (NCPE).

Operationally each divisional commander has a family protection team (FPT) headed by a detective inspector who co-ordinates the divisional response to child abuse investigation (CAI), public protection, missing persons and DV and reports to the senior detective in each division. In A division this is a detective superintendent, while in B, C and D divisions it is a detective chief inspector.

There are child abuse investigators, risk management officers, missing persons officers, juvenile liaison officers and DV co-ordinators within each team, apart from in Hull division, where a public safety team looking primarily at DV and non-familial assaults on children sits alongside the family protection team. The DV co-ordinators in Hull come under the line management of the detective inspector in the public safety team but are split between that unit and the multi-agency domestic abuse project.

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The first response, particularly in relation to DV and missing persons, rests with front-line staff under the supervision of the duty response inspector and supervision in the communication centres and IMUs.

## Strengths

- Feedback from many sources confirmed that the split responsibility at ACC level did not cause any issues or difficulties across any of the four disciplines. There is regular daily contact between both ACPO officers, and any issues of concern regarding policy or operational delivery are addressed at this level.
- There is a clear, documented structure and accountability framework for all four disciplines, which staff confirmed was understood. All operational delivery rests within the operation's portfolio, with staff being held to account through regular meetings with supervisory officers within the divisional structure. Divisional commanders are held to account via the monthly DCC performance challenge meeting and the ACC's bi-monthly performance review.
- The presence of family protection teams encompassing all four disciplines ensures there is effective linkage and communication between staff. This is enhanced when staff work in the same location. In Hull division there are two distinct teams (family protection and public safety); however, both detective inspectors are aware of the need to ensure effective communication and oversight. (This is a recent development and HMI will watch its progress with interest.)
- The close physical alignment of the multi-disciplinary teams within the four BCUs means that critical linkages and overlaps between the multi-agency public protection arrangements (MAPPA) and multi-agency risk assessment conference (MARAC) systems can be identified and shared where and when appropriate.

## Work in progress

- At present the only area where the PA considers itself to be reasonably sighted is on DV issues associated with the 'Every Child Matters' agenda. The new committee structure being developed following the reorganisation of the PA should provide an opportunity for the PA to be more challenging across the whole spectrum of PVP.
- The force has recognised that it needs to enhance the performance management information available for this important area of business. It is developing a public protection bulletin as part of its action plans. The information generated will be reported to the force audit board and the NCPE steering group. The development work is on schedule to achieve the target date of September 2007

## Areas for improvement

- Currently staff in both the CAI teams and the public protection arena do not have mandatory annual welfare assessments with trained staff arranged via the occupational health unit. This is a clear anomaly given that family liaison officers are provided with this service. Some staff may feel reluctant to self-refer or acknowledge they have a stress or welfare problem. The onus will rest on untrained supervisory

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officers trying to identify symptoms that may be extremely difficult to observe, eg disturbed sleep patterns or reactions in the home environment. HMI considers that mandatory, annual referral of all staff in both these units should be introduced.

### RECOMMENDATION 3

HMI recommends that mandatory, annual welfare assessments should be undertaken of all staff in CAI teams and risk management officers dealing with public protection issues, by referral to the occupational health unit.

- Although management information is being generated and collated across all four disciplines, there is little evidence to confirm that it is being used effectively in any of the divisions – albeit it is considered at a corporate level, within the policy unit. As a minimum, at divisional level more effort could be made to monitor staff workload and consider PVP issues when determining strategic priorities.
- There is currently no vetting of staff in either public protection or CAI prior to joining those units or during their posting. This is an anomaly given that vetting checks are undertaken for members of the public seeking to work with children. The organisation relies on cursory criminal record checks, many of which will be 20–30 years old. A recent high-profile case in another force has confirmed that the police service is not immune from inappropriate activity. The recently established force vetting unit should undertake, as a matter of priority, appropriate vetting of all staff currently posted to the CAI units or the public protection team. In future all applicants to these units, whether police staff or police officers, should be appropriately vetted.

### RECOMMENDATION 4

HMI recommends that the force vetting unit should undertake, as a matter of priority, appropriate vetting of all staff currently posted to both the CAI units and the public protection teams. In future all applicants to these units, whether police staff or police officers, should be appropriately vetted.

## Protecting Vulnerable People – Child Abuse

GRADE	FAIR
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### National grade distribution

Excellent	Good	Fair	Poor
3	17	21	2

### National contextual factors

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

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

### Contextual factors

Staffing for CAI in Humberside is distributed according to caseload (numbers and seriousness) and geographic coverage, taking cognisance of the more rural areas of the force, as follows:

- North East Lincolnshire (A) division – four detective constables (DCs), two sergeants
- North Lincolnshire (B) division – five DCs, two sergeants
- East Riding (C) division – six DCs, two sergeants
- Hull (D) division - 24 DCs, three sergeants.

Specialist child abuse investigators in the family protection teams deal with:

- all physical and sexual allegations made by a child against family members, professionals, persons in a position of trust;

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- all physical and sexual allegations made by a child against a registered sex offender;
- child deaths – all such deaths suspicious or otherwise will be subject to consultation with FPT supervisors, and consideration will be given to joint investigations with social services; and
- enquiries or investigations undertaken at the behest of the detective inspector in charge of family protection

All other child protection matters will be dealt with by a divisional vulnerable witness officer (VWO).

In each division specialist staff are supported by VWOs, who are primarily based on response but who are trained to tier 3 investigative interviewing standard. There are four local safeguarding children boards (LSCBs) that are coterminous with the divisional structure.

Historical allegations of abuse arising from an institutional setting, eg local authority care settings, will be referred to a senior investigating officer (SIO).

## Strengths

- The force has responded positively to criticism in previous inspections and to a best value review of child abuse in 2005, undertaken by the PA, in which criticisms were made regarding the number of staff in the CAI arena who are in an administrative support function (see 'Work in progress'). During this inspection there was no evidence of concerns in relation to staffing or workload in the child abuse arena.
- The police contribution to case conferences is positive, face to face and widely praised by other partners. They are viewed as the most regular attendees at all levels. All the divisional commanders attend and are active participants in the relevant LSCB. Case conferences are minuted and attended by a senior officer, accompanied by juvenile liaison officers and, in the case of live investigations, the investigating officer. The number of conferences is now more manageable following a joint assessment review (JAR) undertaken in 2006.
- No specific concerns were raised about the criteria that staff apply for the circumstances under which joint investigations with social services should be carried out. To ensure that they remain appropriate, this is kept under review, particularly as the number of referrals increases. At the time of the inspections such a review was ongoing in the Grimsby division.
- Job descriptions are up to date and accurately reflect their role. However, a number of CAIs do undertake other supplementary roles, either because of personal request such as firearms cover or as a result of the force's need for staff trained in public order. Some CAIs also undertake the family liaison officer role. Although this dual functionality is not ideal it does not present many operational difficulties and was not raised as a specific area of concern during the inspection.
- The training provided to staff is good, with the course provided by the force generally being viewed as better than the Centrex CAI module. All staff are trained in the Initial Crime Investigators' Development Programme (ICIDP) and Achieving Best Evidence (ABE), and those new recruits who do not have these qualifications are sent on the

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relevant courses as soon as possible. There is evidence of joint training with social services.

### **Work in progress**

- A child protection strategy is in place. However, the practice direction relating to CAI is currently the subject of review and being redrafted. It will take full cognisance of ACPO guidance on investigating child abuse and safeguarding children. HMI is satisfied that the current absence of an up-to-date practice direction is not inhibiting operational delivery.
- A recent business case to improve the number of administrative support staff within the CAI units has been approved by chief officers, and the force is in the process of recruiting for these posts. This has been communicated to staff and has allayed their concerns.
- The current child protection database has been identified by the force as not being fit for purpose and there is no direct access by control room supervisors, who either have to contact child protection staff or at night, social services directly. A number of systems such as a child abuse tracking system (CATS) and Guardian are subject to trial and review. No decision has yet been taken but it is likely that chief officers will make a decision during 2007. Whichever system is selected the force must ensure that any benefits that accrue from the current arrangements, eg automatic notification to social services, is included in any new specification.
- Feedback from staff indicated that there is a significant issue with the lack of ready availability of suitably qualified forensic medical examiners and delays in obtaining their services. A number of possible reasons were cited for this, but HMI was reassured that the force is aware of the problem and is seeking to resolve the matter, which includes exploring the feasibility of introducing a sexual abuse referral centre.

### **Areas for improvement**

- Child abuse does not currently figure in the policing plans at either a corporate or divisional level. There is a working assumption that it is a part of the overall approach to violent crime. The ACC (OS) confirms that it remains a high priority, but the dilemma is that 'if everything is a priority then nothing is a priority'. However, given the high profile and potential corporate risk associated with this area of work the force should consider whether the profile of CAI could be enhanced by its specific inclusion within the policing plans.
- There is no dip sampling or auditing of interview tapes taking place, although some supervisors do sit in on live interviews. The reason given is pressure of work and other tasks; however, there is a need to ensure that the quality assurance function is undertaken. Steps should be taken to ensure that force policy is adhered to and that the quality assurance function is driven at both a corporate (policy unit) and divisional level.
- The existing child protection database does not generate management information. What information there is has to be collected manually. The force must ensure that

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any new system will provide management information that is capable of being used to inform improvement through quantitative and qualitative indicators.

- There was no evidence of joint auditing of cases with partner agencies, and quarterly audits of the child protection database that were undertaken in previous years to inform the steering group for family protection teams are not now being undertaken, due to work to assess and introduce the CATS or Guardian system. It is felt that these audits served a useful purpose and that they should be reintroduced.
- There was no evidence of any recent audit to ensure that crimes associated with CAIs were complying with the National Crime Recording Standard (NCRS) or the Home Office counting rules. However, the new audit cycle was believed to have commenced and this area of business should be included in the current cycle.
- Although linkages and communication within the family protection units are generally good, the force should consider the benefits that would accrue from bringing all child abuse investigators together for an annual or six-monthly seminar to discuss issues of concern or receive generic inputs or legislative updates.

## Protecting Vulnerable People – Domestic Violence

GRADE	FAIR
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### National grade distribution

Excellent	Good	Fair	Poor
1	13	27	2

### National contextual factors

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

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

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

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

### Contextual factors

There is a minimum of one domestic violence co-ordinator (DVC) within each division, with Hull division having four such posts and C division having the short-term support of one additional staff member. In addition there is a DV policy co-ordinator at detective inspector rank within the central policy unit. The DVCs do not currently undertake an investigatory function but co-ordinate all DV cases and ensure that data is transferred to the DV database. They also undertake risk assessments for both MARAC and non-MARAC cases and identify cases of repeat victimisation. Staff in two of the divisions (C and D) work in multi-agency units, established to provide a more holistic response to DV.

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The number of DV incidents in the 12 months to May 2007 was 12,720, compared with 12,472 for the same period to May 2006. The DV sanction detection rate for the 12 months to May 2007 was 49.9%, which was an increase of 7.6% over the same period to May 2006.

An audit of DV data undertaken by HMIC in November 2006 and published in February 2007 assessed the force as Fair in relation to management arrangements and Good in relation to data quality. Two areas for improvement were identified, and the force should address these issues.

## Strengths

- The force DV policy and accompanying practice directions are in place and are linked to the overarching DV strategy. Both documents are comprehensive but easily understood by staff and follow ACPO guidance on investigating DV and complying with the Victim's Code. There is a separate section covering the response to police officers involved in DV. There is a consistent approach to the application of policy, although one division (D) has recently structured resources to deal with DV in a different way to the other divisions through the creation of a public safety team.
- The detective sergeants line managing the DVCs have split responsibility to manage DV and CAIs in most divisions. Although they are not dedicated to DV, this did not affect their ability to undertake their supervisory functions (but see 'Areas for investigation').
- In two divisions, D (Hull) and C (East Riding) there are multi-agency approaches to DV. In Hull, the division contributes four police officers to the joint multi-agency domestic abuse project and similarly in C division two officers are seconded to the DV accommodation project. Both these units use a more holistic problem-solving approach to dealing with DV that uses a multi-agency response primarily involving police, social services and, when necessary, probation service or local housing providers.
- There is a critical register for DV addresses on the force's command and control system, and addresses are flagged to cross-refer staff to the relevant entry in the register. Initial attendance is the responsibility of incident response teams (IRTs), as is supervision of first responders. The IRTs are expected to complete a Form 913 (DV incident form), which is then forwarded to the DVC, who undertakes the quality assurance function to ensure that all the necessary action that could be taken has been taken, including application of the positive action policy. The IRTs also assess the need for flagging on the command and control system (C&C) or further entries in the critical register.
- Officers attending DV incidents are challenged by supervisors in the communications centre if their response does not match the information supplied in the initial call for assistance.
- Specialist staff are trained in accordance with the NCPE modules. In addition, training has been delivered in partnership with the probation service in relation to risk identification, assessment and management in a DV context.
- Training for staff in the chairing of MARAC meetings to assist in the management of multi-agency involvement has taken place, and further training is being considered.
- The force is committed to dealing with DV positively, and all front-line staff have received training based on modules 1 and 3 of the NCPE DV course. The only

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anomaly currently is B division, but this is being addressed as a matter of urgency and will be completed in the near future.

- Initial risk assessment is undertaken by IRT staff and supervisors. However, a more thorough assessment is made by the DVC when they review the case. The 'SPECSS' mnemonic system has recently been introduced force-wide following a trial in the Hull division. This risk assessment mnemonic is included in the domestic incident monitoring Form 913 and addresses a range of risk factors: separation (S), potential barriers to seeking help (P), escalation of violence (E), children (C), suicidal (S) and sexual assault (S).
- There are procedures in place to ensure that any concerns that staff have in relation to child abuse at DV incidents is conveyed to the child abuse investigators and/or relevant outside agencies.

### Work in progress

- There is currently no policy for those repeat incidents that fall outside the MARAC. The force acknowledges that with 20% of homicide victims connected to DV this is an area of concern, but the policy unit is reviewing this issue as part of the overall homicide reduction strategy.
- The DV database is being rewritten and will be relaunched in August 2007 as part of the introduction of the new crime recording system, CIS 4.

### Areas for improvement

- The only reference to DV is as a specific local priority in the Joint Humberside Policing Plan 2005–08. However, it does not figure specifically in any current annual plans, including the force policing plan 2007–08. The concern of HMIC is that if DV does not feature as a priority in any public-facing document how can the victims be reassured that the police will treat the matter as a priority? Although the force confirms that dealing appropriately with DV is important operationally, it may wish to consider reviewing the prioritisation of this sensitive area of business in next year's policing plan.
- A DV audit undertaken by HMIC auditors in November 2006 and published in February 2007 gave the force a Fair grade for management arrangements in relation to DV and a Good grade for data testing. The areas for improvement identified in that report are still pertinent and the force should ensure they are actioned.
- There was anecdotal evidence raised by some focus groups concerning the downgrading of some DV incidents by the northern communication centre (NCC). One specific high-profile incident was provided, together with a number of more minor incidents that had resulted in a less than appropriate police response. It was suggested that this was as a result of downgrading of incidents and/or the response provided by IRT staff. The potential for only one incident to be treated incorrectly could present a serious corporate risk and impact adversely on public confidence. Work is being undertaken in D division by the public safety team to review current practice and procedure. **It is essential that the force takes full cognisance of this piece of work and considers the need to extend the research force-wide.**

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- An assessment of the workload across the force for the period April 2006 to March 2007 indicated that there was an inequitable distribution of DV referrals, which were not being matched by staffing levels. Estimates indicated on average 493 referrals per month for four staff in D division, 184 referrals to two staff in C division, 153 referrals to 1.8 staff in B division and 237 referrals to one staff member in A division. The force should review the workload and referrals to DV staff in order to achieve a more equitable distribution that is manageable.
- An issue of concern was that, owing to administrative responsibilities, some DVCs were not able to effectively identify and address those repeat incidents where there were signs of escalation but that fell outside the criteria for referral to MARAC. The force needs to acknowledge the information contained in the previous paragraph and also satisfy itself that escalation criteria are not being overlooked.
- Though the job descriptions (JDQs) for officers working within the DV area are in place and understood, feedback confirmed that staff must routinely work outside their JDQ because of the significant administrative burden imposed by the level of referrals and the lack of administrative support (see above, 'Areas for improvement').
- In relation to supervision, the only area of concern was in C division, where the location of the DVCs as part of the local authority response to DV (the domestic violence accommodation project), meant that there was little day-to-day supervision of these officers. Their position was also exacerbated by the lack of dedicated administrative support, resulting in their being unable to be proactive in the management of DV. There were obvious benefits to being co-located, but the division's senior management team need to review these arrangements.
- Although positive feedback was received concerning the completion and submission of the Form 913, there were concerns that the supplementary document Form 913b, which details follow-up actions, was not being submitted with the same regularity. It is suggested that the force should conduct an audit to assess the scale of the problem and whether this is impacting adversely on the information stored on the DV database. This is particularly important if warning signals need to be updated on the command and control system and this is not being undertaken in the absence of the 913b.
- There is a range of management information that could be accessed in relation to DV. However, there was little evidence that this is being used in an effective or informative way. The force should consider utilising a thematic DCC performance challenge meeting to explore the DV arena.
- Some concern was raised about the attitude displayed by a minority of custody personnel towards the issue of DV incidents, in that there could be an inappropriate use of cautions as a means of disposal when the decision should be referred to either the evidence review officer or the Crown Prosecution Service (CPS). Anecdotal feedback also suggested that there may be occasions when custody staff have communicated to defence solicitors the likelihood that the victim of DV will retract the statement of complaint. Although these incidents were reported to be infrequent, the force needs to satisfy itself that the problem is isolated and dealt with robustly. Custody staff may need to be undergo DV training.

## Protecting Vulnerable People – Public Protection

GRADE	GOOD
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### National grade distribution

Excellent	Good	Fair	Poor
2	16	23	2

### National contextual factors

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

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

Category 1 – Registered Sex Offenders (RSOs)

Category 2 – violent and other sex offenders

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

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

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

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

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

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

### **Contextual factors**

The force has nine full-time and one part-time staff dedicated to the management of sex/violent offenders with the title of risk management officers (RMOs). They are allocated uniformly across the force, two per division, apart from Hull division, which has 3.75 staff, due to a higher workload. The posts are not multi-functional, but two staff undertake family liaison officer functions in addition to their normal role on a voluntary basis, while one RMO in A division is a trained firearms officer (although any duties associated with this function are in addition to his normal role).

As at 1 April 2007 there were 572 registered sex offenders (MAPPAs category 1) in the force area, and these were categorised according to risk level as follows: very high – 26; high – 93; medium – 233; and low – 220. There are 43 violent and other sex offenders (MAPPAs category 2) and 29 other offenders (MAPPAs category 3).

A senior probation officer is seconded as the MAPPA co-ordinator, supported by two other probation officers and a police sergeant (half post). They are co-located within the crime management branch, and part of their role is to monitor compliance with policy and procedures.

Humberside has a mixed system of policies and practice directions; the latter are the working documents that are available on the intranet and that staff refer to if they need guidance.

The absence of any national training or national standard has been highlighted by both staff and senior management, and HMI considers this to be a significant weakness that is beyond the remit of the force but that needs addressing at a national level.

### **Strengths**

- The ACC (OS) sits on the strategic management board (SMB) and plays an active part in its deliberations; when he is not available the force ensures the attendance of the detective chief superintendent (crime management branch).
- There is a comprehensive practice direction for public protection, entitled 'Sex offenders registration – including risk assessment processes for MAPPA offenders and other persons who pose a serious risk of harm', which is reviewed regularly by the central policy review team and has been updated twice since the beginning of 2007 to take account of the draft ACPO guidance in this field. Staff in the public protection arena had a clear understanding of the document and their role and reported no areas of concern.

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- Partners have identified that the police contribution at all MAPPA levels is both positive and effective. Attendance is at the appropriate level for the level of meeting, and the MAPPA co-ordinator, who is a senior probation officer, has confirmed that management of non-MAPPA individuals is working effectively between the key agencies outside the formal structure. The SMB has an overview of all the processes, through the work of the co-ordinator, and ensures that reviews are undertaken on a single agency or multi-agency basis when appropriate. At an operational level there were excellent examples of working relationships being effective, eg in Hull division, where the RMOs work very closely with the probation service and local bail hostels, and also in East Riding, where all partners agreed that the MAPPA processes were working well.
- RMOs are aware of their roles, and job descriptions exist for all staff and are updated when necessary. No issues of concern were raised.
- Although sergeants in public protection can also undertake supervisory functions for other disciplines – such as DV, child protection or missing persons – this does not impact on their ability to undertake the supervisory function effectively. Examination of the Violent and Sex Offenders Register (ViSOR) system showed that supervisory functions such as endorsing risk levels, monitoring home visits and reviewing actions were taking place and being recorded.
- ViSOR nominals are flagged on the command and control system, and staff who were interviewed confirmed that they were aware that all intelligence in relation to these individuals is forwarded to the relevant RMOs.
- There is a planned approach to training, with no negative feedback at all. In the absence of a national programme the force has established its training needs analysis and specified that all RMOs will be trained to child exploitation online protection (CEOP) level 5, together with risk management 2000 and ViSOR, and if not qualified as a detective they will be placed on the ICIDP course. There is also joint training with the probation service.
- To ensure consistency and quality in relation to home visits and avoid potential risk situations developing, home visits are undertaken only by RMOs and their supervisors who are trained for this role. Neighbourhood staff or other untrained staff do not get involved in this process.
- Level 1 cases are considered at the local risk management meeting, which is attended by the RMOs and the relevant sergeant from the FPT. Other agencies such as prisons and probation also attend. A risk assessment is undertaken and a management plan agreed. Risk assessments and changes in circumstances are considered at the monthly multi-agency local risk management meetings, which are chaired by the MAPPA co-ordinator (probation service secondee) and attended by the divisional superintendent (operations) together with RMOs and their supervisors. Level 3 meetings to consider the management of high-risk offenders are held every two weeks and are chaired by the detective chief superintendent (crime branch) or the assistant chief probation officer.
- Potentially dangerous persons falling outside the MAPPA process are identified to the RMO by a range of sources, including divisional intelligence, command and control logs and individual reports from officers or other staff in the family protection arena. They are the responsibility of divisional commanders and are managed through the divisional NIM processes, eg tasking and co-ordination. Sexual offences

prevention orders are pursued where and when deemed appropriate.

### **Work in progress**

- The force is awaiting publication of ACPO guidance on protecting the public, at which point it will update the practice direction relevant to this area of work.

### **Areas for improvement**

- The staff to offender ratio averages 1:75 across the force and is similar within each division. Although this caseload has been deemed manageable in previous reviews, there was evidence to suggest that slippage in home visits is occurring in relation to low-risk and medium-risk offenders and that the ability to undertake proactive work in relation to potentially dangerous persons is greatly diminished, especially when staff are managing very high-risk offenders. The resilience of the role of the RMOs and apparent lack of succession planning are also issues of concern. The force should revisit the staffing levels, taking account of force geography, administrative support and resilience, to ensure that levels are sufficient in each division to meet the force's home visit requirements and MAPPA commitments.
- Routine management information such as on workloads is collected, and in some divisions data relating to the percentage of visits is completed, but there is no evidence that any information gathered is used as a tool to improve performance. The force should determine what management information it needs to collect and consider utilising the DCC's performance conference for a thematic assessment of not only public protection but also other disciplines in the PVP arena.

## Protecting Vulnerable People – Missing Persons

GRADE	FAIR
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### National grade distribution

Excellent	Good	Fair	Poor
1	21	21	0

### National contextual factors

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

### Contextual factors

There is a comprehensive practice direction that complies with ACPO guidance, issued in 2005, on the management, recording and investigation of missing persons. This practice direction has recently been reviewed. Policy is co-ordinated by a detective sergeant in the crime management branch, while operational responsibility rests with each divisional commander.

Innovative work is being undertaken with other agencies, notably Barnardo's through its Safe Choices scheme, whereby the safety of the young person is the prime concern, rather than passing moral judgement, eg a 15-year-old girl staying at the home of her older boyfriend.

### Strengths

- Following the appointment of a new lead for missing persons within the central policy unit, the force's practice direction in relation to missing persons was reviewed to fully comply with ACPO guidance. The new document, which was approved during the inspection, runs to 34 pages but is easily understood and sets out clear guidance in relation to risk assessment, supervisory responsibility and tactical options.
- Interviewed staff confirmed that they understood the missing persons practice direction. The responsibility for recording accurate and relevant information rests initially with the communication centres and IMUs. IRT officers provide the first-line response, and supervisors undertake initial risk assessment. If the missing person has not been found or returned, responsibility passes to the divisional detective inspector to review the case and the actions taken. The divisional missing person co-

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ordinator maintains an overview and works closely with both the uniformed inspectors and the detective inspector.

- A new force IT system, COMPACT, has been introduced to co-ordinate missing person investigations and to provide effective tasking and management information. Front-line officers interviewed during the course of the inspection confirmed that this new system has substantially reduced the administrative burden, which had formerly rested with them. Their role in terms of the management of missing persons was to undertake the tasks allocated by the communication centre or IMU to assist in tracing missing individuals.
- All missing persons are subject to management scrutiny, and those deemed to be at high risk are considered regularly at routine NIM business processes, notably the divisional daily management meetings, where they are a standing agenda item in most divisions. Additional resources can be allocated through tasking and co-ordination processes in the event of concern about the status or well-being of missing persons.
- There is evidence of innovative partnership working with agencies such as the Stoneham refuge in North Lincolnshire and the Barnardo's Safe Choices scheme in Hull. Return interviews are often undertaken by these agencies, resulting in more effective information being obtained than might be the case if interviews were conducted by police staff.
- Staff confirmed that the training that the force had provided in terms of the missing persons co-ordinator post was good and had provided the basic skill set required for them to perform the duties and responsibilities associated with the role.
- The force has a child abduction trigger plan that it can invoke in the event of a high-profile incident involving the kidnap or abduction of a child or young person.

### **Work in progress**

- The new corporate missing person co-ordinator in the policy unit is to establish a strategic steering group to overview all aspects of missing person policy and undertake the auditing of files.
- Although the introduction of the COMPACT system has resulted in greater control and risk assessment processes, it currently does not prompt risk assessment reviews and is not linked to the command and control system. However, the force is aware of these issues and is in the process of taking steps to rectify the situation.
- A and B divisions have developed multi-agency preventative work with the teams caring for children in care homes. The same approach is currently being adopted and developed within the two other operational divisions.

### **Areas for improvement**

- Limited management information is currently being provided to the four divisions on a monthly basis. This needs to be developed to include repeat missing person statistics, hot spot locations and a dip sample of compliance with escalation criteria in order to address corporate risk. The longer-term aim should be to develop missing person information to the point where it becomes an integral part of force-level performance information and the accompanying scrutiny process.

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- The tasking of officers is now the result of actions raised from within COMPACT. Critical tasks such as searching a house or collecting a photograph of a missing person can end up in an incident queue in the IMU or communication centre. The grading policy can result in these tasks being delayed or downgraded, resulting in significant delays of up to 48 hours in some cases. It is not clear whether the IMUs are contacting operational supervision to alert them that tasks relating to missing persons are in the queue. The COG needs to satisfy itself that this practice is not widespread, as any delays in critical cases could present significant corporate risk.
- Although the COMPACT system does give guidance on those issues to address when considering a risk assessment for missing persons, there is a lack of formal training or appreciation sessions for operational supervisors in the risk assessment process. As a result there is a danger that some staff could use this as a reason to pass responsibility on to others. An appreciation of risk assessment or some form of formal training should be introduced for operational supervisors.
- There is evidence, in parts of the force, of significant delays in actioning anything in relation to missing persons. Over one recent bank holiday weekend five out of seven missing person incidents had not received a timely and appropriate response for a period of 48 hours – indeed when the files were handed to the divisional detective inspector no actions had been completed. There is some suggestion that this is not isolated to busy weekends but depends on the attitude of operational inspectors and the importance they attach to regular missing persons. If this was to be widespread this presents a significant corporate risk. The COG should ensure that an audit or dip sample is undertaken to identify the extent of this problem and if necessary put remedial measures in place to ensure it is not repeated.
- Anecdotal evidence also indicates that delays may be occurring in some IMUs where initial reports of regular missing persons can be placed on one side awaiting the return of the individual and that as a result staff do not have to complete entries on COMPACT. Once again the force should undertake research to establish whether this is isolated to one shift, one IMU or one individual.

## Recommendations

### Neighbourhood Policing

#### Recommendation 1

HMI recommends that an effective briefing and tasking system should be developed for neighbourhood issues to enable effective self-briefing where and when necessary. This would also enable response teams to become familiar with neighbourhood problems and encourage greater interaction between pillars.

### Performance management

#### Recommendation 2

HMI recommends that the force should address both customer service and the quality of service commitment as one holistic workstream that is delivered under the direction of the DCC.

### Protecting vulnerable people

#### Recommendation 3

HMI recommends that mandatory, annual welfare assessments should be undertaken of all staff in CAI teams and risk management officers dealing with public protection issues, by referral to the occupational health unit.

#### Recommendation 4

HMI recommends that the force vetting unit should undertake, as a matter of priority, appropriate vetting of all staff currently posted to both the CAI units and the public protection teams. In future all applicants to these units, whether police staff or police officers, should be appropriately vetted.

## Appendix: Glossary of Terms and Abbreviations

### A

ABE	Achieving Best Evidence
ACC	assistant chief constable
ACO	assistant chief officer
ACPO	Association of Chief Police Officers
APA	Association of Police Authorities
ASB	anti-social behaviour

### B

BATS	briefing and tasking system
BCS	British Crime Survey
BCU	basic command unit
BME	black and minority ethnic

### C

CAI	child abuse investigation
CATS	child abuse tracking system
CDB	corporate development branch
CDRP	crime and disorder reduction partnership
CEOP	child exploitation online protection
CIA	community impact assessment
COG	chief officer group
CPS	Crown Prosecution Service

### D

DCC	deputy chief constable
DV	domestic violence

DVC domestic violence co-ordinator

**F**

FPT family protection team

**H**

HMIC Her Majesty's Inspectorate of Constabulary

**I**

IAG independent advisory group

ICIDP Initial Crime Investigators' Development Programme

ICT information and communications technology

IMU incident management unit

IPLPD Initial Police Learning and Development Programme

IRIS integrated records information system

IRT Incident response team

IS&T information systems and technology

**L**

LGBT lesbian, gay, bisexual and transgender

LSCB local safeguarding children board

**M**

MAPPA multi-agency public protection arrangements

MARAC multi-agency risk assessment conference

MSF most similar force(s)

**N**

NATS neighbourhood action teams

NCPE National Centre for Policing Excellence

NCRS National Crime Recording Standard  
NIM National Intelligence Model  
NRF neighbourhood renewal funding

**P**

PA police authority  
PCSO police community support officer  
PDR performance development review  
PPAF police performance assessment framework  
PVP protecting vulnerable people  
PPSG police performance steering group

**R**

RMO risk management officer  
RPAF resource performance assessment framework

**S**

SCT strategic change team  
SGC specific grading criteria  
SIO senior investigating officer  
SMB strategic management board

**V**

ViSOR Violent and Sex Offenders Register  
VWO vulnerable witness officer