

Her Majesty's Inspectorate of Constabulary



**HMIC Inspection Report**  
**Humberside Police**  
**Neighbourhood Policing**  
**Developing Citizen Focus Policing**

**September 2008**



*Humberside Police – HMIC Inspection*

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## Introduction to HMIC Inspections

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

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

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

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

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

## HMIC Business Plan for 2008/09

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

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

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

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

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

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

## Programmed Frameworks

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

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

## Neighbourhood Policing

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

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

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

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

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

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

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

### **Developing Citizen Focus Policing**

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

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

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

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

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

## Statutory Performance Indicators and Key Diagnostic Indicators

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

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

### Neighbourhood Policing

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

### Developing Citizen Focus Policing

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

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

## Developing Practice

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

## The Grading Process

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

### Meeting the standard

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

## Force Overview and Context

Humberside police has:

- 4 basic command units (BCUs);
- 87 Neighbourhood Policing teams (NPTs);
- 137 officers dedicated to Neighbourhood Policing; and
- 300 PCSOs dedicated to Neighbourhood Policing.

The force is a member of 4 crime and disorder reduction partnerships (CDRPs) that cover the force area.

## 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 those visiting the area through tourism and travel are included. 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 more than 15% of the UK overseas trade and handling more trade with the rest of Europe than any other British port.

## Demographic Description of Force Area

The principal conurbations are Kingston-upon-Hull, Grimsby and Scunthorpe. Historically the minority ethnic communities in the area were 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 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

- In partnership, to prevent and reduce crime and anti-social behaviour and to bring offenders to justice.

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- To improve the level of public satisfaction and confidence in Humberside Police by focusing on the needs of the citizens.
- To improve public reassurance and access to policing services through dedicated, visible and responsive neighbourhood policing teams.
- To protect the public from the threats of terrorism, organised and serious crime, major incidents and criminal use of the roads.

## Force Performance Overview

### Force development since 2007 inspections

The performance of Humberside Police in terms of crime reduction, detection and public satisfaction has improved considerably in 2007, bringing it more in line with its peers. The emphasis for performance in 2008 is on improving public satisfaction rates, supported by a new citizen focus programme. The levels of improvement in performance have resulted in favourable media coverage that has recognised these improvements and the direction of the force following the implementation of neighbourhood policing.

The five-year business workforce modernisation (BWM) programme has been successfully started with the implementation of the revised crime investigation model, utilising a new workforce structure implemented in North East Lincolnshire division in February 2008. This involves a reduction of 300 police officer posts to be replaced by 400 police staff posts, supported by a revised business model. The quality and innovation of the programme have been recognised by the National Police Improvement Agency (NPIA) with the force being invited to become a demonstration site. (At the time of the inspection the final outcome is not yet known).

The BWM programme has the full support of the Police Authority, with an investment of £7 million being allocated from reserves to fund the programme over a five-year period. It is projected that £5 million of savings will be realised permanently from the revenue budget at the end of five years. The programme is wide ranging and embraces the crime investigation, neighbourhood policing and response functions. The overall aim is not to reduce front-line delivery but to improve performance and citizen focus through increased support and realignment of business processes.

In October 2007, a new citizen focus project was inaugurated, sponsored by the deputy chief constable (DCC). This will be merged with the neighbourhood policing project to provide a well-structured and coherent approach to improving public satisfaction and confidence in the force, creating a similar step change in performance to that seen in the crime reduction and detection arena.

The new crime system CIS4 has been launched as part of a wider strategy of linking information systems in the force and providing ready access to data where and when it is needed. The force has started a project to introduce mobile data to provide front-line officers with more effective access to force and national databases.

A revised estate strategy has also been developed, including the delivery of new custody facilities and divisional headquarters to complement the completion of the local policing team base programme. This programme will ensure the estate is both modern and fit for purpose and reflects the improvements elsewhere in the force.

A new assistant chief officer with responsibility for human resources (HR) took up post in February 2008 and, at the end of May 2008, produced a detailed blueprint for change to

radically restructure the HR function. This was in response to an earlier HMIC recommendation for a root and branch review of the function. This has the full support of the chief officer group and will be implemented in full.

### **Update on recommendations from Phase 1**

#### **Recommendation 1 – Neighbourhood Policing**

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.

#### ***Response***

The force has responded positively to this recommendation and, at the time of the inspection, a more effective system was being rolled out across the force.

## Neighbourhood Policing

<b>2007/08 Neighbourhood Policing Summary of judgement</b>	<b>Meeting the standard</b>
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### Exceeding the standard

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

While the force is not exceeding the standard, it can demonstrate that its good practice is externally recognised nationally for its police community support officer (PCSO) training programme. The force is also active in conducting extensive qualitative surveys on public satisfaction and public confidence.

### Strengths

- The force has effective training in place for all neighbourhood staff, and is particularly highly regarded by the National Policing Improvement Agency (NPIA) for its training of PCSOs where it has been assessed and found worthy of inclusion on the NPIA Neighbourhood Policing programme website. Positive comment was also made about the innovative use of a Neighbourhood Policing website on the force intranet. A number of other forces have visited Humberside to benchmark their own training.
- Leadership is vitally important for the effective delivery of Neighbourhood Policing (NHP). This has been recognised by the force and has been a significant driver in the establishment of a leadership academy. This initiative has been recognised nationally, with a funding award in 2008 for product development – as part of the Queen’s Award for Innovation in Police Training.
- In order to obtain a representative baseline of qualitative data, in February 2008 the force, supported by the police authority (PA), commissioned an extensive survey of 2,000 residents by the market research company Mavern. This supplemented other regular surveys, eg the annual survey by the polling company MRUK, and the SMSR ‘mystery shopper’ survey.

### Work in progress

None identified.

## Meeting the standard

Following the moderation process, Humberside was assessed as **meeting the standard** for neighbourhood policing.

### **Neighbourhood policing has been implemented to a consistent standard across the force.**

#### **Strengths**

- The last 12 months have provided a sound foundation for the future development of Neighbourhood Policing within Humberside Police, with great improvements being made in the structures and processes.
- During the inspection, Her Majesty's Inspectorate of Constabulary (HMIC) was pleased to find an almost palpable sense of confidence in the force. Staff at all levels were now positive about the future, about the results obtained by the force and about the leadership provided. There was a universal sense that the force was improving and that the journey it had embarked on would be successful.
- There has been a noticeable improvement, confirmed by partners and members of the public, in the delivery of Neighbourhood Policing across the force area. It is now effectively embedded, and good relationships are starting to develop with the communities and partner agencies.
- The PA is fully committed to the Neighbourhood Policing style, and has invested significantly in PCSOs: it is planned that there will be a total of 332, and 317 have already been recruited. Funding is secured through the medium-term financial plan and, given the significant investment by the police authority in PCSOs (all but four are funded by the PA), the future of Neighbourhood Policing is sustainable.
- There is also clear commitment from the senior management team (SMT) and all divisional command teams to the delivery and sustainability of Neighbourhood Policing.
- The coverage of neighbourhood staff is universal across the force area, and there is good evidence of effective community engagement and joint problem solving (JPS) (see later sections).

#### **Work in progress**

None identified.

#### **Area for improvement**

- The main area of concern is the ratio of sergeants to neighbourhood staff; this is covered in more depth in later sections.

## **Neighbourhoods are appropriately staffed (coverage).**

### **Summary statement**

**The force is deploying across all its basic command units (BCUs) the right people in the right place at the right time to ensure that its neighbourhoods are appropriately staffed.**

### **Strengths**

- All the neighbourhoods across the force area are clearly defined and are coterminous with local authority ward boundaries. Currently, partners and local authorities are content with the neighbourhood boundaries as configured during the implementation process. There was widespread consultation and evidence of local authorities amending working practices to fit the new neighbourhood configuration. If any of the boundaries require change due to shifts in communities, realignment of wards or for any other reason, the neighbourhood configuration would be adjusted after consultation with the community and partners at a local level, with final ratification by the force project board.
- All neighbourhoods across the force have a named contact at PC/PCSO level, the details of which have been communicated to residents in a variety of ways, including posters, the website, local press and the *Streetbeat* force publication, which is distributed in all neighbourhoods on a quarterly basis.
- At the time of the inspection, there were no vacancies on NPTs across the force. This demonstrates the importance that the force attaches to NHP. While approaches vary from one division to another, it is clear that filling vacancies in NHP is a priority and that effective processes are in place to ensure that the right people with the right skills are selected to fill these posts.
- The force has implemented a clear abstraction policy, which follows guidance from the NPIA. A definition of 'abstraction' is included within the policy, which applies to both police officers and PCSOs. The definition builds on that given by the NPIA and allows neighbourhood teams to cross ward boundaries and assist with neighbouring ward priorities, if necessary. The policy makes allowances for the refreshing of the existing specialist skills of some neighbourhood staff; examples include vulnerable victim officers and those officers who are trained in public order.
- A target for abstraction has been set at 95%, and compliance is monitored via the force performance-management guide and through the performance challenge meeting, which is chaired by the deputy chief constable (DCC). There was clear evidence from both focus groups and reality checks around the force that the abstraction policy was understood, adhered to and effective in maximising staff time on neighbourhood duties.
- Neighbourhood profiles are now in place for each neighbourhood across the force and are to be reviewed on a three-monthly basis. These are comprehensive documents, which are intended to be the source reference guide for individual neighbourhoods. They take full cognisance of neighbourhood priorities and are amended as these priorities change or are deemed to be resolved by the communities.

- Neighbourhood staff and community representatives confirm that they work closely together to identify community problems and joint priorities. These are then addressed via the various partnership agencies involved in co-ordinated service delivery. Consultation with members of the public and neighbourhood staff during reality checks across the force confirm their satisfaction with the way these arrangements are working in practice.
- NHP staff are intelligence led, as well as being responsive to public priorities. In order to brief themselves, officers use the briefing and tasking system (BATS), and examples of the effectiveness of this process were seen in B division, where there was good evidence of follow-up work by neighbourhood staff on incidents previously attended by IRTs.
- Deployments of NHP staff are in line with the priority plans for their neighbourhood, with occasional deployment to other response issues when call grading dictates a speedy deployment and response officers are not available.
- There is evidence that NHP is becoming the cornerstone of service delivery across the force area, and that other key policing functions – such as response policing, the criminal investigation department (CID) and support – are starting to assist NHP, rather than the reverse. This is a positive development and is indicative of the successful implementation of Neighbourhood Policing in Humberside.
- Reality checks across the force confirm that officers were posted to neighbourhoods for considerable periods – eg two officers in Northern Area NPT in Hull had been there for six years. This meant that there was extensive knowledge and experience of the problems and issues of that neighbourhood. It is expected that police officers will serve a minimum of two years in the NPT, while PCSOs will serve considerably longer.
- Responsibility for ensuring that there is an adequate blend of knowledge and experience rests with divisional management teams. Stability of neighbourhood staff is a priority, and additional training will be given to existing staff to address an issue rather than exchange staff between neighbourhoods. Divisional commanders are now satisfied that the right people with the right skills are in the right places in the right numbers, and there is some evidence to indicate that succession planning is taking place. In some of the divisions, staff with relevant or specific skills are being identified to move into neighbourhood teams as and when vacancies arise.
- Reality checks confirmed that effective, targeted patrolling was taking place in neighbourhoods to address local issues.
- All neighbourhood staff have received effective basic training in JPS and related neighbourhood issues. As a result of an effective review of learning needs, the force has decided to introduce a module-based training package that will include six key elements: anti-social behaviour, JPS, community engagement, neighbourhood meetings, working with partners, and signal crimes. These courses are available not only to all neighbourhood staff but also to officers from IRTs, so that the latter have a thorough knowledge of neighbourhood issues. Training will include use of NPIA workbooks and is due to commence in August 2008. Key partners will be integrated into training delivery in relevant areas.

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- Reality checks confirmed that effective JPS is being undertaken in all the neighbourhoods visited. There was widespread involvement by partner agencies – eg to enforce tenancy agreements and assist in securing Anti-Social Behaviour Orders (ASBOs). In another neighbourhood, summer diversion projects had been established. These involved a range of agencies and community groups, and effectively tackled the ‘top 30’ youths identified as being involved in anti-social behaviour. There was clear evidence of a widespread understanding among neighbourhood staff of problem solving and of the importance of the role played by other agencies and groups.
- Training has been delivered by staff from the employee relations department to all neighbourhood sergeants and inspectors in relation to the terms and conditions and contractual arrangements for PCSOs. This provides tangible evidence of the force’s commitment to addressing areas for improvement highlighted in previous HMIC reports.
- In North East Lincolnshire, the SMT has acknowledged the low ratio of sergeants to neighbourhood staff and has increased the number of sergeants by two posts, while at the same time creating a temporary post for a community safety inspector to look at improving partnership activity.
- The ratio of inspectors to neighbourhood staff was appropriate, and no concerns were expressed by anyone interviewed.
- There is good evidence of reward and recognition for neighbourhood staff. Positive feedback from members of the public is regularly communicated to staff, and the Chief Constable regularly praises and communicates with individual officers or staff directly, either in person or via email, to thank them for individual pieces of good work. There is also a range of formal commendation and reward ceremonies, and these are supplemented by more informal rewards, such as the allocation of development opportunities and training courses.

### **Work in progress**

- The force is concerned that the results of the Mavern survey indicated that 83.1% of the public did not know the name of their PC/PCSO, despite extensive efforts by the force using conventional means, including press, posters, newsletters and introductions at community meetings. A working group has been formed to identify any more innovative methodologies and to consider how best to improve this finding. In the interim, the force will continue with its publicity campaign.
- Each division has responsibility for reviewing the numbers and skills of the staff in each neighbourhood, to ensure that they match the demands of the area. Rather than move staff around (thereby breaking the links with the community and the promise that staff will be based in the area for the ‘long term’), training is provided – eg at ‘away days’ attended by all staff, or on courses in language skills and cultural appreciation. In C division, for example, links have been forged with the Polish consulate with a view to arranging an officer exchange.
- The force has acknowledged concerns expressed by supervisors in relation to the effective deployment of PCSOs to live incidents, where officers might be close to ongoing incidents or reports of crime. Currently, IRTs are deployed from much greater distances, and it would be more efficient for local staff to be deployed. A

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working group, involving all the neighbourhood champions, has developed proposals, which are currently being piloted in Hull. They involve the more effective use of the incident management units (IMUs), deployment of NPT staff and the monitoring of outstanding calls by neighbourhood sergeants.

- A force working group has reviewed the deployment policy regarding neighbourhood resources, and a new model is currently being trialled on D division, involving the enhanced use of IMUs.
- The second phase of training being planned has a modular approach that is specifically designed to address issues in more depth. The need was identified for officers to be given chairing skills, so that they could handle multi-agency problem-solving meetings and meetings with the communities. As a direct result of this feedback, such instruction has been included in the new training.
- As part of the workforce modernisation project, the force is piloting the use of neighbourhood support officers in B division to provide direct administrative support to neighbourhood sergeants and their teams.

#### **Areas for improvement**

- For those communities where there is a large East European presence, such as Goole, the force may wish to consider introducing conversational language training – something that has been used to good effect in other forces and has led to increased engagement with those emerging communities.
- The ratio of sergeants to neighbourhood staff varies across the force, from 1:10 at best to 1:20 – and, in the worst case, 1:26 – in parts of the force area. This situation is likely to be exacerbated, as more volunteers and special constables are recruited to the NPTs. Concern was expressed from a number of sources that these ratios are excessive and are impacting directly on the ability of sergeants to effectively supervise and manage their staff. This is exemplified by problems encountered in undertaking effective personal development reviews (PDRs) for staff.
- In many parts of the force, constables are undertaking semi-supervisory functions to assist in the day-to-day management of staff. HMIC acknowledges that financial constraints mean there can be no large-scale increase in the number of sergeants, and that the force has taken some initiatives to address this issue (see Work in progress above); however, there is no evidence of a fundamental review of the disposition of sergeants throughout the force. Such a review would identify supervisory posts that are suitable for conversion to support front-line Neighbourhood Policing. HMIC urges the force to undertake a review of the establishment of sergeants in all branches, divisions and departments to identify any posts suitable for transfer to front-line NPTs.

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

**Summary statement**

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

**Strengths**

- There was substantial evidence to confirm that effective community engagement is taking place across the whole force area and that innovative approaches have been adopted to consultation with the public. These include such initiatives as the 'Community Cop Shop' and the 'Citysafe' tactical unit, both of which provide portable police office capability. Mention was also made of PCSOs using mobile libraries and of community quizzes and coffee mornings with the elderly. The NPT staff regularly engage with parishioners in churches and with minority groups through visits to synagogues and mosques.
- In addition to the traditional forms of consultation (such as Scarman tier 3 meetings), regular effective contact is maintained with the force-level independent advisory group (IAG) and the district-level IAGs. These meetings have proved effective not only as a form of consultation, but also as a forum to dispel community fears and misinformation (eg following the recent arrest in Goole of a male under counter-terrorist legislation).
- The force has produced an innovative and easy-to-read guide entitled *Community Engagement for Bobbies and PCSOs*. The guide, which contains a welcome from the Chief Constable, covers the key elements of community engagement and its importance. As well as practical community-engagement tactics, there is also guidance on problem solving and community cohesion. HMIC considers this to be an excellent initiative.
- Neighbourhood teams in Hull have made a significant effort to engage with the relatively small Congolese community that is present within the adjacent NPT areas. Teams have attended community centres and have given briefings, and they have paid particular attention to reports of damage and harassment involving Congolese families. In the St Andrews neighbourhood, for example, officers and PCSOs organised an away trip to encourage community engagement after they received reports of the bullying of Congolese children by local white children. This trip allowed both the Congolese and the white children to learn and work together, and raised awareness of both cultures.
- The community cohesion officers (CCOs) who are posted to each division have excellent links with all minority groups, and they provide an effective link between different minority ethnic groups and hard-to-reach groups and the NPTs. In C division, the CCO has formed good links with the gangmasters who control a large part of the migrant labour market in Goole.
- One of the most difficult neighbourhoods is East Marsh, in the North East Lincolnshire division, where there are high levels of deprivation, minor crime and anti-social behaviour. Local NPT staff established the 'Consequences Group', which used funding to hire a youth club and engage with the neighbourhood's most

problematic youths, all the while stressing the consequences of their behaviour: in this case, access to the facilities was denied to those youths who were engaged in anti-social behaviour. The initiative proved successful, achieving a reduction in the level of anti-social behaviour and improved community engagement.

- In Hull, neighbourhood teams are exploiting the opportunity presented by Stream Online TV by making short films to appear on a local community television network. The service is accessible through broadband and television, via a set-top box, and currently features a film of the Wyke neighbourhood team, together with three films offering crime-prevention advice targeting car crime, burglary and opportunistic burglary. Kingston Interactive Television has provided 50 set-top boxes for the elderly, to further promote the community television service and provide greater accessibility.
- Divisional IAGs confirmed that PCSOs have made a positive impact in engaging with communities, and particularly with youths. Members reported a reduction in youth drinking and anti-social behaviour as a result. Other evidence of the positive impact of PCSOs includes their involvement in setting up youth clubs, five-a-side football tournaments and training. Reality checks also confirm that, in one area, a PCSO arranged a poster-drawing competition around the theme of car safety, with prizes donated by local businesses.
- On B division, 'teen shelters' have been introduced following discussion with local youths and with their involvement in the design and location of the shelters. Erected in parks and on grassed areas, these provide cover, a point of contact and a sense of ownership for local youths. The project has increased the level of engagement with local youths.
- The force has a range of corporate and locally produced newsletters in place, the most prominent being *Streetbeat*. This is a newsletter, modelled on a corporate template, which can be adjusted to meet local needs. *Streetbeat* is well structured, and contains both updates on problems identified by neighbourhoods and the actions taken to address them, updates on NPT activity, and neighbourhood crime trends, as well as a list of useful contact numbers. Logos of partnership agencies are clearly displayed, together with details of the NHP website link.
- The force also utilises more conventional forms of engagement, including visiting coffee mornings and members of the public at home, and attending community council meetings and surgeries.
- There is evidence that NPTs have good relationships with their communities, with a good flow of community intelligence and information being shared with officers. A wide variety of contact methods, including emails and texts, regularly supplement face-to-face contacts and meetings as a source of community information and intelligence. CCOs and Crimestoppers provide other conduits for the flow of information, and there is evidence of efforts being made to engage with hard-to-reach and emerging communities, such as the Polish, gay and transgender communities.
- There has been an increase in the level of community intelligence, which has resulted from the very high submission of intelligence forms by PCSOs. An assessment of these forms by the senior analyst revealed that they are of good quality.

- The force has conducted an effective poster campaign featuring Crimestoppers, and this has increased the number and quality of submissions to that organisation.
- In order to improve the flow of community intelligence in North East Lincolnshire (an area that had been problematic in the past), a former police sergeant has been employed to form a vital link between the Safer Communities meetings and other forums and to ensure that all intelligence is assessed, collated and fed back to the NPTs.
- Corporate monitoring of community engagement is undertaken by the assistant chief constable (ACC) (operations), who receives a quarterly report from each division that highlights the progress of each NPT in achieving its local priorities and the community-engagement activities that are taking place. This is a very comprehensive and substantial document, from which the chief officer lead prepares a composite report for presentation to the PA.
- A comprehensive joint community-engagement strategy between Humberside Police Authority and the force has been produced and recently approved.
- Reality checks confirm that neighbourhood chief inspectors check the quality of neighbourhood engagement, and this is supported by reality checks by the SMT. The quality of community engagement is a standing issue and is questioned during performance reviews. On a more ad hoc basis, engagement is tested through partners at a senior level.
- Reality checks confirmed that there is a good level of community engagement and a significant focus on this issue throughout the force. Feedback from members of the public, IAG members and staff from partner agencies was all positive, and there are good examples across the force – in all divisions – of engagement with young people; this has resulted in a reduction in anti-social behaviour and minor crime, and it provides reassurance for the young people.
- The importance of community engagement has been reinforced among all NHP staff through the issuing of a practical guide to every member of staff.
- All NHP staff have been briefed on the Rich Picture initiative, and, as part of a rolling process, there are further ongoing briefings. NHP staff were fully involved in the first Rich Picture thematic inspection and were praised both locally and nationally for the quality of their work. A series of briefings for NHP staff is due to begin on the next phase of Rich Picture (commencing in June 2008). All this demonstrates the force's commitment to this area of business.
- An example of the impact of the Rich Picture briefings attracted national media interest in November 2007, when a man was arrested in Goole for terrorism offences. The arrest resulted from the raised awareness of terrorism issues on the part of a neighbourhood officer who had recently received a Rich Picture briefing.
- The head of special branch (SB) confirmed that a lot more intelligence is being generated by NHP staff as a result of improved tasking and Rich Picture briefings, in particular. SB has recently appointed an NHP analyst to maximise the opportunities presented by this increased activity, and counter-terrorist intelligence officers link directly with each divisional intelligence bureau on a weekly basis to ensure effective liaison with NPTs and divisional staff.

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- NHP staff receive formal briefings on organised crime groups (OCGs), with some NHP staff being specifically tasked in relation to OCGs and individuals suspected of being involved in organised crime. 'Away days' are held twice a year for NHP staff, at which Rich Picture, OCG and vulnerable community briefings are reinforced.
- A new group chaired by the ACC (operations support), has been formed to identify the links between NHP and OCGs, and at level 2 the force is actively looking at opportunities for NPTs to undertake prevention activity, intelligence gathering or enforcement in relation to OCGs.

### **Work in progress**

- Given the large influx of migrants from Eastern Europe, East Riding division has established formal links with the Polish consulate, which is leading to an exchange visit to enhance understanding of the Polish community and culture.
- Attempts are being made in Goole to form a local IAG to include migrant workers. Previously, surgeries that were held to engage with these workers attracted low levels of attendance.
- SB has recently appointed an NHP analyst, who is looking at a system to allow the setting up of queries on the database and enable real time data analysis to take place. The aim is to develop a process that quickly analyses incoming intelligence and also identifies what product needs disseminating to NPTs.

### **Area for improvement**

- The volume of neighbourhood information/intelligence has increased significantly, but in some divisions this has created backlogs in inputting this information onto the force databases. In one particular division, Hull, there is evidence that there could be as many as 2,000 items awaiting input. This contrasts with North East Lincolnshire, where intelligence log submission is up to date. Overtime has been used to tackle this issue (and continues to be used), but that does not represent a long-term solution. The situation is exacerbated by the introduction of the new crime intelligence system (CIS4), which takes longer to process intelligence submissions than did the earlier system. While the force is aware of this issue and a 'request for change' to the new CIS4 crime intelligence system has been submitted, it is essential that this request is prioritised, so that this significant problem is addressed. In the meantime, the force should find out why the disparity between divisions is so apparent and seek ways to correct the anomaly.

## **Joint problem solving is established and included within performance regimes.**

### **Summary statement**

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

### **Strengths**

- The NHP website on the force intranet is the location for sharing good practice across the force regarding problem solving, and there is good evidence that the existence of the website is widely known and is well used (see developing practice).
- There are good examples of effective local-level monitoring processes and evaluation of problem-solving issues taking place at divisional level. These local solutions have developed, while the force trials two alternative models based on enforcement, prevention, intelligence and communication (EPIC) (see Work in progress).
- Divisions have slightly different joint tasking frameworks; one particularly good example is in Hull, where police and other agencies use the CTF (see Developing practice). Other approaches include the Safer Neighbourhoods action programme in North Lincolnshire.
- Reality checks confirm excellent examples of problem solving on divisions. In one example, in Northern Area NPT, joint action utilising ASBOs and section 30 dispersal orders has led to the resolution of a long-standing anti-social behaviour problem and has now culminated in increased takings in all shops and the return of members of the public to the shopping area in question. In a second example, tenancy agreements were enforced by a housing association in relation to a white family that had been harassing its black neighbours.
- The chief officer lead for NHP is the ACC (operations), and there is effective engagement with a range of partners. This is supplemented by good communication at divisional level between all the divisional commanders and the chief executives of the local authorities. The Chief Constable also has regular meetings with all four chief executives to explore Humberside-wide issues. No evidence was adduced of any concern in this area; indeed, there was clear evidence that all partners were now engaged. In Hull, where the primary care trust (PCT) was not previously involved as one of the key partners, the situation has now been resolved and the chief executive of the PCT is now chair of the CDRP.
- Overall, there is a feeling that relationships with all partners have improved over the last 12–18 months, and there is strong evidence of joint tasking and of partners becoming more responsive. In all divisions, there is evidence of the co-location of staff – eg of analysts and anti-social behaviour co-ordinators in A and B divisions, who, as a result, are working effectively on joint initiatives to tackle long-standing problems. In all divisions, the value of co-location is appreciated, and in Hull this extends to other areas of work such as domestic violence and multi-agency public protection arrangements (MAPPA). In Grimsby, street wardens and neighbourhood teams are co-located to ensure better co-ordination of activity.

- National Intelligence Model (NIM) principles are embedded within problem-solving processes, and there is evidence of partnership NIM processes being in place at a strategic and tactical level.
- Joint strategic intelligence assessments (JSIAs) have been undertaken for the first time in each division, and these follow NIM principles. They take cognisance of local area agreement (LAA) and local strategic partnership (LSP) targets, and all partners are involved; the documents produced are of high quality.
- All level 1 community priorities are considered, although the level of tasking relating to these priorities varies. At level 2, OCG mapping is in the control strategy, and a document relating to emerging threats is produced.
- Multi-agency tasking takes place by means of a variety of methods, most notably the CTF in Hull, where all the agencies are signed up to the process (see Developing practice). Local-level reality checks confirm that the process is ongoing and effective.
- In Hull, some of the CTF priorities are identified at CSAPs, of which there are 23 across Kingston Upon Hull. The community chooses the top three priorities, and these are worked on for the next three months, running up to the next CSAP meeting, when problem owners report back to the group and a decision is made by the community as to whether the priority has been satisfactorily resolved. If further work is required, the CSAP can decide that the priority will remain in place for the next three months or until it is resolved to the satisfaction of the community, or until it is agreed that it cannot be progressed any further.
- In other divisions, formal meetings are used to feed back the results of activity either through neighbourhood action groups (NAGs) (as in East Riding) or at community forum meetings (as in North East Lincolnshire). The last page of the force scanning, analysis, response, assessment (SARA) problem-solving booklet requires contact with the initiator of the problem and needs to be completed prior to sign-off (this is monitored by the divisional neighbourhood chief inspectors).
- All NHP staff received the initial basic training, including inputs on JPS; this has now been developed to match the maturity of this policing style and the needs of the staff. This has been reviewed by the training department as part of its ongoing processes, taking account of feedback from focus groups, HMIC recommendations, NIM work streams and community-engagement meetings. As a result, the force has introduced a module-based training package that will include six key elements: anti-social behaviour, JPS, community engagement, neighbourhood meetings, working with partners, and signal crimes. These courses are available not only to all neighbourhood staff, but also to officers from IRTs, so that the latter have a thorough knowledge of neighbourhood issues. Training will include use of NPJA workbooks and is due to commence in August 2008. Evaluation and review of this training is built into the process.
- There is a willingness among partners to become involved in JPS training, and key partners will be integrated into training delivery through the new modular course in issues relevant to their role. The course is designed to take NHP and JPS to a new level, and HMIC was impressed with the course content.

**Work in progress**

- The force is currently trialling two problem-solving databases – Hampshire’s Problem Solving in the Multi-Agency Environment (PRIME) and the Hull Area Tasking System (HATS) – with a view to implementing the most appropriate one for the force during summer 2008. Both of these databases utilise the EPIC model.
- There is a sense that youth teams are only available during office hours. There is evidence both in Hull and the East Riding that this is being acknowledged by the authorities and that arrangements are being put in place to better align working practices with identified problems.

**Area for improvement**

- The value of the feedback process is recognised by the force, and it is developing and improving; however, it is also acknowledged that further work is needed in this area. There is also good evidence of community sign-off for the individual problem-solving initiatives examined; however, there is an absence of any corporate audit process to ensure that it is being undertaken and is of a consistent standard across all divisions. The force should consider introducing an audit methodology to ensure that the process of feedback and sign-off of problem-solving initiatives is being undertaken to a corporate standard in all divisions.

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

FORCE	SPI 2a Percentage of people who think that their local police do a good or excellent job		KDI Percentage of people who ‘agree local police are dealing with anti-social behaviour and crime that matter in this area’		SPI 10b Percentage of people who think there is a high level of anti-social behaviour	
	Difference from MSF (percentage point pp)	2005/06 to 2007/08 change	Difference from MSF	2005/06 to 2007/08 change	Difference from MSF	2005/06 to 2007/08 change
Humberside	- 10.5 pp	- 3.0 pp	- 7.1 pp	- 6.4 pp	- 4.4 pp	- 2.7 pp

**Summary statement**

The data for SPI 2a and KDI shows that force performance is significantly worse than the average for the MSF, while the data for SPI 10b shows the force performance is better than the MSF but the difference is not statistically significant.

The data for SPI 2a and 10b also shows that force performance is statistically unchanged compared with two years ago, while the data for the KDI shows that force performance is significantly worse than two years ago.

## **Context**

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

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

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

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

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

36.4% of people surveyed in the year ending March 2008 think that their local police do a good or excellent job, which is significantly worse than the average for the MSF.

Force performance was statistically unchanged in the year ending March 2008; 36.4% of people surveyed think that their local police do a good or excellent job, compared with 39.5% in the year ending March 2006.

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

39.1% of people surveyed in the year ending March 2008 'agree local police are dealing with anti-social behaviour and crime that matter in this area', which is significantly worse than the average for the MSF.

Force performance significantly declined in the year ending March 2008; 39.1% of people surveyed 'agree local police are dealing with anti-social behaviour and crime that matter in this area', compared with 45.4% in the year ending March 2006.

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

14.5% of people surveyed in the year ending March 2008 think there is a high level of anti-social behaviour, which is not significantly different to the average for the MSF.

Force performance was statistically unchanged in the year ending March 2008; 14.5% of people surveyed think there is a high level of anti-social behaviour, compared with 17.2% in the year ending March 2006.

## Strengths

- The force is monitoring qualitative indicators, including all British Crime Survey (BCS) data, as part of the DCC's monthly performance challenge meeting. This is supplemented by the reporting of other regular survey results undertaken by the PA as part of a rolling programme of annual surveys.
- There has been concern that informal feedback relating to the success of NHP, including very positive media coverage, has not been replicated in BCS data, which indicated very poor performance in relation to SPI 2a. The force and the PA therefore commissioned an independent survey of 2,000 residents, which was undertaken by the respected market research company Mavern. This was conducted in February and March 2008, and included the question:  
  
"Taking everything into account, how good a job do you think the police and community support officers are doing?"
- The results of the question indicated that 70% said good or very good, with a confidence level of 2.1%. This is far above the BCS figure of 36.4% for a comparable question surveyed over the period March 2007 to March 2008. Whereas the BCS data is taken over a 12-month period, the Mavern results represent a snapshot in time and are believed to confirm anecdotal feedback from partners, members of the public and the press that a significant change has occurred in Humberside.
- The force's media and marketing department monitors and tracks (in a very professional way, utilising a media-impact scorecard) the changes in perception of the media through television and newspaper articles. This clearly shows that the number of positive reports and articles had increased significantly between September 2007 and the time of the inspection. Historically, the force's engagement with the Police Standards Unit and its poor quantitative performance had a detrimental impact on public perception and confidence – and on coverage in the local media. More recently, there have been significant improvements in the level of crime and of detections, and there is clear evidence that the reaction of the media is now more favourable. This confirms the anecdotal evidence from divisional management teams, especially in Hull, where they feel there has been a 'sea change' in the tone and style of newspaper articles, which take a far more positive approach to Humberside Police and to Neighbourhood Policing in particular.
- The data for the 12 months to March 2008 for SPI 1e (satisfaction with the overall service provided) was 77.5%, while the satisfaction of minority ethnic victims with the overall service provided was 70.8% – a 17.7% increase on the figure in March 2006.
- SPI 10b (percentage of people perceiving a high level of anti-social behaviour) is the lowest in the MSF group and is stable over time. This difference is statistically significant and is very positive, but it appears to conflict with the message from SPI 2a.

## Work in progress

- Prior to the Mavern survey, and as a result of the BCS survey results, the force had implemented a public confidence and satisfaction action plan to address the perceived poor performance in this area.
- Another survey, involving the distribution of 40,000 questionnaires, was being undertaken at the time of the inspection by the Humberside Association of Neighbourhood Watch Groups (HANWAG) to determine, among other things, the response of the public to NHP and associated issues.
- The marketing and media department has taken a proactive approach to the marketing of NHP. This has included advertising on buses, in newspapers and other media outlets. This has already reaped benefits, with much improved media coverage, and the force is confident that this will be translated into positive survey results in the near future. One particularly innovative document is the neighbourhood information leaflet *Streetbeat*, which is published quarterly for each neighbourhood and, as well as identifying the NPT, contains local information, contact details and feedback on particular areas of concern.

## Area for improvement

- HMIC is confident that, given the work undertaken by the force and the results of the Mavern survey, the current BCS data may have a time lag and is not truly reflective of current public perception. However, the force must ensure that the focus on qualitative data, including public confidence and satisfaction, is driven throughout the organisation and is not perceived internally to be the sole preserve of NHP staff.

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

### **Summary statement**

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

### **Strengths**

- The force and the PA are now becoming more professional in the way they approach the analysis of qualitative data. The same rigour and analysis that helped them understand the drivers of quantitative data are now being applied to an understanding of qualitative information.
- The survey period for BCS data covers a time when the force was still in engagement, and there is a time lag before results begin to improve. The Mavern survey is condensed into a much shorter timeframe; it covers the period February and March 2008 and shows significant improvements in qualitative results.
- As part of the DCC's monthly performance challenge meeting, the force monitors confidence and satisfaction based on BCS data at force level. Divisional satisfaction data, covering user satisfaction with overall service, is also assessed.

- BCS data for SPI 2a, SPI 10b and the KDI is not routinely analysed at divisional level, due to the small sample sizes involved. However, the recent Mavern survey undertaken by the force can be broken down to divisional level, as can the annual surveys undertaken by MRUK on behalf of the PA.
- There is a range of formal and informal feedback that is used to inform service delivery, local policing plans and neighbourhood priorities. At a local level, a range of community groups are consulted on a regular basis to inform the determination of local priorities, eg key individual network (KIN) questionnaires in D division. At divisional level, joint surveys are undertaken with partners, eg North East Lincolnshire community survey, East Riding household survey.
- A quality-of-life public opinion survey is undertaken annually by MRUK, on behalf of the PA. This covers a wide area of business activity that can vary from year to year, depending on the priorities identified.
- Informal feedback from NHP staff can also inform strategic issues. Recently, concern has been expressed about the 0845 non-emergency telephone number. (This concern has been passed to ACC (operations) and is dealt with in more detail in the report on Citizen Focus.)
- Quality of service (QoS) and direction and control (DC) complaints are co-ordinated by the professional standards department (PSD), because of the link with legislation associated with the Independent Police Complaints Commission (IPCC). Any corporate issues arising from these complaints are regularly passed on by the PSD to the rest of the force.

### **Work in progress**

- The recently implemented public confidence and satisfaction action plan includes work to better understand the drivers of satisfaction and confidence. This is a significant undertaking but one which can build upon research undertaken in other forces.
- A pilot scheme is currently being undertaken in Hull to monitor local customer satisfaction. All sergeants are tasked with ringing back a cross-section of victims or individuals who have reported incidents to their section or team. If successful, this approach will be extended to the whole force.
- The force is working with CDRPs to formulate questions to be utilised on citizens' panels, which will enable a better assessment to be made of confidence and satisfaction at a local level. The size of the panels (up to 6,000 people) will mean that the results will be far more reliable and that they can be broken down to neighbourhood level.

### **Area for improvement**

- HMIC is pleased to note the developments in relation to citizens' panels in Hull; however, in the absence of such panels in other divisions, the utilisation of survey data at neighbourhood level can be expensive and problematic, given the small sample sizes and high confidence intervals. The force should explore more innovative approaches to obtain qualitative data, such as joint focus groups with partners, electronic feedback via websites, or effective collation of informal feedback.

## **The force demonstrates sustainable plans for Neighbourhood Policing.**

### **Summary statement**

The force and the police authority have convincingly shown how they have ensured that Neighbourhood policing will be sustained beyond April 2008.

### **Strengths**

- The force has a target of 332 PCSOs, and there are currently 317 in place. The commitment of the PA to supporting Neighbourhood Policing has been significant, and the sustainability of this style of policing is not in doubt. The long-term funding of PCSOs employed by the force is secure and has been built into the police budget and the medium-term financial plan. There are only four local authority-funded PCSOs.
- No posts within NHP are being considered under the workforce modernisation project; indeed, one of the aims of this work is to supplement NPTs whenever possible, eg the use of administrative support to NPTs is being piloted in North Lincolnshire.
- There is good evidence that, at a strategic level, local authorities throughout the force are committed to supporting NHP and that there is a genuine willingness to be involved. There is recognition within local authorities of the need for the prioritisation of resources on problem areas, and for the need to identify key staff at a neighbourhood level.
- Very positive feedback was received from representative members of the Humberside Police Authority regarding NHP. They expressed a perspective which confirms the PA's commitment and desire to support the force in terms of the continued delivery of NHP. The PA is very positive about the progress of NHP, and reality checks by members of the authority have reinforced this view.
- The force responded very positively to the feedback contained within the 2007 HMIC inspection of NHP, and produced an action plan to cover both the recommendations and the areas for improvement. There has been a noticeable improvement in the intervening period in relation to NHP, and there is a confidence among all staff, as well as a satisfaction among the public interviewed during reality checks with the progress of NHP and the style of policing being adopted in Humberside.
- Leadership is effective and has been a key factor in delivering effective NHP. Divisional commanders and their teams have been effective in forging excellent partnership links across the full range of partners and agencies. No negative feedback was received from any of the partners, community representatives or members of the public during the inspection process.
- Confirmation was received that the Humberside Police Authority is directly involved in the governance and scrutiny of NHP. The agenda of the authority's communities and partnerships committee has been restructured to include NHP as a distinct agenda item, and the ACC (operations) presents a composite quarterly report on the performance of each division against its area priorities and community-engagement activities. The minutes of the meetings, together with copies of these reports, are

published on the PA website.

- The PA has sponsored a number of surveys to monitor the progress of NHP and to provide a comparison against national surveys. For example, the Mavern survey was commissioned to verify the findings of the BCS. The PA was encouraged by the Mavern results, which utilised a larger sample size and which contrasted dramatically with the results of the BCS. The PA also conducted a ‘mystery shopper’ survey in 2007, the results of which compared favourably with a similar exercise conducted in 2005. Plans are in place for another exercise to be run in 2009.
- Members of the PA regularly patrol with PCSOs and hold meetings with NHP supervisors. They are very positive about the progress the force has made in establishing NHP, and recognise that there is benefit in externally marketing the positive changes that have been achieved.
- The PA is very encouraged that in some areas PCSOs are learning Polish and Bengali to integrate with their communities.

### **Work in progress**

- Following implementation, long-term governance of the Neighbourhood Policing project is seen by the force as imperative. Initially, the project will sit under the larger Citizen Focus project, as a separate work stream. In the long term, the favoured option is to place ownership with the ACC (operations) as part of the community safety branch.
- The recommendation on the BATS that was made in the previous HMIC report was accepted by the force, and work has been undertaken to address the issues raised. The Chief Constable has taken a keen interest in the development of an effective briefing system. Retraining of staff was undertaken between January and March 2008, and a new format for the presentation of information has been developed and is currently being piloted in B division.
- Initial feedback from staff in the pilot division is positive, and HMIC is confident that, when the revised system is rolled out across the force, it will greatly enhance briefing of neighbourhood issues across all pillars of the organisation.

### **Area(s) for improvement**

None identified.

### **Developing practice**

See Appendix 2.

## Developing Citizen Focus Policing

<b>2007/08 Developing Citizen Focus Policing Summary of judgement</b>	<b>Meeting the standard</b>
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### Exceeding the standard

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

While the force is not exceeding the standard it can demonstrate some innovation and significant improvements over time in SPI 3b, satisfaction of users from minority ethnic groups with the overall service provided.

### Strengths

- The force's investment in its estate has been significant, and reality checks confirm that the NHP stations are some of the best in the region, with modern enquiry-counter areas, good detailed signage, and up-to-date posters. Opening times are clearly visible and, in a number of areas, enquiry offices are run by volunteers.
- The marketing of NHP has been successful across a number of key areas, and this has had a positive impact on Citizen Focus. Good-news stories are raising the profile of Humberside Police, eg the force taking part in the *Traffic Cops* television programme, the use of advertising space in newspapers, and the broadcasting of a series of short films on Stream Online TV are all designed to improve the overall perception of Humberside Police, as well as to be informative.
- PCSO training has been highlighted by the NPIA and HMIC as being particularly innovative and advanced, and a number of other forces have replicated the Humberside approach.
- The force workforce modernisation programme is considered by the NPIA to be one of the most advanced in the country in this business area. One of the objectives of the workforce modernisation programme is to improve Citizen Focus.
- Among minority ethnic victims, the force has seen a significant change in the levels of satisfaction with the overall service provided – from 53% in March 2006 to 70.8% in March 2008. This is the biggest change in the MSF group and the fifth largest improvement in the country. This reflects a significant investment in this area of business, with some excellent work being conducted by the force's diversity unit, involving both service recovery and the delivery of a premier service.

### Work in progress

None identified.

## Meeting the standard

Following the moderation process, Humberside was assessed as **meeting the standard** for developing a citizen focus.

**A Citizen Focus ethos is bedding in across the force, establishing an initial baseline.**

### **Summary statement**

The force does not yet fully understand the needs of its communities although service improvements are frequently made to improve local service delivery. The force does not yet fully communicate the standards in the National Quality of Service Commitment (NQoSC), the Code of Practice for Victims of Crime (VCoP) standards, and the force corporate/accessibility standards to its communities.

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

### **Strengths**

- There is evidence to confirm that the force uses many means to obtain the views of members of the public. These include Scarman tier 3 consultation processes, public surveys, face-to-face meetings and the IAG structure at both force and divisional level, together with the scanning of media articles and internet communications. Feedback received during the inspection process confirmed that these mechanisms are used to inform and improve service delivery at force and local level, eg consultation with the force IAG to identify its views in relation to a counter-terrorist incident in Goole. The IAG was also used during this incident as one of a number of mechanisms to quickly disseminate corporate messages to dispel rumour.
- The force undertakes a wide range of surveys on a regular basis. These include KIN questionnaires and neighbourhood surveys. In addition, a wide range of surveys are conducted at divisional/departamental level. These surveys include the North Lincolnshire community survey, East Riding household survey, Kingston Upon Hull citizens' panel and the call-handling customer satisfaction survey. Pilot surveys on divisions are used to develop force-wide surveys. For example, D division piloted the customer satisfaction survey on behalf of the force.
- By commissioning its own regular surveys, Humberside Police Authority plays an active part in the identification of people's views. These include the MRUK public opinion survey and the 'mystery shopper' consultation. Results from these surveys impact directly on the formulation of the annual local policing plan.
- The results from force-wide surveys are assessed corporately by the Citizen Focus team, and action plans are prepared for consideration by the appropriate force board. The survey results are also monitored via the DCC's monthly performance challenge meeting. Assessment of divisional/departamental-level surveys takes place locally, and action plans are again developed which lead to service delivery improvements. For example, the launch of the Respect agenda on D division, setting standards for staff interactions with the public, was developed as a direct result of feedback from the customer satisfaction survey pilot.

- The force makes effective use of both the force and divisional IAGs to identify user views, eg aside from the counter-terrorist incident in Goole, the force IAG has also been consulted on problems associated with an animal breeding facility and a fatal shooting on the A63. At a divisional level, consultation with IAGs on ongoing problem-solving activity has established IAG involvement in the identification of solutions and has led directly to improved police service delivery, eg in East Riding, in the case of a victim of hate crime: the local IAG and police came together to resolve a long-standing dispute by installing closed-circuit television (CCTV) cameras, posting signs warning of police activity in the area and mounting additional police patrols.
- Another way of identifying user views is through personal interaction, and there are many examples of PCSOs being used around the force to improve interaction with the public. In Hull, PCSOs now revisit all criminal damage offences and are being deployed to anti-social behaviour incidents; this has contributed to a reduction in criminal damage offences of 20%.
- The PSD monitors all QoS and DC complaints, and any issues identified through this monitoring are promulgated to the force in an appropriate and timely manner.
- The media and marketing unit monitors the number and tone of media articles on a daily basis and produces a detailed quarterly analysis of key issues, leading messages and reputation drivers, using a media-impact scorecard approach. There is clear evidence that most of the media coverage of the force is now very positive.
- The force is now regularly meeting or exceeding its targets in relation to the time taken to answer calls and to attend incidents. There have also been significant improvements in the satisfaction expressed by users of the call-handling system. As call handling was the major area of concern when the Chief Constable took up post in 2004, there has been significant investment in this area of business. This investment includes the introduction of the force incident-handling unit (IHU) and divisional IMU structure. The IMU is an integral part of the delivery of a citizen-focused service in such areas as improving the concept of customer care through the use of 'ring-backs' and providing a locally based resource to manage non-emergency requests for service. A recent survey conducted by the IHU in relation to satisfaction (January 2008) showed distinct improvements over the results of the Mavern survey (September 2007) in similar areas of activity – eg those satisfied or very satisfied with the professionalism and attitude of staff rose from 88% to 97.1% (but see 'area for improvement').
- The commitment of the force to Citizen Focus policing is demonstrated by the establishment of its Citizen Focus project in October 2007. The project is wide-ranging and is being managed through the use of Projects in Controlled Environments 2 (PRINCE2) project methodology. The project is managed by a dedicated chief inspector and is sponsored by the DCC.
- Over the last three years, the force's priorities have been to improve call handling, volume crime investigation, Neighbourhood Policing and Citizen Focus, all of which are designed to make services more 'citizen friendly'. Recent qualitative data from the Mavern survey, which contacted over 2,000 respondents, demonstrates that positive progress is being made in improving both public confidence and public satisfaction, with a 70% figure for the percentage of people who think the police and

the PCSOs are doing a good job. The survey was undertaken in February and March 2008.

- The force has invested heavily in its call-handling system. The customer relationship management (CRM) system is an intelligent system that identifies and links contact numbers with previous contact history. Its introduction is seen as critical in improving the professionalism of service delivery in responding to calls for service, providing call handlers with information that can help achieve a more efficient and effective resolution for the caller.
- Tangible examples of the force taking action to make its services more citizen friendly are to be found within call handling. In one example, as part of a review of flexible working, all individual contracts were reviewed and, in every case, working arrangements were amended to better match peak demand. In another example, the peak in demand in the late afternoon was covered by overtime, known locally as the 'tea-time special'. This proved successful, although funding through overtime was not sustainable in the long term, and therefore the recruiting strategy was amended to ensure that the correct number of staff were on duty at the peak times, thereby reducing the call queues and waiting times.
- There was good evidence that the NHP model and the associated consultation and feedback loops with the public and community groups are making the force more approachable and accessible. In the course of reality checks, confirmation was received from members of the public and partner agencies that there had been a noticeable improvement since the introduction of the NHP style.
- The response to victims by the witness care unit is another good example of the force taking action to make its services more citizen friendly. The service to victims is tailored to need, which is often identified by the police within the associated case file; the initial contact with the victim identifies ways in which the range of other agencies may be utilised to offer the best level of support. There was good evidence of the witness care team offering additional assistance to victims, eg facilitating house and school moves, obtaining furniture for new homes for victims under relocation.
- The force has taken action as a result of enquiry-counter surveys to improve opening times by making them more responsive. The enquiry counters, many of which are staffed by volunteers, are clean, and the information displayed is recent, accurate and of good quality.
- CCOs exist in each division, and favourable comments were received from many sources, confirming the excellent work undertaken and emphasising their key role in improving Citizen Focus among minority groups – eg in Goole with the Polish community, and elsewhere with gay and lesbian groups.
- Training has been given to staff in IHUs on handling racist incidents and on how to best deal with calls from members of emerging communities to ensure that they receive an effective and appropriate service.
- The force is determined to ensure that the views of hard-to-reach groups are also considered as part of the consultation process. At NHP 'away days', a side event was held to allow staff to better understand the needs of Polish migrants, as well as their culture and customs. Some PCSOs are taking the time to learn the Polish language, and Polish people are members of some divisional IAGs.

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- The PA holds the force to account via the communities and partnerships committee, and the agenda, reports and minutes of its meetings are published on the PA website. The PA members and officers are actively involved in the governance and scrutiny of public satisfaction performance and undertake several independent surveys. The chair of the PA considers Citizen Focus and Neighbourhood Policing to be her number one issue.
- The PA is represented on the board of every major project that is undertaken by the force. The chair of the PA takes a keen interest in the work of the force's Citizen Focus board and is particularly challenging in respect of signing off actions.
- The PA has been keen to enhance the understanding of members in relation to Citizen Focus, and a thematic panel has been held, at which senior police managers were able to provide the authority with a deeper understanding of some of the processes involved in the successful delivery of Citizen Focus policing.

### Work in progress

- The force is aware that a significant change in organisational culture is needed in order to develop Citizen Focus; in order to assist in this understanding, it is in the process of conducting a cultural baseline assessment.
- An internal survey team is to be introduced to support the work of the Citizen Focus project. On completion of the project, the force plans to utilise this team for future survey activity.
- Work is being undertaken by divisional representatives at chief inspector level to audit results relating to Victims' Code of Practice (VCoP) compliance checks, to ensure that a corporate approach is adopted and to maximise internal benchmarking opportunities.
- In Hull, the police have agreement with the local council to include questions relating to Citizen Focus on the council's citizens' panel. The panel comprises more than 6,000 individuals, and this large sample size will provide the division with data that can be utilised at neighbourhood level.
- Building on its successful Neighbourhood Policing marketing activity, the force is developing a comprehensive marketing strategy for Citizen Focus.
- The force is concerned that the results of the Mavern survey indicated that 83.1% of the public did not know the name of their PC/PCSO – this despite extensive efforts by the force, using conventional means such as the press, posters, newsletters and introductions at community meetings. A working group has been formed to identify any more innovative methodologies and to consider how best to improve this finding. In the meantime, the force will continue with its publicity campaign.
- The force has committed itself to training **all** 4,000 staff in Citizen Focus. The aim is to raise the profile of Citizen Focus and staff awareness of the importance of customer satisfaction and public perception, and to determine what action can influence both these areas. This interactive training takes place over half a day and is a significant investment by the force in the whole Citizen Focus agenda. The training started in April 2008 and is due to be completed by December 2008.

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- The force is committed to keeping members of the public informed and, as part of the workforce modernisation programme, is investing in more administrative support to undertake this function.
- A pilot scheme is being undertaken on D division, whereby sergeants randomly sample a number of individuals who have been in contact with the police, either as victims or as callers, in order to ascertain their satisfaction with the level of service provided. Sergeants are currently undertaking this for staff on their own teams (see Area for improvement). Feedback is provided to officers and staff as part of the PDR process.
- In recognition of the importance of websites both as an information tool and as a means of gauging customer reaction, satisfaction and confidence, the force is undertaking a benchmarking exercise with other forces to establish the effectiveness of force websites and to identify areas for improvement.
- The force has acknowledged that there is a problem inputting crime data onto the new CIS4 computer system, and a 'request for change' has been submitted for the necessary upgrades to be made. HMIC has been assured that this will be treated as a matter of urgency, as delays could impact on public satisfaction, as well as on the call queues and call-handling times. Until such time as work on the upgrade is complete, interim action has been taken in the command centre to improve the time taken to record crime details.

#### **Area for improvement**

- Dip-sampling, involving callers to the police being rung back, is a positive development in the drive to improve customer satisfaction. Supervisors currently undertake this role and select incidents that involve their own staff. This approach has inherent weaknesses, and the force should consider introducing a more independent element into the process, to ensure that the results are accurate and truly reflect the work being undertaken.

#### **Quality of service complaints are dealt with effectively**

##### **Strengths**

- The force has recently implemented a set of corporate standards, utilising the LISTEN & ACT mnemonic, which have been developed to embrace Citizen Focus, and there is a clear marketing plan to communicate these corporate standards to members of the public (see also Work in progress).
- One of the policing goals in the strategic policing plan 2008–11 is “to improve the level of public satisfaction and confidence in Humberside Police by focusing on the needs of our citizens”. The plan also publicises the work and aims of the force’s Citizen Focus project.
- The NQoSC was dealt with positively by the force in the latter half of 2006, when an action plan was developed to address all areas covered by the commitment. The NQoSC is published on the force website, along with the VCoP.

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- The force has established a witness care unit, co-located with the Crown Prosecution Service (CPS), with the aim of keeping all victims, including those deemed to be vulnerable, informed in line with VCoP. Monitoring systems are in place to ensure compliance with targets established by the code; this monitoring is conducted independently by CPS managers.
- The force does not receive large numbers of QoS or DC complaints, but it treats any that it does receive in line with IPCC requirements. Any such complaints are recorded and co-ordinated by the PSD. They are researched by the individual operational district or department that gave rise to them. Following investigation, lessons learnt are communicated to the wider organisation by the PSD. The inspection confirmed that officers were aware of the existence and content of the lessons learned document.
- The diversity monitoring report includes PSD statistical data, and any equality issues involving staff are referred to the force's diversity unit for advice and guidance.

### **Work in progress**

- Corporate standards for Citizen Focus are being communicated to staff through a half-day interactive training course that is being run for all 4,000 members of staff. The training course is scheduled to complete delivery to all staff by December 2008.
- While the force has implemented corporate standards that have been developed to include their Citizen Focus standards, and while there is a clear marketing plan to communicate those standards to members of the public, it should be said that this marketing has yet to take place. The force is aware that the timing of the start of this marketing process is critical, as it will rely on staff knowing the force's expectations of them and how they should deliver those expectations.

### **Areas for improvement**

- While the Citizen Focus project is led by a dedicated chief inspector, the role holder has changed on a number of occasions. The current lead is seen as having given the programme some real impetus, and the force should consider the negative impact that frequent change may have on the long-term success of the project.
- The force needs to ensure that the media and marketing strategy for Citizen Focus includes vulnerable groups; no evidence was adduced in the current documentation that this was being considered.
- Other than via the force website, there has been little communication of the NQoS to members of the public, and it should be reinvigorated as part of the overall marketing of Citizen Focus.
- The PSD co-ordinates all QoS and DC complaints, and lessons learnt from individual cases are promulgated to the force. However, no evidence was offered that there was a robust method of analysing this type of complaint to identify patterns or trends. As the corporate standards are made more widely known to the public, it is possible that the number of complaints will increase, and the force needs to ensure that there is an effective process in place to analyse issues and determine corporate learning.

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

### **Strengths**

- There is a monitoring process for the NQoSC, which is conducted annually by the assessment and review department. The results of this assessment are reported to the force audit board (see also Areas for improvement).
- The Citizen Focus project has an individual project risk register, which is monitored by the project board and includes all relevant issues. However, there has been nothing yet that has warranted inclusion on the force risk register.
- The command centre supervisors monitor the quality of the records created in the CRM system. Supervisors also regularly monitor the NQoSC by listening to live calls and then grading the service provided against the national call-handling quality standards. Feedback is provided to staff on a regular basis.

### **Work in progress**

- Compliance with VCoP is monitored robustly through the DCC's monthly performance-review meeting, and this has established that there has been a problem with the effective monitoring of victim progress updates utilising the work allocation database (WAD). The force is now aware of the problem and is taking steps to rectify the problem temporarily, pending changes to the new CIS4 system.

### **Areas for improvement**

- It was clear during the inspection that the NQoSC, though addressed in 2006, needs to be reinvigorated; as a first step, the chief officers should review the original action plan and satisfy themselves that all the actions identified are still being undertaken to the standard expected.
- HMIC was concerned that there was no comprehensive approach to the ongoing monitoring of the NQoSC. Indeed, it was apparent that work on this issue was being undertaken at the last minute, prior to the inspection. There was a misapprehension that audits were being undertaken every six months; however, when this was tested, it transpired that audit occurred every 12 months – and this was limited to determining if a policy existed. There was no actual audit of the NQoSC to ensure that each element was being adhered to and effectively monitored. HMIC urges the force to ensure that a process is put in place to co-ordinate and monitor all aspects of the NQoSC.
- The inspection identified pockets of good practice regarding the monitoring of compliance with the VCoP, notably within witness care units; however, this was not co-ordinated at a corporate level. The recently introduced force computer system, CIS4, is not currently configured to directly monitor compliance with VCoP, and this has resulted in divisions relying on the WAD. However, there was evidence during the inspection that this system does not monitor compliance accurately. The situation is recognised by the force, and positive action is taking place to upgrade the WAD, while at the same time a 'request for change' has been submitted to make the necessary changes to the CIS4 system. Given the key influence that compliance

with the VCoP has on Citizen Focus, the force should consider raising the priority of this particular request for change and expedite the necessary change to CIS4.

- At the time of the inspection, neither compliance with the NQoSC nor compliance with the VCoP was recorded on the force risk register. Given the potential negative impact on the reputation of the force if it failed to comply in either area, and bearing in mind the current problems with the new CIS4 system, chief officers may wish to consider whether there is any merit in recording these issues on the force risk register.

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

### **Summary statement**

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

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

### **Strengths**

- There is clear evidence in many parts of the organisation of staff taking steps to ensure a positive experience for those people who come into contact with the force – eg in the call-handling centre with the use of the CRM system, on divisions with the launch of campaigns such as Respect, and in the criminal justice unit with the work of the witness care unit. All these examples demonstrate a commitment to the NQoSC and VCoP. The Citizen Focus project will give better co-ordination of activity in harnessing, driving and delivering this commitment.
- The force has recently implemented corporate standards that have been developed to include its Citizen Focus standards and those existing professional standards devised in departments and divisions. The standards are contained within the mnemonic LISTEN & ACT; they are citizen-focused and outline the force's expectations of staff in their dealings with colleagues and members of the public. The standards incorporate elements that support both the NQoSC and the VCoP.
- The force's CRM system acts as an intelligence database on callers' contact history; it allows call takers to identify previous issues, and gives the opportunity to provide an improved experience for the caller.
- There is a wide range of methods available for the public to contact both the police in general and individual members of staff direct – eg by use of the single non-emergency number, direct dial, the force website or individual email address. There is also a wide range of methods available to record messages if the relevant member of staff is unavailable. For example, a member of the public contacting the force via the single non-emergency number may be able to leave a voicemail message, or an email message can be created on their behalf.

- Ongoing Citizen Focus training is being delivered to all 4,000 members of the force, and this will be completed in December 2008. The course is a half-day one and employs an interactive style. The focus is on the force corporate standards, customer service delivery and customer perception. Staff are able to learn and identify barriers to the delivery of a sound citizen-focused service. Identified barriers are collated, reviewed and an action plan developed. Groups on the course are mixed to generate ideas and share understanding. All staff attending the course receive a follow-up letter from the Chief Constable.
- Feedback from all those staff interviewed who had either attended the training course themselves or had team members who had attended was extremely positive. Reality checking confirms that the training is delivered in an appropriate and effective way, particularly given the range of roles and experience that make up the groups attending the training.
- Divisions provide training that supplements the force Citizen Focus training to suit local needs. For example, on D division, every PC/PCSO has received a 1.5-hour training input on professionalism, respect for colleagues, understanding customer needs and how to change attitudes.
- The Chief Constable is widely viewed as the driver of force standards, and he, together with the DCC as the executive lead for Citizen Focus, champions those standards across the force.
- There is good evidence of reward and recognition for staff. Positive feedback from members of the public is regularly communicated to staff, and the Chief Constable regularly praises and communicates with individual officers or staff to thank them for individual pieces of good work – either in person, by letter or via personal email. There is also a range of formal commendation and reward ceremonies, and these are supplemented by more informal rewards, such as the allocation of development opportunities and training courses.

### **Work in progress**

- While a marketing and media plan has been devised to circulate the force corporate standards widely, both internally and externally, this plan has yet to be implemented. Similarly, the force Citizen Focus training programme has yet to be delivered to all staff, so awareness by all staff of the force's standards has yet to be achieved. However, the programme is ongoing and is due to be completed by December 2008. This is a significant investment by the force, involving the training of over 4,000 staff.
- A Citizen Focus desk is being introduced into the command centre on Fridays and Saturdays to conduct ring-backs; the performance will be measured. It will provide feedback by way of immediate dip-sampling, and quality rather than quantity will be the focus of the monitoring.
- As a result of the increased frequency with which staff provide direct contact details to members of the public, a briefing has been issued to all PCSOs, advising them how to manage their contact with members of the public.

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- The force is in the process of allowing greater access – by more staff – to the data contained on force databases, thereby increasing the opportunity to deal successfully with an initial contact made by a member of the public. For example, increased access to the crime-recording system will not only allow easier updating of the progress of a crime investigation, but will also increase the opportunity to maximise compliance with the VCoP.
- Work is being undertaken to develop the range of additional methods by which members of the public can make direct contact with staff – eg the provision of personal voicemail and direct patching to Airwave terminals.
- During the inspection, some negative feedback was received in relation to certain aspects of the single non-emergency number. The main area of concern centres on the wait after the initial contact/response. Response times for answering calls to the single non-emergency number are on target; however, the force acknowledges that the subsequent routing and answering of calls can result in lengthy delays. This has potentially damaging consequences for public satisfaction, particularly since there is a charge for using the number. It is acknowledged by the force that callers who experience lengthy waits may hang up and re-contact the force via the 999 system, which again is an unwanted consequence of call-handling delays. HMIC is satisfied that the force is aware of this problem and is exploring ways to rectify the situation.
- The force leadership project will enhance the Citizen Focus training with clear standards being set.
- The marketing and media unit is developing a ‘vox pop’ approach to reinforce the Citizen Focus training, using messages from members of the public, who air their real concerns and communicate direct to staff what issues they want to be targeted/resolved.
- The Citizen Focus training has prompted divisions to review their front-desk functions and the way in which staff interact with members of the public – eg in relation to those recommendations in the *Every Child Matters* document on the way reports are taken at the front desk. The reviews identified specific knowledge gaps, and these are being addressed through training.
- A marketing and media plan has been developed to publicise the corporate standards – both internally (primarily by means of posters, pens, mugs and internal communication) and externally (using newspaper space and advertising). The marketing campaign is themed around the Humberside Police ‘Promise’; it will start with ‘We promise’ during the launch phase, and will conclude with ‘As promised’ during the reporting phase.
- There are examples of the performance monitoring of corporate standards at a local level, such as the ring-back pilot on D division, where the results of the ring-backs are recorded on officers’ PDRs.
- There is good evidence of formal and informal reward and recognition of all staff. As part of the force leadership project, a review of all approaches is being undertaken through the reward and recognition sub-group. Citizen Focus is an element for consideration by the sub-group.

## Areas for improvement

- The force uses a standard response leaflet for all victims of crime, irrespective of their ethnic background or vulnerability. This is detrimental to the ethos of citizen-focused policing, and the force should review the content of the leaflet, with a view to better targeting its message and the information it delivers.
- There are numerous methods available to members of the public to contact Humberside Police, but the evidence – confirmed by a number of sources – is that there is no corporate policy to manage that contact. As a result, people who make contact with the force could be managed in an inconsistent manner, with no guarantee of when their message will be dealt with. This is particularly important in the wake of the introduction of Neighbourhood Policing, when enthusiastic officers and staff may give the public their mobile telephone details. If a member of the public calls and the officer/staff member is not available or is on leave, this has the potential to cause dissatisfaction. It is also difficult to establish the true demand for service, and this, if it is not addressed, could lead ultimately to the skewing of resource allocation. HMIC urges the force to undertake research into the scale of the problem, and, if the findings warrant it, to introduce a standard contact procedure as soon as possible. The NPIA may be able to assist in this regard.
- For non-urgent contacts, the force may wish to consider the use of a team email box facility – something that has been used successfully in other forces. The mailbox can be accessed by other team members, so that appropriate action can be implemented even if the originating officer is absent.
- Feedback from a variety of areas during the inspection process (and confirmed during reality checking) indicates that the public is confused by the way the 0845 number is displayed on marked police vehicles. Examples were given of police attending incidents and callers reacting negatively to the fact that the force apparently deemed their incident to be a non-emergency. The force should undertake research with members of the public to ascertain the validity of this perception and, if it is confirmed, should take steps to resolve the confusion.
- The Citizen Focus training has been subject to an initial evaluation; however, no further evaluation is planned during delivery of the training. Given the investment and the expectation surrounding its impact on service delivery, the force should consider undertaking periodic dip samples with staff already trained, in order to determine their understanding and to identify any key issues that need to be reinforced for the remainder of the course. This will ensure consistency of understanding across the organisation when the training programme is completed.

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

### Strengths

- The chief officer lead for Neighbourhood Policing receives a quarterly report from each division that identifies progress on neighbourhood priorities and on all community-engagement activities taking place. This is a very comprehensive and substantial document, from which the chief officer lead prepares a composite report for presentation to the PA.

- A representative baseline of qualitative data was established through the Mavern survey, which was commissioned by the force and supported by the PA, and which was undertaken in February and March 2008 using a sample of 2,000 residents. This supplemented other regular surveys, eg the annual MRUK survey and the SMSR 'mystery shopper' survey. The survey showed that levels of satisfaction were significantly higher than those published by the British Crime Survey.
- The PA monitors the force's qualitative indicators on a quarterly basis at a meeting of its performance and scrutiny committee. This is a standing item on the agenda, and the minutes and reports from these meetings are published on the PA website.
- Documentation provided (relating to the corporate performance-review process in the performance-management guide) confirmed that qualitative indicators – including both perception and satisfaction – are utilised, and that qualitative data is available at both force and divisional level.
- There is a range of both formal and informal community feedback processes, these inform local priority plans and problem solving. The information is considered through the formal annual planning processes, and it also influences local priority setting on a more regular (monthly) basis.
- QoS and DC complaints are co-ordinated by the PSD because of the link with legislation associated with the IPCC. Any corporate issues arising from these complaints are promulgated by the PSD to the rest of the force, in the form of a regular digest.
- During the inspection, anecdotal evidence was reported of chief officers having been told by local councillors (who had recently been out canvassing for the local elections) that, for the first time many of them could recall, crime did not feature as an issue. Not only does this demonstrate how the force is using as many different sources as possible to ascertain public perception, but it is also a reflection of the progress made by Humberside Police in recent years.

### **Work in progress**

- At the time of the inspection, the force was in the process of analysing, in more detail, the results of the recent Mavern survey, so that information at sub-BCU level could be determined. The sample size of this survey (over 2,000 respondents) makes this approach viable.
- Citizen Focus issues and qualitative data are now starting to feature more prominently on divisional performance agendas. In Hull, the use of 'ring-backs' by supervisors is being monitored and, while the initial object is to provide feedback to staff and, where appropriate, effect a change in behaviour, in the long term it will also be a source of useful satisfaction data that can be monitored at a divisional level.
- The force has recently altered the performance-management guide and the DCC's monthly performance meetings in order to reflect the change to the assessment of policing and community safety (APACS). They also now take cognisance of partnership data in particular indicators and targets for CDRPs.

**Areas for improvement**

- HMIC applauds the use of the Mavern survey and the initiative in Hull to utilise citizens’ panels; these will both enable more accurate data to be obtained at neighbourhood level. However, the use of surveys, unless specifically targeted, can be problematic. The sample size, and the resulting high confidence intervals, can make data at sub-BCU level difficult to record accurately, while a larger base of respondents can be prohibitively expensive. The force should consider exploring different methodologies to assess how best to measure qualitative indicators at the neighbourhood level – eg focus groups, web-based responses, press feedback or monitoring of community meetings.
- HMIC was pleased to note that the force has included confidence and satisfaction in the new performance framework, monitored at a local level, in particular SPI 1.1. Other SPIs relating to this area of business are monitored on a quarterly basis at the DCC’s performance meeting. HMI considers that, in order to effectively drive both the Citizen Focus agenda and the NHP style, it is important to monitor as many qualitative indicators as possible and to ensure that there is an effective challenge process as well as monitoring in order to identify both good practice and also those divisions or departments that need to improve their delivery in this area of business.

**Performance Indicators**

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

FORCE	SPI 1e Satisfaction with the overall service provided		SPI 3b Satisfaction of users from minority ethnic groups with the overall service provided	SPI 3b Gap – comparison of satisfaction for white users and users from minority ethnic groups with the overall service provided
	Difference from MSF	2005/06 to 2007/08 change	2005/06 to 2007/08 change	12 months to March 2008
Humberside	- 2.3 pp	+1.4 pp	+17.7 pp	+5.7 pp

**Summary statement**

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

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

Satisfaction of users from minority ethnic groups with the overall service provided shows a statistically significant improvement.

There is a satisfaction gap between white users and users from minority ethnic groups with the overall service provided. Users from minority ethnic groups are 5.7 percentage points less satisfied.

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

## **Context**

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

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

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

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

### **SPI 1e – satisfaction with the overall service provided.**

77.5% of people surveyed in the year ending March 2008 were satisfied with the overall service provided, which is significantly worse than the average for the MSF.

Force performance was statistically unchanged in the year ending March 2008; 77.5% of people surveyed were satisfied with the overall service, compared with 79.8% in the year ending March 2006.

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

Force performance significantly improved in the year ending March 2008; 70.8% of users from minority ethnic groups were satisfied with the overall service provided, compared with 50.3% in the year ending March 2006.

There is a satisfaction gap between white users and users from minority ethnic groups with the overall service provided. Users from minority ethnic groups are 5.7% less satisfied. However, the current gap between white and minority ethnic victims of 5.7% has improved significantly, compared with a gap of 15.2% in the 12 months to March 2006.

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

## Strengths

- The SPI data also shows that the force is stable against its own performance over time, the figure increasing by 1.4% when the 12-month period to March 2008 (77.5%) is compared to the 12 months to March 2006 (76.1%).
- The satisfaction of victims of road traffic collisions for the 12-month period to March 2008 is above the MSF average for all categories. Satisfaction for the whole experience, at 88%, is the highest of the MSF group, and, at 94%, satisfaction with the treatment received is also the highest in the MSF group.
- While not addressing SPI 1e specifically, the recently commissioned Mavern survey did show that 82.8% of respondents feel safe or very safe in their area, and 70% now think the police and PCSOs are doing a good or a very good job.
- The force has seen a significant change in the levels of satisfaction of minority ethnic victims with the overall service provided – from 53% in March 2006 to 70.8% in March 2008; this is the biggest change in the MSF group and the fifth largest improvement in the country, and is the result of a significant investment in this area of business. Some excellent work has been carried out by the force's diversity unit, involving both service recovery and the delivery of a premier service.
- The gap between the satisfaction of white victims and those of minority ethnic origin is a key indicator for this area of business, and the force has shown significant improvements over the past two years, reducing the gap from 15.2% to 5.7% – a change of 9.5%. Given that this has not been at the expense of a reduction in white satisfaction, this improvement is even more noteworthy – both areas have improved. Over the two-year timeframe, the satisfaction of white victims has continued to rise, up from 68.2% to 76.5%, while the satisfaction of minority ethnic victims has risen from 53% to 70.8%.
- Minority ethnic satisfaction is monitored at the DCC's performance challenge meeting and appears as a standing agenda item. Research has indicated that it was not at the stage of the initial contact that the force was underperforming, but rather during follow-up and in the process of keeping the victim informed. The diversity unit is responsible for the service recovery programme, where all minority ethnic victims are contacted by the unit and kept informed of the progress of the case or the outcome of the investigation. This concentrated effort has significantly contributed to the overall improvement in the statistics.

## Work in progress

- The force is aware that performance in relation to SPI 1e (satisfaction with the overall service) and the other associated indicators in this group has lagged behind the MSF average throughout 2007/08. This SPI now features as a regular item on the agenda of the DCC's monthly performance meeting. One of the overall objectives of the corporate Citizen Focus project is to improve satisfaction, and the force is making a significant investment in this area – eg by training all staff in the principles of Citizen Focus and specific work streams to address key areas.
- The force has identified and acknowledged that there is more work to do in relation to the victims of racist incidents, where the satisfaction rates are lower than the MSF

average. A similar approach to that adopted for minority ethnic victims, which has proved so successful, is being adopted for victims of racist incidents.

### **Area(s) for improvement**

- HMIC acknowledges the efforts made by the force to address quantitative performance. This helped the force achieve disengagement from the PSU during 2007. However, there now needs to be an improvement in qualitative performance. The data for SPI 1e (satisfaction with the overall service provided) shows the force's performance to be significantly (2.3%) below its MSF average. The indicators SPI 1a–1d also leave room for improvement. While the MSF group will undoubtedly assist the force, it remains a fact that performance in this area of business needs to improve. The results obtained in relation to victims' satisfaction with their treatment when involved in road traffic collisions prove that a significant improvement is possible and within reach. The force should undertake an analysis of what factors influence these very good results, and determine whether they are easily transferable to other areas of business.
- HMIC acknowledges the significant improvement in minority ethnic satisfaction and the reduction in the gap between white victims and minority ethnic victims; however, the gap of 5.7% is still too large. The force needs to continue the positive activity being undertaken in this area, in order to narrow the gap still further – with the aim of reducing it to zero within two years.

### **Developing practice**

See Appendix 2.

## Appendix 1: Glossary of Terms and Abbreviations

### A

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

### B

BCS	British Crime Survey
BCU	Basic Command Unit
BPA	Black Police Association

### C

CDRP	Crime and Disorder Reduction Partnership
CMU	Crime Management Unit

### D

DCC	Deputy Chief Constable
DV	Domestic Violence

### G

GO	Government Office
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### H

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

**I**

IAG	Independent Advisory Group
ICT	Information and Communications Technology
liP	Investors in People
IS&T	Information Systems and Technology

**L**

LCJB	Local Criminal Justice Board
LSCB	Local Safeguarding Children Board

**M**

MAPPA	Multi-agency Public Protection Arrangements
MPR	Monthly Performance Review
MSF	Most Similar Force(s)

**N**

NCRS	National Crime Recording Standard
NIM	National Intelligence Model
NHP	Neighbourhood Policing
NPIA	National Policing Improvement Agency
NSPIS	National Strategy for Police Information Systems

**O**

OBTJ	Offender brought to Justice
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**P**

PCSO	Police Community Support Officer
PFI	Private Finance Initiative
PI	Performance Indicator
PIP	Professionalising the Investigative Process

PURE      Police Use of Resources Evaluation

**Q**

QoSC      Quality of Service Commitment

**R**

REG      Race Equality Group

**S**

SARA      Scanning, Analysis, Response, Assessment

SOCA      Serious and Organised Crime Agency

SPG      Strategic Performance Group

SPOC      Single Point of Contact

**T**

TCG      Tasking and Co-ordinating Group

## Appendix 2: Developing Practice

**INSPECTION AREA:** Neighbourhood Policing - Hull

**TITLE:** Common Tasking Framework – A Partnership Problem-Solving Model

**PROBLEM:** Provision of a common method to identify and tackle community-identified problems by crime and disorder reduction partnership (CDRP) partners. Effective tasking of partnership resources.

**SOLUTION:** Common tasking was implemented after many years of having various agencies striving to resolve issues within communities – at different levels, on their own or in an unstructured way – and not always achieving their aims.

The common tasking framework (CTF) is a structured method of problem solving to address community priorities, and is common to all members of the CDRP. A key element is to provide solutions to local problems; in doing so, all the agencies in the CDRP agree to consult with the community and allow it to identify its own priorities.

The CTF provides the structure that leads to effective problem solving, with strict accountability mechanisms to ensure that priorities are addressed. All partners are signed up to the tasking and co-ordination process that lies at the heart of the CTF.

Consultation takes place every three months at ward level, in forums known as community safety action partnerships (CSAPs); there are 23 of these across Kingston Upon Hull. The community chooses the top three priorities, and these are worked on over the next three months, running up to the next CSAP meeting. Good practice is identified through the common tasking delivery board and is forwarded to all (CSAPs), which are expected to implement that good practice.

An internet-based tasking system has been developed to provide a single record of the problem, visible to all partners, to enable more effective management. The system allows actions to be tasked remotely across the partnership, ensures that duplication does not occur and records the accountability and delivery of all partners.

A problem 'owner' is identified for each and every priority. This can be anyone from the partnerships or the community who is able to actively assist in tackling the priority. A tasking officer from the local authority is responsible for overseeing the priorities.

At the CSAP meeting, the problem owners report back, and a decision is made by the community as to whether the priority has been satisfactorily resolved. If further work is required, the CSAP can decide that the priority will remain in place for the next three months or until it is resolved to the satisfaction of the community, or until it is agreed that it cannot be progressed any further.

Problems can be passed to the area tasking team meeting, which is held every two weeks to address common or cross-ward issues or those that have greater resource requirements. Area-based multi-agency tasking then co-ordinates any broader activity, with any issues that cannot be resolved being referred to the CDRP delivery board.

All levels of tasking are supported by intelligence.

**OUTCOMES:** To date, over 276 priorities have been raised and resolved. Residents are given the opportunity to discuss issues and to be part of a problem-solving process. A project team is in operation to look at each of the strands of the CTF process and to demonstrate to residents that we are listening and delivering the right services at the right time.

**FORCE CONTACT:** Chief Inspector Scott Young, Neighbourhood Policing, Hull

<b>INSPECTION AREA:</b> Neighbourhood Policing
<b>TITLE:</b> Internal Marketing of Neighbourhood Policing
<b>PROBLEM:</b> As Neighbourhood Policing teams (NPTs) were being developed, there was no central repository for good practice, information sharing, good news and initiatives.
<p><b>SOLUTION:</b> A Neighbourhood Policing website has been introduced on the force intranet system.</p> <p>Launched in December 2007, it is designed to share best practice, keep neighbourhood staff up to date, and show response and crime investigators how Neighbourhood Policing can help them. It was advertised to all staff by email, word of mouth and during briefing events. The site has undergone change, following suggestions from NHP officers regarding content. Most pages have a click link to the NHP project, so that officers can submit suggestions or items they wish to have published.</p> <p>The website contents include the following pages:</p> <ul style="list-style-type: none"> <li>• Information – each division highlights future community meetings, links to each NPT's <i>Streetbeat</i> (the neighbourhood information leaflet), links to its local authority website and a contact list.</li> <li>• Good practice – sharing information around the force. This includes links to force directives on completion of crime reports, investigation of crimes, and items that officers would otherwise waste a lot of time searching for on the intranet.</li> <li>• Good news – sharing good news and good work. This normally includes a photograph of the police constable (PC) or PCSO highlighted.</li> <li>• Initiatives – broadcasting force-wide, divisional or individual NPT campaigns.</li> <li>• NPJA – links to publications, eg monthly digests and newsletters.</li> <li>• Home Office – links to reports and e-bulletins.</li> <li>• Links to useful internet websites that are relevant to Neighbourhood Policing – eg NPJA, national neighbourhood development, CDRP news, neighbourhood initiatives, problem-oriented partnerships and the Police National Legal Database.</li> <li>• Dealing with diversity – sharing information on various topics, including how to engage with hard-to-reach communities, PowerPoint™ presentations, a community cohesion toolkit, phrase books, etc.</li> <li>• Engaging with young people – sharing information on initiatives in schools, youth clubs, youth watch schemes, etc.</li> <li>• NHP project – each work stream has its own page – community engagement, performance, intelligence, marketing, integration, staffing/supervision – on which the minutes of each meeting are published.</li> <li>• Documentation – links to minutes of meetings of the NHP project board and NHP champions.</li> <li>• Locate officer – using collar number or postcode.</li> <li>• Mosaic – Mosaic information about the area and how to interpret Mosaic.</li> <li>• PCSOs – legal powers.</li> <li>• A search facility of the entire site.</li> </ul>
<b>OUTCOMES:</b> A hit counter shows an average of 100 visits per day to the website – not just by NHP staff but also, we are informed, by the incident response team (IRT) and other areas of the force.
<b>FORCE CONTACT:</b> Adrian Crosby (site developer, N-Policing) Humberside Police HQ

## Appendix 3: Assessment of Outcomes Using Statutory Performance Indicator Data

### Context

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

The survey results come from two different sources:

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

### Understanding survey results

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

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

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

### HMIC grading using survey results

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

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

## Understanding significant difference

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

This greater level of precision is the reason why a difference of approximately two percentage points is statistically significant<sup>2</sup> in the case of the user satisfaction indicator, whereas a difference of around four percentage points is required for the BCS indicators. If the sample size is small, the calculation is still able to show a statistically significant difference but the gap will have to be larger.

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

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

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