Inspection of Nottinghamshire Police

Annexe to the Executive Report

June 2006

1   Delivery

1A   The extent to which objectives and targets, owned by Command Team members in their plan entitled 'From Better to Best', are implemented and begin to deliver positive performance outcomes.

A structured 'Better to Best' plan and governance system with visible and updated accountability mechanisms in place. Delivery of priority projects from 'Better to Best' that is having performance improvement outcomes

1A.1   In order to drive delivery against 'Better to Best' objectives and targets, the force put in place project management structures in July 2005 including a delivery board and a dedicated superintendent leading a small team. Through the 'Better to Best' 'tracker' document, progress against 65 different strands was monitored and assessed, with periodic review by the board and day to day monitoring by the team. Early board meetings set out the momentum, tone, parameters and key actions of 'Better to Best', and staff across the force have implemented a wide range of initiatives (in addition to their day-to-day work) that have led to improvements in service delivery across a number of business areas. More details of those improvements are given throughout this report, but there has been most progress in the implementation of the major crime plan and latterly in neighbourhood policing.

1A.2   Each project for delivery within the tracker document had a command lead and delivery lead. Through use of an IT programme, both summary and detailed progress was accessible across the intranet, updated by delivery leads and the programme team. There were occasions when the tracker (or associated documentation for the programme boards) was not as complete and/or timely as it should have been. There were also at least two examples where progress was identified as not sufficient. However it was also clear that swift action followed once this was identified, and particular efforts were made at regular intervals to ensure the most up to date information was available. Given the size and complexity of the project, together with the requirement for delivery leads to combine this work with the day-to-day business of policing Nottinghamshire, this was not unreasonable.

1A.3   Delivery against the individual lines of 'Better to Best' is detailed below.

Significant progress in implementation of the major crime plan

1A.4   At the request of the Chief Constable, the PSU funded a report from 'Dream Policing Consulting' that was completed in September 2004, and which was titled 'An Organisational Response to Serious and Organised Crime'. The report had 31 recommendations, 21 of which were agreed to be for the force to action. These included a single ACC for crime, a training needs analysis for homicide investigators, improvements in the accommodation for major enquiries, the creation of a serious and organised crime unit and level 2 source handling unit, a witness protection unit and   improvements in level 2 capacity for technical support. Project management was put in place by the force, and

by April 2005, 6 of these recommendations had been 'signed off' as completed.

1A.5   However when the force was inspected in April 2005, it was found that follow-up by the Force was still in an early stage, and that sound recommendations from the Dream Policing report could have been taken forward at an earlier stage. Thus delivery of the actions of the major crime plan became a key indicator of success in this inspection.

1A.6   Building on the Dream Policing report and supported by the work of specialists who worked with the force during the time of the strategic advisor, the force has now made progress in the processes and strategies driving serious crime, homicide investigation, level 2 criminality and intelligence. A dedicated programme manager was put in place by early July 2005 to supplement existing staff, and early implementation has been put in place against a longer term plan for further enhancement and development. Aspects of the plan have been implemented as follows:

•   **Level 2 unit operational and functioning**

The level 2 unit is now operational and functioning, building on the existing strong skills base for level 2 operations combining with key operational units such as fraud, high tech and surveillance. Early appointments were made at senior level, and the team was almost at its established level at the time of inspection. There is a good sense of team spirit within the unit, with recent successes at level 2. The unit is tasked and held to account through the level 2 force tasking process, and each section has its own policy and terms of reference within an overall level 2 unit strategy and plan. Performance targets for level 2 activity in the force are dealt with in more detail in section 2A of this report.

•   **Level 2 dedicated source unit operational and functioning**

A dedicated level 2 source handling unit was also set up in July 2005 through widening the remit of the existing Stealth source handling team. The unit provides 100% coverage for current operations, but there are still opportunities for the team to expand its coverage into all parts of the force area. Its current establishment is a sergeant and 4, with plans in place to extend to 2 sergeants and 6 in 2006/7. It was not clear at the time of inspection whether this expansion would be possible, given the budget settlement. A number of issues are being discussed separately with the force concerning this unit, including standard operating procedures, risk assessment of their location and management vetting of staff. It was also apparent that the performance measures in place for the team were limited, and not used extensively to measure the performance of individuals within the team. HMI suggests the incoming director of intelligence should incorporate performance accountability measures into a review of the unit and its staffing levels as part of the budget settlement issue.

- **Homicide training and recruitment strategy in place and progress being made in both areas**

The recruitment of additional staff into the homicide unit (augmented in July 2005) progressed well, although significant concerns about the staffing levels and establishment of the unit are dealt with at section 1B of this report. Training for these staff in key job-specific courses such as Holmes (IT) and the roles within a major incident room have been scheduled and are progressing against a plan which extends in detail to July 2006. A training needs analysis (TNA - designed to identify other areas of training required for individuals over and above the mandatory training) was identified as a requirement during the work of the strategic advisor in spring 2005. The force learning and development unit did not have sufficient capacity to complete this work, and at a meeting in September 2005, the PSU agreed to provide funding for consultancy. The draft TNA was not received by the force until early February 2006, and at the end of March 2006, was still not finalised. However it is a substantial document and the bulk of the work is complete. The TNA has been delivered to the force training co-coordinator for inclusion at the strategic training group. Delivery of the training is going to cost an estimated £60K.

- **Programme of works for completion of three Major Incident Rooms close to conclusion**

The review team visited premises in April 2005 and found that some murder investigations were being conducted in accommodation that was not fit for purpose, although there was a plan in place to provide upgraded facilities. The position has now significantly improved. Three dedicated major incident rooms (MIRs) have been completed, one with research and analytical functions in place. The fourth MIR is part of a larger project that will be complete in April 2007. The MIRs are strategically placed in the force area to ensure appropriate coverage and greater efficiency of operation.

- **Director of intelligence in post with a delivery plan**

A further key aspect of the major crime plan was the appointment of a director of intelligence (at Chief Superintendent rank) with a delivery plan in place to improve the provision and use of intelligence within the National Intelligence Model. This was to build on the work of the NIM steering group which had been in place for some time. The first appointee to the position of Chief Superintendent, Director of intelligence was in place in September 2005, and quickly put together an intelligence delivery plan. Broken down into 5 key areas (force intelligence directorate, NIM, tackling level 2 criminality, managing risk and covert techniques), prioritised objectives are identified, with explanatory sections sitting behind this comprehensive plan. The overall delivery date for actions is 31 July 2007, with each action allocated to a delivery lead. The first director of intelligence has since been appointed to a national position within the Serious and Organised Crime Agency (SOCA) (Designate), and the force pressed ahead with the selection and appointment of a new director, who took up position in January 2006. On reviewing the
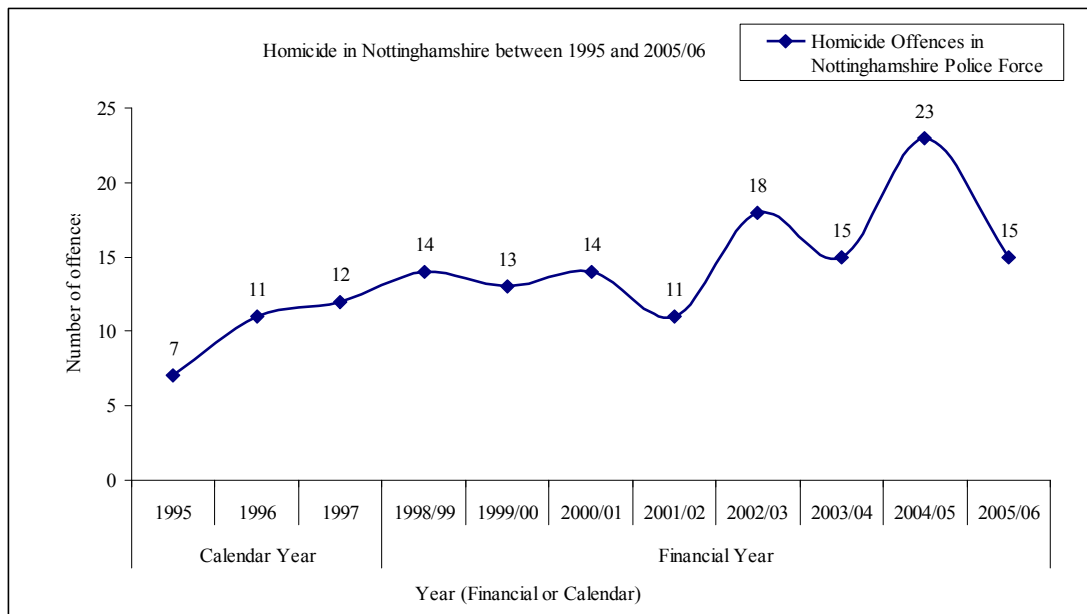
delivery plan, it was recognised that it should include enhancing the neighbourhood policing intelligence function, and this is underway. The force has requested the support of the National Centre for Policing Excellence (NCPE) NIM team to ensure that force intelligence structures and products are fit for purpose. Whilst it is understandable that in some areas, activity may be formally put on hold pending the outcome of this review by NCPE, it was disappointing that in mid February 2006 there was still no structured meeting taking place to assess progress against the delivery plan[1]. This is a key area of business, and monitoring its implementation is essential to ensure that forward momentum is maintained.

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[1] It is noted that the new Director of Intelligence has now introduced a fortnightly review with his senior management team to monitor progress, and that the NIM steering group monitored the priority actions of the Plan at its meeting in December 2005.

1B   The likely impact of these objectives on the overall reputation of the force

Significant progress towards a full homicide unit establishment, and financial arrangements between the unit and BCUs having more strategic clarity

1B.1   The Force has adopted an approach which would see a slightly larger core establishment of the homicide unit organised into four teams working from the three new MIR centres. It was anticipated that this unit would be self-sufficient for Category A and B offences other than in periods of very exceptional demand. At the same time, staff seconded into major crime enquiries would be returned to their divisions as soon as they could be released from the enquiry.

1B.2   Four teams were formed from existing staff in the homicide unit, and recruitment took place to fill the remainder of the 80 established posts. Morale is high, progress is being made in incident room training (see section 1A), and a new more efficient shift pattern has been adopted. An additional DCI and four DIs were recruited into the unit to offset the hitherto disproportionate caseload carried by SIOs and their deputies. In total, four detective chief inspectors and eight detective inspectors are now managed by two detective superintendents. The homicide unit allows for better initial management at early critical stages as well as post charge. Deployment of staff within the homicide unit is more focussed and linked to skills and training in MIR roles.

1B.3   Service level agreements are in place with BCUs to cover the release of additional BCU staff on a temporary basis to conduct short-term enquiries such as house to house, with evidence of their early use. BCU personnel report a relief in pressure on BCUs as a result of the realignment of the unit. There have also been examples where homicide unit staff have supported divisional crime enquiries (such as a rape investigation) where commitments allowed, and this is to be commended.

1B.4   Standard operating procedures have been developed by the homicide unit, which set minimum standards for all aspects of an investigation, and set out clearly what is expected of staff fulfilling various roles. The media support given to senior investigating officers during the course on an enquiry has also improved, and is to be commended.

1B.5   There has been a significant decrease in homicides and firearms-related incidents in Nottinghamshire during 2005/6 in comparison with 2004/5. A number of reasons have been put forward by the force to account for these reductions, not least of which is the success of Operation Stealth. Other reasons put forward include the impact of the murder of Danielle Beccan within the community, new minimum jail sentences for the use of firearms and improved partnership working. However there is no persuasive results analysis to confirm this.

Homicide in Nottinghamshire between 1995 and 2005/06

1B.6 In an attempt to release resources for other priorities as a result of the less than favourable budget settlement announced in January 2006, the force has decided it is unable to fill the remaining tranche of posts in the homicide unit, amounting to 25% of the strength of the outside teams of the unit. This was on the basis of the recent reduction in homicides in the county. That cutback in available resources is premature given that the reduction in homicides is so recent following a sustained period of high demand. Whilst this decision is based on the professional judgement of the force, it is not based on a full understanding of the homicide problem and persuasive results analysis work.

1B.7 The force argues that should the numbers of homicides start to rise again, it could second officers from BCUs into the unit to absorb the additional work, and has BCU commanders' agreement to do so. The force will look monthly at the homicide profile to ensure a swift response. Whilst this approach is recognised, there is a danger that BCUs would once again be disrupted in providing core services, and inexperienced and/or untrained staff would be drafted in to learn 'on the job'. If 25% of the strength is not currently required for homicide enquiries, those staff could be seconded to the level 2 unit and/or tasked though level 2 tasking processes.

Programme of pro-active level 2 operations both internally and externally supported.

1B.8 From 1998 onwards the force has enjoyed the support of external law enforcement agencies, NCS, NCIS and HMC&E in advancing aspects of operations where their expertise could be brought to bear. This programme of proactive level 2 operations continues to be supported both externally and internally in Nottinghamshire. Four organised crime groups have been successfully disrupted by the force with NCIS and NCS support. There has been regular assistance from the East Midlands Special Operations Unit and NCS. Specialist analytical work has been provided to the force by the local

NCS branch office to speed up financial and seizure assessments. In terms of internal support for level 2 operations, sizeable cash seizures and sequestrations are being progressed by the force, which is likely to hit its target. Forensic computer examinations have increased by 463% over the last 4 years, and the force has received PSU funding and support from another force for forensic computer examinations during Operation Country in 2005.

1B.9   The force performs very well compared to the average of its most similar force peer group for drug trafficking enforcements.

1B.10   The force is aware that the central financial investigation unit is engaged more on level 1 than level 2 activity, and has begun awareness training for BCU staff as a first step towards rectifying this. Its capacity to deal with asset confiscation is to be extended further during the coming year by the addition of a sergeant and four investigators in the central unit and training for approximately 20 financial intelligence officers at divisional/departmental level.

1B.11   Of more concern is the technical support capacity of the force to support level 2 operations. Each division has a supply of technical equipment and staff trained in its deployment, but the central team is extremely limited in its capacity. Two reports have already been submitted by its current line manager, the scientific support manager, recommending options for change, a matter referred to in the force's baseline assessment 2005[2]. The decision to increase capacity has been deferred pending regional comparison and potential collaboration, and to an extent the growth in the EMSOU will enhance the regional TSU capacity. However the opportunities for Nottinghamshire to use this equipment for its own work are so limited, and there is a risk that vital equipment will not be available when required given other regional demands upon it, that Nottinghamshire will need to progress its own solution[3].

Establishment of a force-wide plan and progress against neighbourhood policing implementation at pathfinder sites.

1B.12   The force has two pathfinder sites for neighbourhood management on the city division. (Operation Kingdom on the Bestwood estate is not an official pathfinder site, but is a further example of neighbourhood management principles.) At each pathfinder site, the community is engaged through the establishment of local area groups, who decide upon policing priorities. There is evidence of joint tasking and problem solving in cases of anti social behaviour and tackling local problem families. Problem profiles are being developed where swifter solutions are not appropriate, with all of these options being managed by a weekly operational partners meeting. Police officers and police community support officers (PCSOs) work alongside council wardens and other council employees (such as the community cohesion and engagement staff) to address these local concerns. The force is using its financial reserves imaginatively to bring forward the recruitment of additional

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[2] Baseline assessment 2005 Tackling level 2 criminality AFI.
[3] Having considered the limited opportunities for extended collaboration, the force, as at 1 April 2006, has introduced a programme of work that they believe will cater for the current shortfall.

PCSOs, and a PCSO working group has been set up to assist in the roll out of neighbourhood management. A superintendent has been seconded to the city council in Nottingham working for the director of community safety to ensure that the pathfinder sites are progressed across the city and to maximise the communication between council and force.

1B.13 As yet, special constables are not included in the current pathfinder sites in Nottinghamshire, although this is the ultimate aim, and the force is currently reviewing its structure for the special constabulary[4]. There are also greater opportunities in terms of briefing partners such as the council wardens on a daily basis as police employees are. However the opinion of those monitoring the implementation of neighbourhood policing on a national level is that Nottinghamshire compares favourably with other similar pathfinder sites. One issue remains. Two pathfinder sites have been implemented, and the force's aim is to roll out the model across the force by April 2008. Each BCU has a link project manager to assist in that roll out, however as yet there are no firm plans for a third site. This should be addressed as soon as practicable in order that momentum is not lost[5].

1B.14 Successful delivery of Operation Kingdom will boost the confidence of partners and demonstrate to Nottinghamshire Police staff that success, in an area that has gathered a significant mythology, is achievable. In July 2005, the plan to deliver citizen focus in general and neighbourhood management in particular lacked clear detail, and made judgement about impact impossible to assess at that stage. During the course of this inspection, partners spoke highly of the commitment of key individuals in delivering Operation Kingdom (on the Bestwood estate) and neighbourhood policing, together with partnership working in general on the city division. Progress is being made in this area, however it is essential that neighbourhood policing becomes part of the weave of policing in Nottinghamshire in the longer term rather than reliant on individual catalysts for change. In addition, neighbourhood policing is only part of the wider citizen focus agenda, including community engagement, user satisfaction and the national quality of service commitment. It is essential that progress is made on all these fronts.

Marketing of successes to partners and the public

1B.15 Reputation management for the force was an important part of the Better to Best programme, and the new structure for the corporate communications department has led to more effective reputation management by the force to its external partners and the public[6]. New internal and external communications managers have been appointed, which has increased the capacity of the department to deliver a better media profile and keep partners and key

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[4] It has always been the forces intention that special constables form part of the Safer Neighbourhood Teams and this was formalized in the deployment strategy, within the Safer Neighbourhoods Strategy completed, in March 2006.
[5] Divisions presented their roll out plans on 31st March, which identify which order they intend to activate their Safer Neighbourhood teams, all of which will be in place and fully functional by the target date of April 2008.
[6] Internal issues are dealt with at section 4A of this report.

stakeholders informed. The force now releases a fortnightly newsletter to a wide variety of external contacts. This is also available on the web to members of the public. The force actively engages with local editors and journalists. The corporate communications strategy is clearly a key factor in any planned or reactive operation conducted in Nottinghamshire. For example during a murder investigation, the end of trial media coverage is considered during the investigation stages of the enquiry in order to capture prime footage for future release. It has already been noted that senior investigating officers value highly the support they now receive from the press officers assigned to their enquiry. New initiatives including the opening of Carlton custody suite and marketing Operation Kingdom have also been well supported by the corporate communications department to show the most positive impact on service delivery and performance.

2A   **The commitment within the 'From Better to Best' strikes a consistent balance between performance against Volume Crime, Serious Crime and the response to the Citizen Focus agenda**

New performance management processes in place for level 1 incorporating 'Silver Commanders'

2A.1   In July 2005 it was noted that the challenge with acquisitive crime was to maintain the momentum that had been achieved since the force became engaged with the PSU, whilst simultaneously broadening the performance agenda. The new silver command structure and remodelled Focus process needed to continue to deliver improved performance.

2A.2   During the intervening time, the silver/bronze commander structure has been developed. Originally silver commanders were force policy leads, who identified good practice and managed interdependencies between their areas of work. They meet at a monthly meeting chaired by the ACC Crime, with the aim of sharing information and ensuring a consistent cross-divisional approach to crime reduction. As the process matured the force developed a more sophisticated, strategic approach with a silver commander for violent crime with bronzes for night time economy violence, youth violence, domestic violence, and a silver commander for acquisitive crime and bronzes for the specific crime types. There are also silver commanders for anti-social behaviour (ASB), criminal justice (CJ) and offender management. Booklets are being developed detailing investigative standards and standard operating procedures for operational officers and staff, to be replicated on the intranet. Presentations at force Focus group by silver commanders allow BCU representatives to go back and check that their divisional staff are applying best practice. One example cited of their success is the market reduction week in November 2005, where there were operations to disrupt the markets for stolen goods.

2A.3   Silver/bronze commanders have been responsible for putting together a development plan in conjunction with the force control strategy in their area, as well as monitoring implementation (silver) and keeping up to date on current national good practice (bronze). However some plans have only been in place since November/December 2005, therefore it is too soon to say how effective they will be.

2A.4   The silver commanders meeting is rightly not a performance meeting where staff are held to account for volume crime performance: that is the role of the force Focus meeting, and the chief constable has made it clear that this will happen. In the silver commanders' terms of reference, they are responsible for monitoring implementation of delivery plans across the force. The force Focus performance meeting terms of reference also includes monitoring the implementation of delivery plans. What should be made clear is the status of these delivery plans, based on proven good practice. Some senior managers regarded the standard operating procedures and plans of the silver commanders as optional and advisory only and there did not appear to be any

quality checking against the application of the recommended good practice on that division.

2A.5 One method of giving incentives to encourage the use of good practice would be to give silver commanders a budget which BCUs could bid for in their volume crime area. There are however other methods of ensuring good practice are adhered to which may be more appropriate in Nottinghamshire. What needs to be quite clear is that proven good practice should be followed unless there is a clear case as to why it is not appropriate on a particular BCU, and that key senior managers buy into this process and ensure that this happens on their BCU through local quality assessment. What also needs to be made clear is where that accountability will take place: at the volume crime group (with divisional crime managers and chief inspectors operations) or at Focus (with divisional commanders).

2A.6 The silver/bronze structure for volume crime is a good structure to adopt, and the force is moving in the right direction. Some silver delivery plans took time to emerge, and there is need for further development to ensure that good practice is followed and monitored. However the silver/bronze commander structure will assist in delivering improved performance in the reduction and detection of crime.

Serious and organised crime incorporated into force Focus process
Reference to citizen focus and PPAF targets within performance management

2A.7 'Better to Best' overtly recognises the need to balance performance against acquisitive crime with the development of approaches to serious crime and the Citizen Focus agenda. As part of this process, the force Focus performance meeting has recently included performance data on major and serious crime. For example, data on homicides, gun crime and public protection were presented at the January 2006 meeting. Whilst this was good quality statistical information and was presented well, there was little discussion or review. In addition, there was little qualitative data available over and above standard national performance indicators, and at the time of inspection the level 2 performance framework had yet to be signed off.

2A.8 Key individuals were not able to be present at the Focus meeting in January 2006, and there was little 'drilling down' into the performance data. This is an issue not dealt with well by other forces nationally, and as this was its first presentation at Focus, the force aimed simply to 'socialise the data'. However little real progress has been made on this aspect of the assessment criteria. This is disappointing given the scale and nature of the challenge facing Nottinghamshire.

2A.9 Citizen focus data has also been presented to Focus performance meetings (in September and December 2005). Primarily this data was at force level, ie it could not be broken down by BCU or LAC (with the exception of satisfaction data). It is intended that as part of the neighbourhood policing agenda, the force will measure the baseline satisfaction levels of residents in an identified area against which to measure progress. Discussions have also taken place in

the force as to how the citizen focus indicators will be expanded upon to allow for a better understanding of how to improve performance.

2A.10   The inclusion of serious crime and citizen focus performance information for discussion at the force Focus performance meeting is part of the new Focus agenda, where on a rolling programme, performance information in the six PPAF domains of citizen focus, reducing crime, investigating crime, promoting public safety, providing assistance and resource usage are being discussed.

2A.11   In the Focus meeting observed as part of the inspection (January 2006), there was a greater level of discussion within the section concerning providing assistance than was the case for serious crime. The chair questioned strategic leads for roads policing and demand management on actions taken to address a selection of PPAF domain data (as well as baseline assessment areas for improvement), and in future meetings, strategic leads will present to colleagues their assessment of how performance could be improved.

2A.12   This broadening of the agenda is welcomed, but it is important that all the SPIs for each PPAF assessment area are considered rather than a selection. For example, in the meeting in January 2006 roads policing was discussed, part of which included an examination of the department for transport's ten-year target for casualty reduction. However they did not discuss the SPI on those killed and seriously injured in road traffic collisions, where the force's poor relative position was the main factor in a 'poor' assessment in the PPAF promoting safety domain in 2004/05. By focusing on all SPIs, particularly those graded 'poor', the force would maximise its opportunity to lift PPAF domain scores in 2005/06 and 2006/07.

2B **The prospects for continuing improvements against all relevant performance targets**

Directional and sustainable improvement against core performance targets, having impact on closing the gap on MSF.

2B.1 In order to assess Nottinghamshire's performance for this criterion, the following principles was used:
- The data period under scrutiny is April 2005 to March 2006, compared to the same period in 2004/05 where appropriate.
- 'Core performance targets' are crime rates and sanction detections in all crime, domestic burglary, robbery, vehicle crime and violent crime.
- Performance will be measured at force and city BCU level. Other BCUs will not be individually tracked, although their overall performance achievement will be taken account of in the force totals.
- The force's performance against its own targets will be our primary assessment method, as set by the police authority.
- It is acknowledged that achieving the 2005/06 police authority targets will not necessarily assist the force in improving its MSF comparative position on all indicators. A second assessment will therefore be made of whether the 12-, 6- and 3-month trends on each performance indicator as at 31.12.05 is sufficient to maintain a minimum 'fair' (performance versus peers) grading in the PPAF assessment, or how long it would take to reach a 'fair', assuming trends were maintained.

Performance against police authority targets

2B.2 The force achieved only one of its crime reduction targets, burglary dwelling, in 2005/06. With one exception, the force performance in 2005/06 did not match that of 2004/05, the exception being criminal damage.

2B.3 In terms of crime sanction detection targets, the force only achieved one of its police authority targets, that for the sanction detection of violent crime. The sanction detection rate for all crime was very close to target, however, and with the exception of detections for robbery, performance in 2005/06 improved on that of 2004/05.

Crime reduction against targets 2005/06 as at 31 March 2006 – Nottinghamshire

	Reduction rate 2004/05	Reduction target for 2005/06	Actual Reduction 2005/06	Sanction detection rate 2004/05	SD rate target for 2005/06	SD rate 2005/6
Total Crime	-10.1%	-7.1%	-3.5%	16.4%	21.5%	21.2%
Burglary dwelling	-23.4%	-13.4%	-14.5%	8.0%	11.4%	10.2%
Robbery	-21.6%	-5.5%	4.9%	19.5%	23.3%	18.3%
Vehicle Crime	-19.6%	-13.2%	-1.0%	4.3%	7.3%	5.2%
Violent Crime	3.0%	-0.9%	8.0%	36.2%	43.7%	45.7%
Criminal Damage	10.3%	0%	5.8%	8.7%		11.2%

2B.4 For the city BCU, the picture is less favourable, in that the BCU did not achieve any of its reduction targets, and only achieved its sanction detection target for violent crime. Again, the crime reduction performance in 2005/06 failed to match that of 2004/05, but with the exception of robbery, sanction detection rates exceeded those of 2004/05.
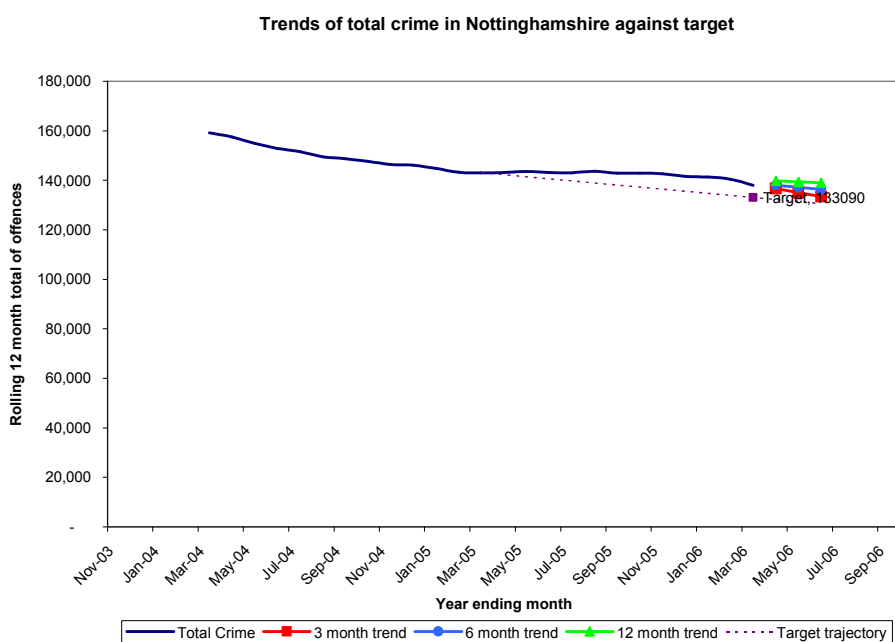
Crime reduction against targets 2005/06 as at 31 March 2006 – Nottingham city BCU

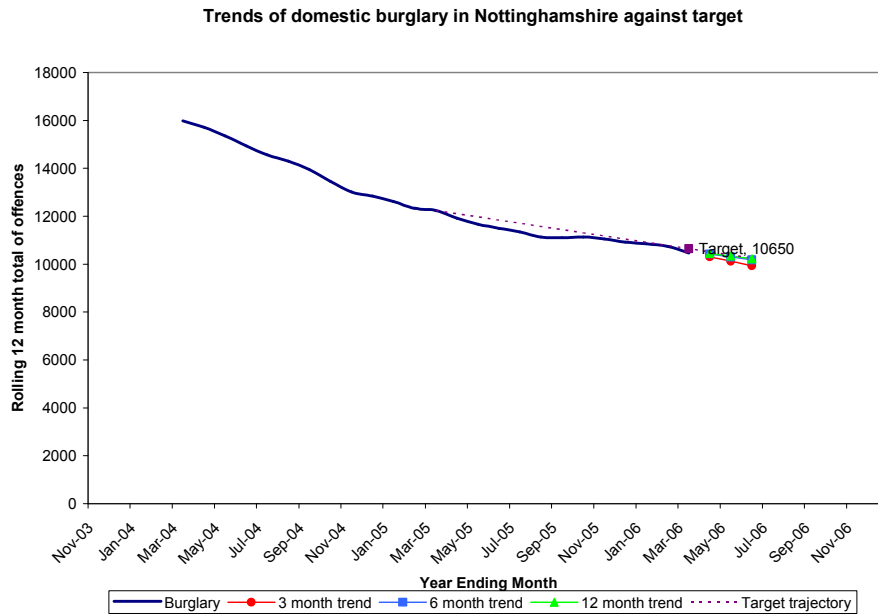|	Reduction rate 2004/05	Reduction target for 2005/06	Actual Reduction 2005/06	Sanction detection rate 2004/05	SD rate target for 2005/06	SD rate Apr to Mar 05/06
Total Crime	-8.0%	-7.1%	-4.9%	14.6%	21.0%	20.7%
Burglary dwelling	-14.1%	-13.4%	-10.0%	5.6%	9.7%	9.2%
Robbery	-18.9%	-5.5%	3.1%	16.3%	20.5%	15.9%
Vehicle Crime	-19.5%	-13.2%	0.4%	3.1%	6.9%	4.5%
Violent Crime	2.0%	-0.9%	4.6%	29.7%	40.2%	40.2%
Criminal Damage	7.6%	0%	1.8%	6.8%		9.8%

Trend analysis – crime reduction

2B.5 Whilst the position in terms of Police Authority targets is not positive, it is also important to examine the force crime trends April 2004 to March 2006 to see if they show an improving picture.
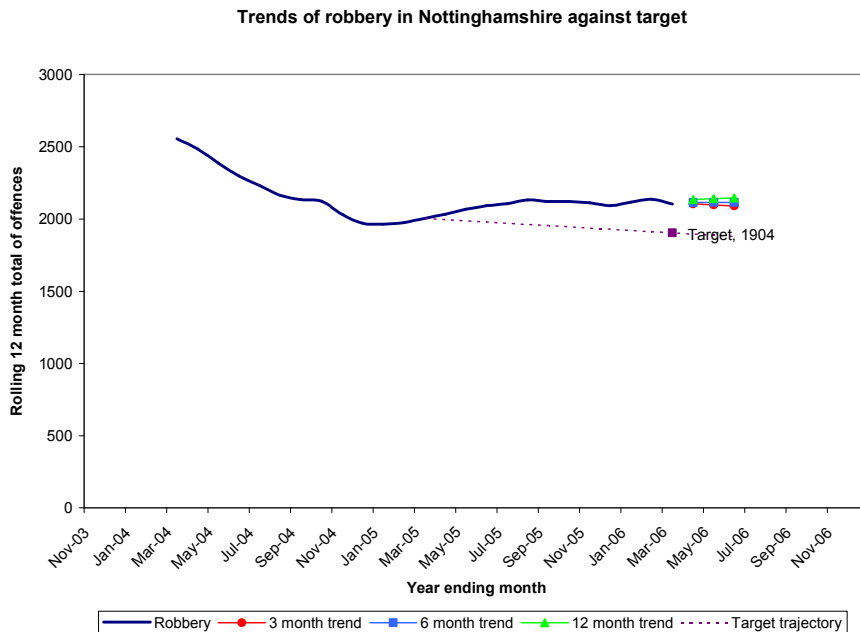
2B.6 As can be seen from the chart below, the 2-year trend in all crime is steadily downwards, with over 21,000 crimes fewer for the year ending March 2006 than the year ending March 2004.

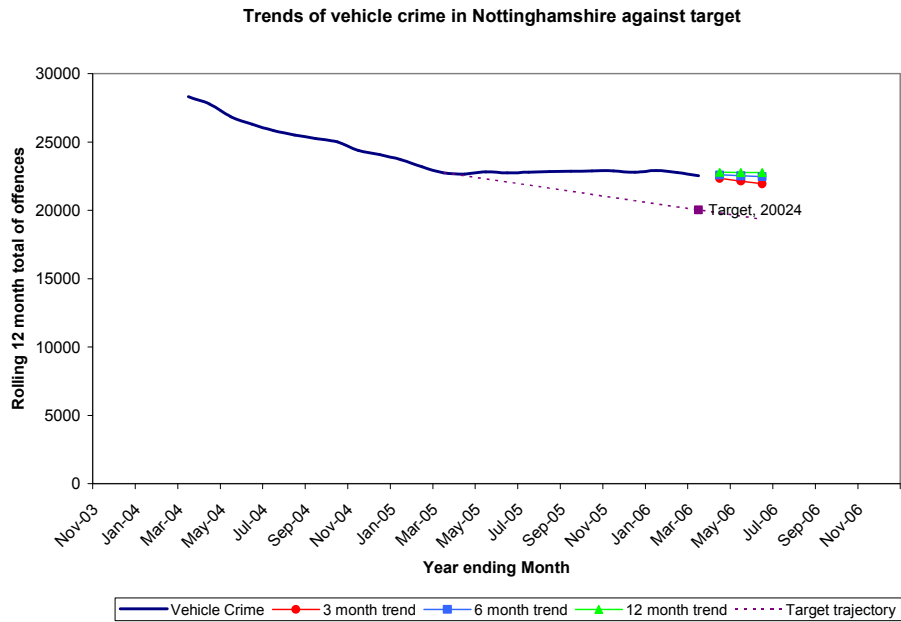**Trends of total crime in Nottinghamshire against target**

2B.7 The 2-year trend in dwelling burglary is also down, from nearly 16,000 crimes in the year ending March 2004 to 10,469 for the year ending March 2006. This represents a significant achievement by the force.

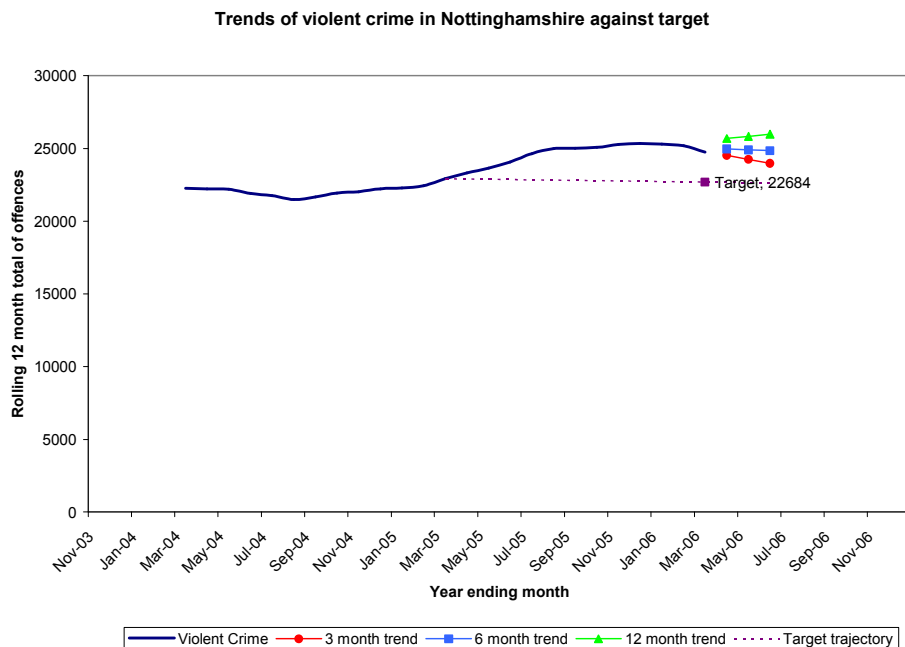**Trends of domestic burglary in Nottinghamshire against target**

2B.8 There has been a fall in the number of robberies in the year ending March 2006 in comparison with the year ending March 2004; however as can be seen from the chart below, offences of robbery have risen since December 2004.

Trends of robbery in Nottinghamshire against target

2B.9   There were reductions in vehicle crime in Nottinghamshire for the year ending March 2006 in comparison with March 2004: 5,798 fewer offences were committed. However reductions in vehicle crime have been static since March 2005.

Trends of vehicle crime in Nottinghamshire against target
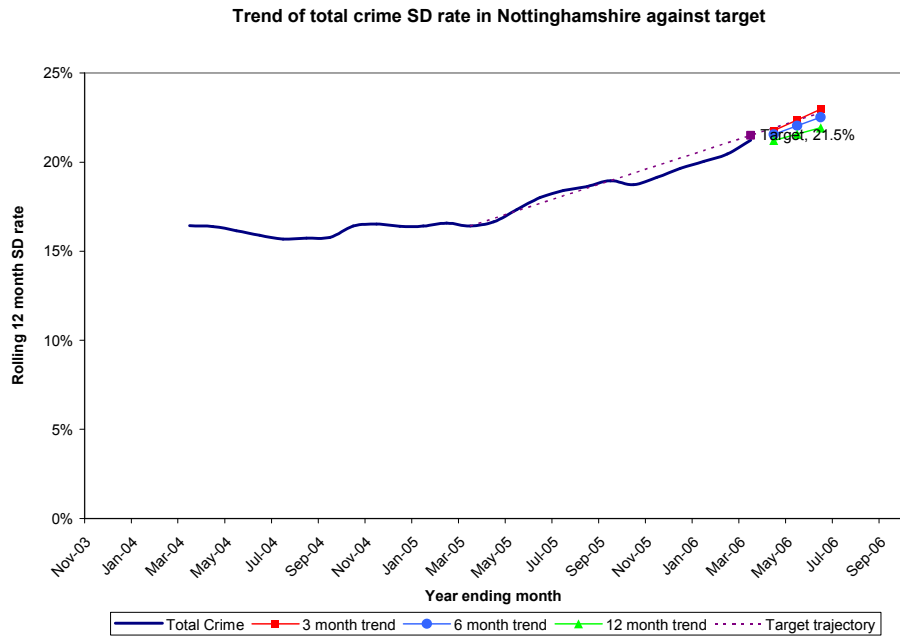

2B.10   Violent crime has risen over the period March 2004 to March 2006, although there have been recent reductions, as the table below demonstrates.

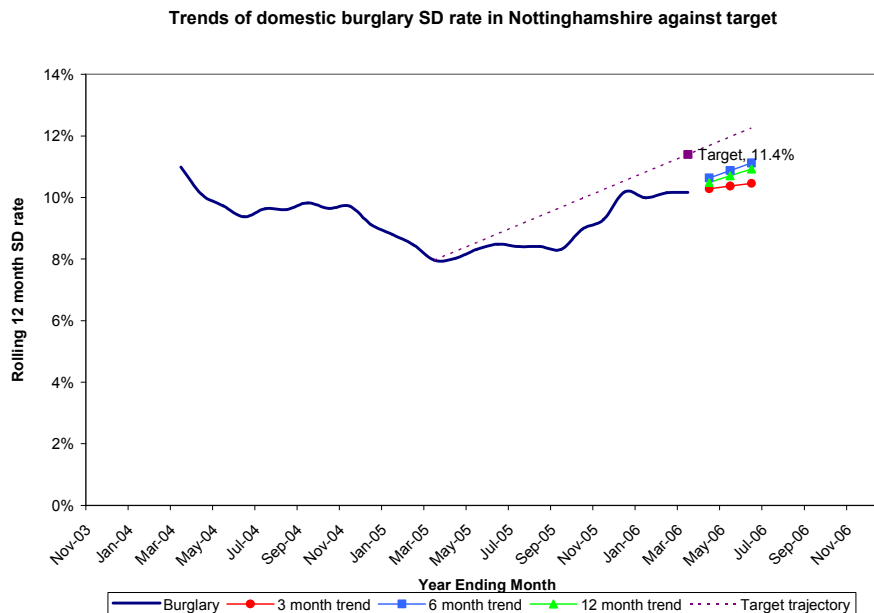**Trends of violent crime in Nottinghamshire against target**

Trend analysis – sanction detections

2B.11   The sanction detection rate for all crime has risen from 16.4% in 2003/04 to 21.1% in 2005/06, with the majority of the increases coming in the year 2005/06.

Trend of total crime SD rate in Nottinghamshire against target

2B.12   The sanction detection rate for burglary dwelling has fallen from 2003/04 (11%) to 2005/06 (10.2), although performance has increased from 2004/05 when performance stood at 8%.

Trends of domestic burglary SD rate in Nottinghamshire against target

2B.13   Sanction detections for offences of robbery have risen in 2005/06 in
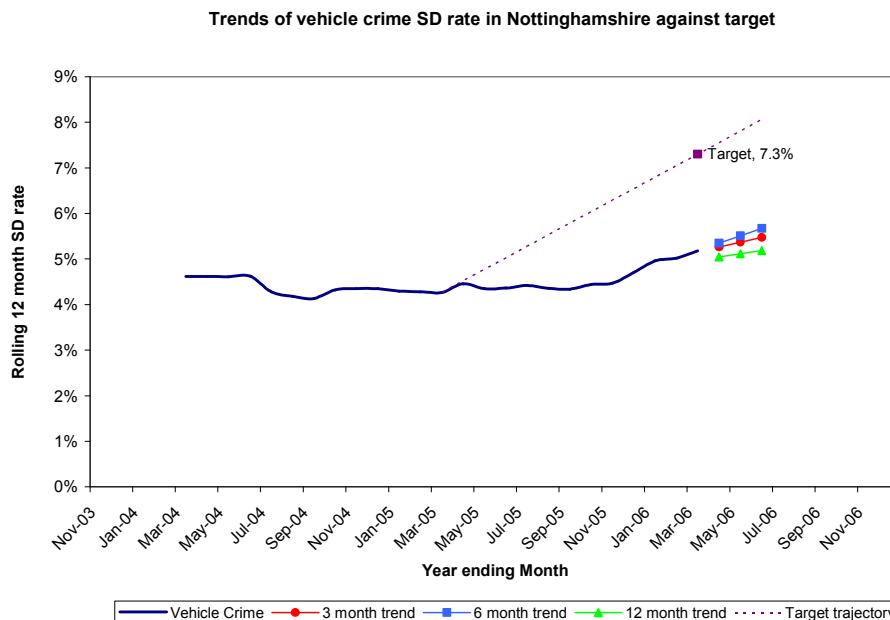   comparison with 2003/04 from 17.5% to 18.3%. The force has not yet
         recovered its performance of 2004/05, when the sanction detection rate for
         robbery stood at 19.5%.

Trends of robbery SD rate in Nottinghamshire against target

2B.14   Vehicle crime sanction detections have also risen in 2005/06 in comparison
         with 2003/04, although the rate remained static until January 2006.

Trends of vehicle crime SD rate in Nottinghamshire against target

2B.15 Violent crime sanction detection rates remained fairly static in 2004/05 in comparison with 2003/04, but have risen in 2005/06 by nearly 10 percentage points.

Trends of violent crime SD rate in Nottinghamshire against target

Performance against its most similar forces to December 2005

2B.16 An analysis has been undertaken of whether Nottinghamshire's trend-predicted year-end performance on key crime types is likely to deliver minimum 'Fair' grades for performance relative to peers in the annual police performance assessment for 2005/06.

2B.17 The methodology has been further extended to make an assessment of all crime, even though this is not a specific PPAF measure. The same methodology has also been applied to criminal damage, even though it is not an SPI. Finally, an equivalent analysis has been conducted at BCU level for the Nottingham BCU to illustrate its performance relative to peers, even though PPAF does not currently include an assessment at this level (and directly translating the methodology in this way gives only a broad assessment of comparative BCU performance).

2B.18 As you will see from the tables overleaf, the predicted PPAF gradings for the force for 2005/06 for the SPI crime types are generally 'Fair' (although on vehicle crime this possible outcome for 2005/06 is only suggested by the prediction based on the most recent trend; longer-term trends suggest a probable 'Poor' grade). When the PPAF methodology for peer comparison is applied to all crime, then the force would probably be awarded a 'Poor' grade for this indicator, which highlights the overall crime position of the force in comparison to peers. Criminal damage similarly would probably be awarded a 'Poor' grade.

2B.19 Using the same comparison methodology (and using the same grade boundaries) at BCU level for Nottingham, 'Poor' would probably be awarded for all indicators except robbery (which would be 'Fair').

2B.20 In the case of the BCU, we can project how long it would be before the (3-month) trend on each crime type would move the BCU into the 'Fair' category:

- Domestic Burglary   *35 months*
- Vehicle Crime   *3-month trend is for increasing crime level*
- Violent Crime   *3-month trend is for increasing crime level*
- All Crime   *37 months*
- Criminal Damage   *47 months*

Trend-predicted police performance assessment grades (or equivalents) for 2005/06

Nottinghamshire - force level trend-predicted PPAF assessment						
Predicted Grading	*Domestic Burglary*	*Robbery*	*Vehicle Crime*	*Violent Crime*	*All Crime*	*Criminal Damage*
Mar 2005 PPAF Grading	Poor	Fair	Poor	Fair	Poor	Poor
Grading on 12-month trend	Fair	Fair	Poor	Fair	Poor	Poor
Grading on 6-month trend	Fair	Fair	Poor	Fair	Poor	Poor
Grading on 3-month trend	Fair	Fair	Fair	Fair	Poor	Poor

Nottingham Division – trend-predicted "PPAF-type" assessment						
Predicted Grading	*Domestic Burglary*	*Robbery*	*Vehicle Crime*	*Violent Crime*	*All Crime*	*Criminal Damage*
"Mar 2005 PPAF Grading"	Poor	Fair	Poor	Fair	Poor	Poor
Grading on 12-month trend	Poor	Fair	Poor	Poor	Poor	Poor
Grading on 6-month trend	Poor	Fair	Poor	Poor	Poor	Poor
Grading on 3-month trend	Poor	Fair	Poor	Poor	Poor	Poor

2B.21 Delivery of the trend-predicted year-end crime rates would equate to non-achievement of the Police Authority targets for all but domestic burglary (at force-level only).

2B.22 However, just because an Authority target might not be met, this does not necessarily mean that the force will be graded as not improved under the directional component of PPAF for that indicator (i.e. the PPAF comparison of performance year-on-year as opposed to against peers). Therefore it has also been considered whether the force is likely to achieve 'Improved', 'Stable' or 'Deteriorated' directional grades for the 2005/06 PPAF assessment. The year-end performance predicted by the 3-, 6-, and 12-month trends suggests that the likely grades for the SPIs will be:

- Domestic Burglary   *'Improved'*
- Vehicle Crime   *'Stable'*
- Robbery   *'Stable' or 'Deteriorated'*
- Violent Crime   *'Deteriorated'*

2B.23 In summary, these assessments suggests that although the force may not meet the majority of its targets as set by its Police Authority, it may well achieve 'Fair' in comparison to peer forces across all volume crime SPIs in the 2005/06 police performance assessments (albeit with a low likelihood that more than one SPI will be adjudged as 'Improved' in the assessments). However, the analogous assessment at BCU level for Nottingham suggests that performance on key crime rates for this BCU will probably compare unfavourably in 2005/06 when set against the performance of its most similar BCUs; and furthermore that on current trends the gap with peers is not closing very quickly (i.e. 3 or more years to achieve 'Fair').

2B.24 As a final note, in calculating Nottinghamshire's likely performance against the 2005/06 PPAF assessment for crime, it has been assumed that the grade boundaries (i.e. SPI rates required for achievement of a given E/G/F/P grade) remain unchanged from those used in the 2004/05 published assessment (as is likely for the 2005/06 annual assessment).

2B.25 However, it is important to note that such a 'static comparison' approach is not currently the approach used by PPSG for *continued* monitoring of the progress of Nottinghamshire against the evolving picture of peer force performance as an engaged force. PSU's recent liaisons with the force and authority over targets for 2006/07 (to take into account the view taken by PPSG) have highlighted that when compared to the most recent performance of peers, Nottinghamshire would be graded in the 'Poor'' band for vehicle crime and domestic burglary. Minimum crime reductions of 3.9% and 7.8% respectively (assuming no change in peer performance) were suggested as necessary for elevation to 'Fair' on these SPIs.

3A   The Force's ability to understand and respond to future challenges that result from national policing developments and local policing priorities

Environmental scanning as part of command team meetings

3A.1   The force has improved its environmental scanning and risk management processes. The force environmental analyst places current and potential PESTELO[7] issues on a scanning log on the intranet. In addition, HMIC, NCPE and PSU websites are scanned and new issues identified. All these issues are scored against a matrix to ensure that their impact is fully assessed. Following this, new issues will be managed either through existing projects or initiatives, through divisional or departmental work or put on the force risk register and taken to the force executive group or the strategic business review meeting to determine how they should be progressed. The force's aim is that part of this process will include all members of staff scanning their disciplines and areas of expertise and all senior management meetings including environmental scanning as an agenda item.

3A.2   Environmental scanning and risk are agenda items at key force meetings, and issues are being raised for evaluation. The organisation's 'being in command' file, which has been issued to all senior staff, contains detailed explanations of the environmental scanning and risk management processes. However the risk management process was not well understood by some key senior staff spoken to by HMIC, and the training process was not complete at the time of inspection[8]. The PESTELO analysis itself is limited and needs to be more wide ranging. There are plans to allow more time for this important task to be completed.

Flexibility within 'Better to Best' to Accommodate New National and Local Priorities

3A.3   Linked to the issue of environmental scanning is the ability of the force to respond to new challenges resulting from national policing developments and local policing priorities. The force cites a number of examples of matters included in their programme 'Better to Best' which demonstrate its flexibility: offender management, neighbourhood policing, violent crime, the appointment of a director of HR and a Chief Superintendent as director of intelligence are just some examples. It is true to say that 'Better to Best' is a wide ranging programme that has incorporated key elements of national policing priorities balanced against local needs and existing successful pieces of work such as Operation Sherwood. However most of the examples given are matters which were either in existence before 'Better to Best' or arose from the work at the time of the strategic advisor. Most were also identified in the Dream Policing report.

3A.4   There are however additional examples of the force's flexibility to accommodate new national and local priorities, ie those emerging since the

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[7] PESTELO – Political, Environmental, Social, Technological, Economic, Legal and Organisational issues
[8] The force report that this was completed in February 2006.

framework of 'Better to Best' was set. The Chief Constable chairing the regional strategic group for police force reorganisation is one example. Another is the force's response to Operation Pentameter, the NCIS intelligence concerning the trafficking of women for vice by organised gangs. When this issue was raised at the level 2 tasking and co-ordination meeting in January 2006, the chair of the meeting overruled the recommendation that only a very few of the victims of this offence identified within Nottinghamshire could be assisted, rightly identifying that this was not an appropriate response. The governmental priority to tackle alcohol-related violence has been implemented with great success, particularly in Nottingham city. The minutes of a command team weekly meeting show that the risks associated with non compliance with the Victims Charter were discussed at a strategic level.

Community Consultation is Supporting/forming Part of Business Decision Making

3A.5   In terms of local community consultation, there are both existing and new processes in place that are providing opportunities to incorporate community views into business decision making. At one level, the force makes use of Police Authority research in terms of telephone surveys, market research and questionnaires. The force has instigated the 'Getting back to you' campaign that has started to bridge the gap where the pubic were not kept informed of progress after making contact with the police. The 'Tell us' system is being put in place, where public concerns raised as 'direction and control' complaints are starting to be fed into the analysis for the strategic business review process. At another level, the two neighbourhood policing pilots have established local area groups, whose views inform local priority setting for the police and partners. Consultation for the gun and violent crime strategy was widespread, including voluntary and community groups, and 'hard to reach' youth groups through the use of some innovative questionnaires. The force has won a national award for its use of Independent Advisory Groups, including call out to critical incidents.

3A.6   The structure the force is putting into place to ensure that community views from a wide variety of sources are incorporated into the analysis for the strategic business review process is to be commended. For example, each of the quarterly strategic business review meetings will start with the latest feedback available, and issues arising from direction and control complaints and civil claims are being collated for consideration at that meeting. It is a clear illustration of the value the force places on community consultation, set alongside the incorporation of customer satisfaction in the Focus performance process. The proof of this will be demonstrating how business decision making was changed through the use of such intelligence, however there has not yet been an opportunity to demonstrate this at that level[9].

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[9] The force report that community consultation and feedback was a significant part if the strategic business review meeting held on 3 March 2006, subsequent to the inspection.

Usage of Quality Intelligence Products in Managing Risk and Improving Decision Making

3A.7   It was disappointing to discover that in April 2005 the Force did not have a current 'problem profile' in relation to murder and even when asked for such, the final product was of limited value; for example it failed to take account of other criminality directly relating to the subject, e.g. shootings not resulting in death were not included. However, it was also clear that the challenges in relation to the creation of adequate Level 2 problem profiles goes deeper than just murder and in particular, the review team was unable to locate up to date problem profiles in respect of even identified Force-wide priorities such as Class A drug supply. The absence of such products was a significant disadvantage in understanding the problem.

3A.8   Additional efforts have gone into improving intelligence processes and products since spring 2005. The intelligence directorate has been formed, headed by a chief superintendent, with an intelligence delivery plan and NIM implementation group structure at force and BCU level. The force level 2 tasking and co-ordination meeting is well managed and business like, covering all level 2 operations, not just those being tackled by level 2 resources. A risk and threat assessment matrix is in place to inform decision-making at the level 2 meeting when BCUs put in bids for assistance. Intelligence inspectors on BCUs have noticed a recent improvement in intelligence provision, and the matrix used to assess level 2 target packages has assisted in the link between level 1 and 2. The level 2 unit staff spoke highly of the quality of the intelligence products they received. The good progress made to date to implement the national briefing model has been recognised by staff: enhanced IT provision and weekend coverage will only further improve the quality of briefing and tasking received.

3A.9   In terms of the problem profiles themselves, the position has now changed to the extent that a wide variety of force level profiles exist, together with a process by which they will be refreshed at least every 6 months, albeit there is still room for improvement in these products (see below). These profiles are encapsulated within the Force Strategic Assessment for the period April-September 2005. Other analytical products have been commissioned such as the satellite navigation/laptop theft profile. Templates for NIM products are to be standardised across the force through the analysts working group, who meet once a month.

3A.10   Whilst these improvements are welcomed, there is still some way to go before the force can be said to use quality intelligence products to manage risk and improve performance. Firstly it is still early days: as the force themselves say in a written update on Better to Best', '*It is anticipated that the profiles will now start to focus attention in identified areas thereby aiding an improvement in performance and minimising risk in these areas*'[10]. Problem profiles have been slow to arrive, given when the problems were identified as risks. For example, the criminal damage problem profile was commissioned in June

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[10] Better to Best tracker dated 12/01/06

2005 and received in August 2005. It should have been commissioned when it emerged as a performance risk, in January 2005 in the first instance, when divisions were asked to research the 'causation issues' underpinning their current criminal damage offences.

3A.11   Concerns surrounding the progress of the intelligence delivery plan are given in section 1A of this report and as noted above, the PESTELO analysis is too limited in its scope.

3A.12   There is also room for improvement in the quality of the force problem profiles. The proportion of analysis of data is too high, with insufficient depth in the aspects of the profiles dealing with prevention, intelligence and enforcement options. It is the latter which inform tasking and co-ordination meetings and drive activity in each problem area. A number of staff within the force (including the principal analyst) had recognised that there needed to be a greater involvement of specialist staff to generate these options as part of each problem profile.

3A.13   In relation to the homicide problem profile, it still is limited to analysis of the murder/manslaughter data, with no analysis or consideration of section 18 wounding, near misses, Osman warnings intelligence or partnership data such as that from the ambulance service. These are significant gaps, considering the importance placed on this piece of work.

3A.14   It is vital therefore that pressure to deliver against the intelligence delivery plan is maintained, and any recommendations from the NCPE NIM team currently assisting the force are assessed and implemented as soon as practicable.

3B   The development of a controlled operational environment that builds capacity to provide a flexible, proactive operational and management response at level 1 and 2

Operationalising the Gun and Violent Crime Reduction Strategy

3B.1   The strategy, 'Nottingham Stands Together – The Nottingham City Gun Weapon and Drug Related Violence Strategy 2005-8', provides a platform to tackle a range of Crime and Anti-Social Behaviour issues. Based on national research into guns and gangs, the strategy was in place in July 2005 and a co-ordinator in post from August 2005, although still being fully consulted at the time of inspection. A delivery plan was presented to a partnership board in January 2006 focusing on preventative work, though progress had already been made towards putting the resources in place to deliver it. The strategy has some innovative elements such as the consultation process with young people and prevention methods such as youth shelters and an educational DVD. There is strong evidence of partnership engagement, with a pivotal role played by the city BCU commander.

3B.2   In terms of crimes involving weapons, this has improved to pre 2002 levels, and in the city BCU in particular, where such crime has fallen to pre 2000 levels. As to the causes of the decrease in such offences, several have been given by the force including the impact of the Danielle Beccan murder on the community, the success of Operation Stealth, the new minimum sentence for possession of a firearm (5 years) and the 'Supporting Communities' initiative in the city, where partners engage with local youths and groups. Operation Kingdom also plays a vital role in addressing underlying issues of such violence.

3B.3   Two areas remain unresolved. Firstly, the enforcement strands within the 'Nottingham Stands Together' draft delivery plan lack performance targets or other success criteria through which to determine progress or otherwise in achieving the strategy's objectives. Secondly the gun and violent crime reduction strategy, as currently constructed, does not apply to the force area as a whole.

Utilisation of SOCA/NCS resources

3B.4   In July 2005 it could be seen that work with national agencies, notably SOCA (designate), NCIS and NCS, provided tangible opportunities for focussed proactive effort against serious crime. The Force had worked closely with NCIS to consolidate its picture of serious and organised crime and was developing a governance structure to manage the various interventions that had been agreed. The Force still needed to sharpen its interface with these national agencies to make the most of the significant opportunities that existed. In the short term, each of these agencies was putting in place significant resource to the benefit of Nottinghamshire police that needed to be capitalised upon.

3B.5   The detail of such engagement is not contained within this report for obvious reasons of security; however there is clear evidence of joint operations underway with NCS, NCIS, Immigration, HMRC, EMSOU and other such external agencies, thus continuing the force's history of conducting successful joint operations with other law enforcement agencies. A serious and organised crime advisory group was formed in July 2005 to assist in the engagement of national agencies by way of formal process, replacing the informal arrangements that had existed before.

Key 'Better to Best' projects supported strategically

3B.6   A variety of factors have supported key 'Better to Best' projects. The realignment of ACPO portfolios at ACC level has rationalised the tensions apparent in the previous model. The appointment of a professionally-qualified director of HR has started to create capacity, and will ensure that HR support functions have a greater operational focus. The creation of the intelligence directorate and its chief superintendent lead, together with additional resilience at superintendent level in the crime directorate through restructuring the department again enhances the force's capacity to tackle serious and organised crime and improve intelligence structures and products at all levels. Several appointments as well as existing leads have been key to a number of the developments given within this report. The 'Better to Best' programme board, tracker and team have given a supporting structure to such change.

Commissioned Intelligence Products Eg Homicide and Violence Problem Profiles are Informing and Driving a Flexible Control Strategy

3B.7   On a needs basis, a wide variety of problem profiles should be produced, which analyse the data to find out what is happening, where and to whom, and should suggest a variety of prevention, intelligence and enforcement options which are then tasked to individuals or teams to progress.

3B.8   The force's Gun, Weapon and Drug Related Violence 3 year strategy was based on national research into guns and gangs rather than a local problem profile, however the local problem profile produced in July 2005 did inform the draft delivery plan, albeit more in prevention than in enforcement and intelligence opportunities (see above).

3B.9   The existing homicide problem profile is limited in its scope as well as in its prevention, intelligence and enforcement options (as described above at section 3A, a problem with all current problem profiles). This problem profile is to be revised in March 2006, and will take account of the problem profiles for domestic and social violence once complete. However the existing problem profile was not the basis of Nottinghamshire's homicide prevention strategy, which was based on that of the Metropolitan Police. Therefore at present the strategy is more generic than specific to the problem as it exists in Nottinghamshire. This does not invalidate the entire strategy, or the actions already taken in support of it. Indeed the force is in the vanguard of developing this work for the service nationally through its contributions to the

homicide working group. The strategy will need re-examination and revision as soon as a new and comprehensive problem profile is available.

4A **The extent to which 'From Better to Best' is based on shared leadership and beliefs set by the Chief Officer Team with the Superintendents and senior police staff of the Force working together to shape and deliver force priorities**

Formal Meeting Structures with Chief Superintendents

4A.1 The Force Executive Group (FEG) (put in place summer 2005) is attended by the force's Chief Superintendents, and relationships between command and senior managers in the force have much improved following hard work and commitment demonstrated by both groups. The force's quarterly strategic business review meetings involve other key departmental heads (both police officer and police staff).

Command Team Meeting Structure

4A.2 Weekly command team performance meetings are attended by all available ACPO and Directors together with the head of performance. The monthly force Focus meeting deals with performance accountability formally, though the ACC Crime deals with more pressing performance matters outside that process. Each command member chairs a family board that progresses each business area and provides the link not only to BCUs but also departments. These three meetings have been in place since 2004. There have been developments since 2005. Issues are taken to the new Force Executive Group, which deals with cross cutting issues such as finance and resource transfers. . The new strategic business review process further assists with ensuring a shared perspective to shape and deliver force priorities. The BCU commanders and other senior management team members have been fully engaged in the strategic planning of the 'From Better to Best' programme.

Appointment of HR Director

4A.3 Recent HMIC baseline assessment reports have commented on weak performance in terms of the force's personnel function, and the PSU has funded consultancy in this area throughout its engagement with the force. At the heart of this was the lack of a professionally qualified personnel professional at director level. Incorporating demanding HR work into the portfolio of an ACPO member is at best distracting and energy sapping, and the appointment of a new director of HR became a priority in spring 2005 in order to increase capacity within the command team.

4A.4 At the time of inspection, the new professionally qualified director of HR had been in post for four and a half months. A wide range of interviewees were extremely positive about this development, and the way in which the director had begun to impact on the organisation. There was evidence that the force was starting to focus HR delivery against operational priorities, and a move towards a costed HR plan was apparent. Just some examples of the positive endorsements came in the areas of occupational health and welfare, half pay

decisions and improved communication between key HR managers such as occupational health, personnel and learning and development.

4A.5   The force recognises that there is some way to go, and the chief constable has recently ensured that the HR director's objectives are more closely ordered to match the priorities of 'Better to Best'.

Implementation of an Internal Communications Strategy to Support Sharing of Beliefs throughout the Organisation

4A.6   Following the restructure of the corporate communications department, an internal communications manager was appointed in mid September 2005, who immediately identified 3 key priorities: improving the intranet, improving communication with senior staff and partners, and the need to organise staff briefing events. The intranet now contains a comprehensive 'Better to Best' site written in accessible language, which has a high volume of use. Meaningful guidance on the more effective use of e-mail has also been developed. Feedback has been encouraged, and a template feedback form called 'You count' has been introduced as part of 'Better to Best'. The force now releases a fortnightly newsletter to a wide variety of external contacts but also managers within the force. Briefing events have taken place, for example at Southwell racecourse. The Chief Constable has communicated with staff over the proposed merger of regional police forces and over other issues of concern.

4A.7   A good start has been made in a short time, with communication plans having been implemented for all of the significant 'Better to Best' areas of work. The monitoring of all 'Better to Best' communication plans is carried out by a traffic light system. There is a 3-year force communication strategy (Sept 2003-6) that is supported by an annual action plan (2005/06). Improving internal communications is an integral part of the strategy and action plan, with very clear links to 'Better to Best' and supporting the sharing of belief throughout the organisation. Many of the priority tasks are complete, and the inclusion of timescales for the remaining actions would strengthen the process and ensure the force maintained its early momentum.

4B   Clear Control, within transparent HR principles, of the current and future deployment of senior staff and evidence of succession planning.

Succession plan for key posts

4B.1   The force has identified the police officer ranks of chief inspector and above as priorities for succession planning, and has set about a process of contacting chief inspectors to discuss career progression. However this has not extended beyond chief inspectors, nor has it extended to equivalent police staff roles and ranks below chief inspector. Indeed the force had not yet identified all key operational posts, irrespective of rank/grade at the time of inspection in January 2006, and the director of HR had still to engage with BCU commanders, heads of department and HR managers on the succession planning process.

4B.2   Succession planning for key posts has to be seen as a key objective for the delivery of many operational priorities, and as such it should receive early attention, and not be confined to senior police ranks.

New Promotion Process

4B.3   The force had previously signalled its intention of 'bringing selection home' by implementing an internal assessment process for the selection of senior staff. This is now in place for officers up to the rank of Chief Superintendent as from December 2005.

4B.4   Of concern is the fact that whilst the new policy was circulated for consultation to staff associations and support groups, it was not diversity impact assessed. In addition, HR managers displayed little knowledge of the links between the completion of PDRs, diversity and promotion, and did not monitor PDR completion by any other diversity group other than gender. There was no active engagement by the force to target under represented groups to engage with the previous promotion process. The force is reliant on support networks to do this, something taken up with enthusiasm by groups such as the women's integrated network (WIN). There was no active monitoring to ensure that under represented groups did not suffer adverse impact when seeking promotion under the old system. These issues should be resolved within the new process, in particular the requirement to conduct a diversity impact assessment of the new policy and ensuring that there is no adverse impact through effective monitoring processes.

Tenure Policy no Longer in Place

4B.5   The force tenure policy has now been reviewed and amended, known as the procedure on HQ specialist post resourcing. Whilst the focus of previous reviews has been on the effect of a maximum tenure on specialist departments, such a policy should also include BCU posts that are critical for operational success and partnership effectiveness. One such example is those posts associated with neighbourhood policing, which HMIC found widespread

support for a minimum tenure from PCs, Sergeants, HR managers and Chief Superintendents alike. Others exist in specialisms such as intelligence.

5A   A well-grounded understanding of the current pattern of resource distribution and utilization across the force.

Maintain Medium Term Financial Plan (MTFP) (and develop and integrate a medium term business plan)

5A.1   The Police Authority is heavily involved in the budget and MTFP processes, and supportive of the force's approach. The force medium term financial plan (MTFP) is a regular feature at the strategic budget group, which now also includes the attendance of Chief Superintendents. BCU business managers have regular contact with central finance on the MTFP. Judicious spending has been made in 2005/06 in support of key projects within 'Better to Best. Carlton custody block, investment in major and serious crime provision and the creation of the intelligence directorate, lease of a building for an MIR and the appointment of the HR director, all at a total cost of £1.6M, are all examples of this.

5A.2   At the time of the inspection, the MTFP was subject to extensive review due to the consequences of the budget settlement and the need to manage a significant overspend of budget this financial year of £6.4M. The Force has been able to finance the 2005/06 overspend and has taken into account any ongoing revenue effects for future years into the 2006/07 budget that was agreed on February 22 2006. For example the budget for Central HQ (Ops) has taken account of growth areas such as the use of police surgeons and allowed for the additional on-going revenue effects in the 2006/07 budget. The amount of carry forward totals for each budget holder cannot be determined until the final accounts are completed after 31 March 2006, as is the case with all forces nationally. There is still however an outstanding management action plan for Criminal Justice to be completed which needs to detail how previous overspends are to be managed so that these fall within the budget now agreed for 2006/07.

5A.3   As the force has recognised the need to match the medium term financial plan to the business planning cycle, further development of the MTFP process will take place. For example with one exception, presentations from BCU business managers on 14/11/05 for the MTFP on BCU financial plans did not make reference to operational planning.

5A.4   The annual budget for 2006/07 was agreed by the Police Authority at its meeting on February 22 2006, resulting in a precept increase of 4.94% - ie within the government proposed capping limit of 5%. An updated medium term financial plan was submitted to the same meeting along with the budget and precept reports which show the estimated budget requirements until 2009/10.

5A.5   Whilst there is the likelihood of Strategic Force responsibility from 1.4.08, the Force will potentially face difficult decisions for 2008/09 unless further savings can be found beyond balancing budget deficits over the next 2 years.

5A.6 The Force and Authority are aware of the budget issues that impact on its decision making from the medium term financial planning process. As with all forces improvements are still required to enhance the linkages between the MTFP, the Policing Plan, operational priorities and performance.

Undertake a Review of Volume Variance to identify a Clearer Budgetary Regime that is Aligned to People Management

5A.7 Having considered the circumstances surrounding the inclusion of this aspect of resource management in the sustainability criteria, it is my view that the inclusion of the term 'volume variance' is not helpful in explaining the issue to be addressed. Volume variance is simply a financial tool, not an end in itself.

5A.8 Essentially Nottinghamshire Police first needs to reconcile its budgets and staff establishments. This has now been done, and it is important to recognise the work that went into achieving this. This process has demonstrated that the force was in fact over establishment in both police officer and police staff posts for most of last year, something which it has been acknowledged contributed to the overspend of £6.4M. In the internal audit report of November 2005 it was identified that one division had 8 people on the payroll who were not on the HR report system, and at its highest in 2005/06 the force was 40 police officer and 30 police staff over its establishments of 2,499 and 1,350 respectively.

5A.9 Recruitment has now been frozen to allow alignment, which is projected to be achieved by 1 April 2006. Current staff monitoring is still by full time equivalent, not yet subdivided by rank or grade, which would provide for better management information.

5A.10 The second phase is ensuring that those establishment figures and the use of any under spend accords with the corporate operational priorities. In order to ensure a greater link between finance and personnel, the director of HR has now chaired the inaugural staff planning group. This is a welcome first move. However not all key professionals within the finance and personnel departments fully understand the requirement to go beyond budget/staffing reconciliation to ensure that at the highest level, resources match organisational and operational priorities. The Force needs to ensure that it implements processes from 1.4.06 that result in not only control of the establishment compared to budget, but that operational priorities against the budget are constantly reviewed so that the two continually match.

5A.11 Activity within the agreed operational strategy, control strategy and local policing plan may need to be re shaped according to available resources in the light of the budget settlement, with some tough decisions ahead about what can be financed in the new financial environment. However this could not happen until the budget had been set.

Progress against Capacity Building Projects

5A.12   The force has demonstrated its progress in a number of initiatives to increase capacity to enhance operational service delivery. For example, the improvements in the MIR estate and the change in shift pattern of homicide unit staff have led to greater efficiencies (see 1A). Improvements in the processes of the Bridewell custody suite have led to reduced waiting times for staff and prisoners, and an increase in the number of charges by controlling the level of 'bail backs' of prisoners more effectively. Morale at the Bridewell is high, with a strong sense of identity and professionalism displayed by staff. The opening of additional custody facilities at Carlton on schedule was a well managed project, resulting in the suite opening mid November 2005. Capacity has thereby been increased and travelling time reduced, thus releasing frontline capacity and reducing risk. Three and six month reviews are being undertaken of the full impact of changes at the Bridewell and the opening of Carlton custody site.

5A.13   The force has introduced a new shift pattern for police officers. The inspection revealed a wide variety of views about the pattern, both positive and negative, both from those working it and those managing it. It is too soon to draw any conclusions, and not surprising that there is a mixed reception to such a significant change. What was more surprising was the apparent lack of ongoing involvement of HR staff, either corporately or on BCUs, in evaluating the new pattern and its link to capacity building and the demand profile. The inspection also identified that there are related issues concerning inadequate monitoring of the working time directive and associated health and safety monitoring.

5B   The willingness within 'From Better to Best' to be bold and imaginative in resource allocation decisions.

Resourcing of priority projects in 'Better to Best' achieving maximum impact from additional PSU financial support

5B.1   The Force has been fortunate to have the benefit of PSU funding which continues to provide additional financial resources channelled through the Deputy Chief Constable towards the priority areas of 'Better to Best'. A dedicated liaison officer is now in place to ensure effective communication between PSU and the force. The force will have received approximately £855K of funding in 2005/06. PSU funding has contributed towards a number of key projects undertaken by the force, examples of which include Operation Sherwood, Operation Kingdom and the recent student crime initiative that reduced burglary victimisation amongst the student population.

Implementation of the Major Crime Plan

5B.2   In July 2005 it was believed that the force needed to take difficult decisions to make essential changes to implement the major crime plan. The changes within the Homicide Unit were intended to be at least cost neutral but to succeed they required difficult short-term decisions to grow the central team. Changes to level 2 proactivity, TSU and SPOC will require growth and involve the force in choosing between bolstering divisional policing and improving specialist capabilities. The decisions being taken are undeniably correct but no less difficult.

5B.3   The budget settlement has caused a number of previous decisions to be reassessed. The force finds itself unable to put the previously agreed establishment of 80 outside enquiry staff into the homicide team. It cites the recent reduction in homicides and the fact that the force cannot financially afford to do so as its rationale. 5 of the 20 unfilled posts will be diverted into specialist functions, but 15 posts will not be filled and the staff retained on divisions. In addition, the capacity of the central TSU remains insufficient, and the regional solution hoped for looks unlikely to be achieved. (See section 1B)

5B.4   It is my view that the force is making decisions based on limited data concerning the staffing levels of the homicide unit, with staff being retained for divisional policing to the detriment of essential specialist functions. Difficult decisions on the level 2 TSU have been put off for a regional solution that may not materialise, at least not in the near future, thus having an impact on the level 2 capacity of the force.

Focused use of any additional funding to support improved level 2 capacity building

5B.5   The force has reviewed its use of the special grant award based on Operation Rendition funding in the light of the 2006/07 budget settlement. The grant has been applied to the intelligence, homicide investigation and level 2 teams over

the next 3 years, primarily to fund additional posts in these functions. As such it improves level 2 capacity within the force. However it does not cover those areas initially envisaged by HMI Denis O'Connor, as set out in his report in May 2005 - off-site accommodation, covert training and technical equipment. It is recognised that the financial position envisaged by HMI O'Connor has changed, and the funding by way of special grant was insufficient to meet all of the suggested areas of development. As has been detailed elsewhere in this report though, the existing central TSU capacity is insufficient, and a regional solution is not immediately available. It is therefore disappointing that money has not been allocated from Rendition funding (or from existing budgets) for this level 2 function[11].

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[11] A short-term solution has been found, which commenced in April 2006, to supplement level 2 TSU resources and increase capacity.

6A   A climate of mutual respect and shared learning existing between the force and key partners.

Maintenance of Level 2 reporting procedures with the Police Authority

6A.1   In July 2005 it was noted that the force and the Police Authority were working to strengthen their relationship, gaining a shared understanding of serious crime as an important priority. The Authority's Performance Scrutiny Board (PSB) had received a presentation on public protection matters in February 2005, and had sought wider serious crime performance data since that time. In October 2005 the PSB received a round up from all divisions of divisionally managed serious crime, for example, rape offences. It was also agreed by the Force to provide the Authority with regular structured updates on homicide investigations and serious crime operations. The template had aroused considerable interest nationally and the APA was monitoring its usage.

6A.2   Although the passing of structured information is important, it cannot replace the need for regular and timely briefings outlining the Force's strategic approach to the challenge of serious and organised crime. ACC Crime has meetings every two months with the Police Authority and leader of the city council to brief them on level 2 issues. Briefing on specific incidents is given as and when necessary. The Police Authority chair of the PSB attends the force Focus meetings where level 2 issues are now discussed, and a level 2 template continues to be presented at the Police Authority PSB. A Police Authority member has been nominated to attend the Serious and Organised Crime Project Executive Board chaired by ACC Crime. At a local level, the city BCU commander keeps local Police Authority members briefed on critical incidents and local Members attend the BCU monthly management meetings.

Governance arrangements with SOCA

6A.3   As noted above at section 3B, the informal arrangements with SOCA designate and other national agencies has been formalised, which has led to an improved relationship at both operational and strategic level. Meetings which used to take place monthly after the force level 2 tasking and co-ordination meeting have now settled into a two-monthly process. Opportunities have been created in forensics and access to systems and technologies.

Plan in place to roll out the learning to all CDRPs across the county of the city BCU/partnership 'joint tasking' arrangements

6A.4   The specific arrangements of joint tasking in Nottingham city are dealt with below, but the experiences of this process were presented at chief executive level by the Police Authority in October 2005, with plans to repeat this in spring 2006. Each BCU commander has been visited by the new co-ordinator to assist with the roll out of the new force best practice guide. A division went live with elements of joint tasking with its CDRPs in December 2005, B division in January 2006 and the D division will soon adopt the process.

Proven effective implementation and working of newly agreed joint communications protocol.

6A.5   There are a number of examples of the use of the new protocol in place in a wide variety of circumstances. The Police Authority, Force and Nottingham city council all cite cases where this protocol agreed between them following unwelcome negative press coverage has proved successful. Managing the consequences of a successful professional standards investigation is one example. Additional cases of successful use of the protocol include a joint briefing on the Danielle Beccan murder between ACC Crime and the chief executive of the city council, the joint badging of initiatives such as the 'Safer Nottingham' logo, and the release of those press releases which have the potential to affect public confidence and the reputation of the city to Nottingham city council press office the day before publication to allow them time to plan a response.   There have been lapses, but these have been more of an exception than a rule. However their negative impact can be greater than many small successes put together and all parties need to ensure they remain committed to this joint agreement.

6A.6   The planned 6 month review of the protocol is due, and learning from this process could be used by other divisions and their CDRPs/key partners.

6B   Progress in developing active partnerships that contribute to improved Community Safety and the joint management of operational risks.

Functioning joint accountability regimes of city/BCU joint tasking process showing improved outcomes.

6B.1   The first such meeting took place in late June 2005, and the process has continued to develop on a month-by-month basis. A hot-spot tasking meeting takes place every 2 weeks, chaired by either the city BCU commander or the leader of the council. There is very strong personal support from partners for the contribution made by the city BCU commander. The process is not just focused on police-related activity, targets and concerns, but has a wider focus on partnership issues. Tasks are reviewed weekly by the project co-ordinator, and staff reported feeling accountable for their actions against them given the emphasis placed on this process by the commander and leader respectively within their own organisations. One of the key strengths of the process is its evaluation of the actions in place. Strong links are made with police tasking and co-ordination meetings on city BCU through the attendance of both city superintendents who chair their local meetings. A dedicated analyst is in place for the joint tasking process, funded by partners. The hot-spot meeting measures its own success by mapping the number of incidents and the conduct of visual audits.

Partnership contribution to 'Better to Best' priority projects

6B.2   A wide range of initiatives with significant partnership contribution have been given by the force. For example, CYRR initiatives such as anti-social behaviour working in partnership with Nottingham County Council to develop a county-wide strategy, children missing from education partnership with Nottingham City Education Authority, truancy teams with Nottingham City Education and the Connexions partnership. Further projects include Project Respect, Restorative Justice and the Safer Schools Partnership. In addition the City Council's £200k contribution to the Sherwood Project and a transport beat manager paid for by Respect for Transport. There are also the many contributions noted during the inspection from partner agencies, primarily in the City (the focus of the inspection at BCU level). The recent appointment of a retired senior officer from the Metropolitan Police into the CDP to enhance partnership working at both strategic and tactical level is welcomed.

Operationalising Gun and Violent Crime Reduction Strategy

6B.3   As noted in 3B above, there is strong evidence of partnership involvement in the strategy, 'Nottingham Stands Together – The Nottingham City Gun Weapon and Drug Related Violence Strategy 2005-8'. Without detracting from this, there is clearly a need to resolve the funding of the co-ordinator post on a partnership basis. My conclusion from interviews during the inspection is that this was a protracted process on the first occasion, and its re-negotiation

should not be allowed to mar the otherwise good partnership working arrangements of this joint activity[12].

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[12] The superintendent co-ordinator post has now been funded for the 2006/07 financial year.

7A   Processes to forecast, identify and evaluate risk at the highest level of the force

Existence and use of key problem profiles

7A.1   More detail of the progress made by the force in developing existing and new problem profiles is given at section 3A of this report which deals with the wider issue of the quality of intelligence products and their use to manage risk and improve performance.

7A.2   The force has set about producing problem profiles, linked in with strategic and tactical NIM processes. There remains room for development in the quality of those problem profiles (in terms of their options for prevention, intelligence and enforcement) and in terms of the scope of some key profiles, such as the homicide profile which needs to analyse more than just cases of murder/manslaughter.

Up to date risk assessment of external issues impacting on the force's reputation

7A.3   As detailed above at 3A, a risk management strategy has been produced. The force has now introduced a risk management working group chaired by the head of corporate development, which met for the first time in December 2005. The risk management working group reports to the strategic risk board from where issues may be taken to the FEG if necessary. Risk has now been incorporated as a standing agenda item of Focus performance meetings, the weekly command performance meetings and tasking and co-ordination processes. Routine updates will be presented to the Police Authority corporate governance panel. As part of the risk management strategy there is an action plan, a key aspect of which is to identify appropriate training on the management of risk for people in key positions in the organisation. The force's risk register has been overhauled to make it a more manageable and effective document, and the new process appears sound

7B   Clear steps to manage these risks within and beyond the force

Dangerous offender strategy implemented with key performance accountability processes functioning

7B.1   Significant reservations were expressed in 2005 (as well as earlier reports) as to the effectiveness of the arrangements to manage the risks posed by sex and other dangerous offenders in Nottinghamshire. The force has worked to improve its processes. Dangerous and sex offender management has been devolved to divisions, with dedicated teams now in place. The initial roll out was supported well by the central dangerous persons management unit (DPMU) and crime support senior managers. Divisional teams are line managed by a sergeant, with each divisional DCI accountable for the performance of his or her team against a divisional management plan. The DCIs meet monthly with crime support leads on public protection to examine performance and identify good practice. A series of force wide operations were conducted to ensure that the backlog of visits that had accumulated in 2004/05 was eliminated.

7B.2   The central DPMU team (reduced in size following devolution of staff and functions to divisions) maintains an advice and audit function to ensure that divisional teams are operating effectively. It has just started an audit system (December 2005), in which individual cases are reviewed against a checklist and staff are debriefed and/or coached as required.

7B.3   In October 2005 performance data on visits to dangerous and sex offenders was presented for the first time. Performance in this area (visits) has improved significantly since spring 2005, which is welcomed. However data on visits presented to Focus does not cover the quality of those visits or other aspects of this work, and although it has been recognised that this needs to be developed, this had not taken place by the time of inspection. That being said, there are several examples where challenge takes place outside the force Focus performance meeting, and the recent introduction of auditing of cases and unannounced visits by the central DPMU will do much to assess and improve quality.

Working media protocol with key players

7B.4   This refers to the joint communications protocol agreed by the Force, Police Authority and Nottingham City Council agreed in May 2005. More information on the partnership aspect of the protocol can be found at section 6A of this report: this section refers more to the aspect of risk/reputation management.

7B.5   There are clear examples of high-profile cases where the force has addressed risk/reputation management and used the joint protocol to put clear messages out to the press and key stakeholders. The joint statement on gangs following the Danielle Beccan murder trial and the management of the Rachel Hudson murder trial are two examples of its use. The protocol was also used by the

Force and City Council following an approach by the BBC, which wished to make a programme looking at the problems of drug-related gun crime and gangs. Ultimately the programme did not go ahead, as it was agreed that no interviews would be given on the basis that the programme would have adversely affected the reputation of Nottingham. A similar approach was taken following a request by ITV to make a documentary on Nottingham's vice squad.

Managing the consequences of Professional Standards investigation currently underway

7B.6   The media policy for a recent professional standards investigation was set early on by the SIO. The force provided appropriate confidential briefings at key stages of the enquiry for the Police Authority, HMIC, other local and national stakeholders and local and national media. Reporting restrictions were obtained and maintained by the force. A press strategy is currently being used to respond to related discipline cases falling out of the main investigation, and trial press strategy has been developed by the head of corporate communications as part of the gold group strategy. Risks have been identified and plans put in place to manage these as far as possible. Internal issues are also being addressed in order to reassure and inform staff.

Development of level 2 problem profile with NCIS with evidence of operational activity against internal risks

7B.7   The intelligence delivery plan identifies five strategic aims, the fourth being 'managing risk'. An objective within this is to develop a proactive strategy to identify the risk of corruption and an audit regime to support this. The head of professional standards is aware of and fully engaged in addressing this aspect of the plan, and is working with the force intelligence bureau and the force security board to put this in place.