Her Majesty's Inspectorate of Constabulary

Leicestershire Constabulary

Baseline Assessment
October 2006

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Introduction to Baseline Assessment

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

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

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

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

Priority Frameworks

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

- managing critical incidents and major crime;
- tackling serious and organised criminality;
- providing specialist operational support;
- strategic roads policing;
- protecting vulnerable people;

- neighbourhood policing; and
- leadership and direction.

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

Force Amalgamations

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

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

The Grading Process

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

Service delivery grade

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

Excellent

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

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

Good

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

Fair

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

Poor

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

Direction of Travel Grade

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

Improved

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

Stable

This denotes no significant change in performance.

Declined

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

Good Practice

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

Future HMIC Inspection Activity

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

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

Baseline Assessment 2006 Frameworks			
1 Citizen Focus (PPAF Domain A)			
1A Fairness and Equality in Service Delivery • Equality of service delivery • Community cohesion • Engaging with minority groups • Hate-crime reduction and investigation	**1B Neighbourhood Policing and Problem Solving** • Effective mechanisms for obtaining community views • Responding to local priorities • Effective interventions and problem solving with partners and communities • Operational activity to reassure communities • Use of media to market success • Uniformed patrol and visibility • Extended police family • Performance in reducing fear of crime	**1C Customer Service and Accessibility** • Quality of service to victims and witnesses • Customer care • Responding to customer needs • Accessibility of policing services	**1D Professional Standards** • Investigation of public complaints • Improving professional standards • Combating corruption and promoting ethical behaviour • Reducing complaints and learning lessons
2 Reducing Crime (PPAF Domain 1)			
2A Volume Crime Reduction • Crime strategy • Performance in reducing volume crime • Levels of crime compared with peers • Problem solving • National Crime Recording Standard (NCRS) compliance			

3	Investigating Crime (PPAF Domain 2)	
3A Managing Critical Incidents and Major Crime • Detection rates for murder, rape and other serious crime • Integration with overall crime strategy • Compliance with Association of Chief Police Officers (ACPO) murder manual • Early identification of critical incidents that may escalate into major inquiries	**3B Tackling Serious and Organised Criminality** • Crime that crosses basic command unit (BCU) and/or force boundaries • Support for regional intelligence and operations • Asset recovery (Proceeds of Crime Act – POCA) • Effective targeted operations • Quality packages with the Serious Organised Crime Agency (SOCA)	**3C Volume Crime Investigation** • Crime strategy • Crime recording • Investigative skills, eg interviewing • Automatic number plate recognition (ANPR) • Detection performance
3D Improving Forensic Performance • Specialist scientific support • Use of National Automated Fingerprint Identification System (NAFIS), DNA, etc • Integrated management of processes • Performance in forensic identification and detection	**3E Criminal Justice Processes** • Quality and timeliness of case files • Custody management/ prisoner handing • Youth justice • Police National Computer (PNC) compliance	
4	Promoting Safety (PPAF Domain 3)	
4A Reducing Anti-Social Behaviour (ASB) • Non-crime activities of crime and disorder reduction partnerships (CDRPs) and other partnerships • Use of ASB legislation, tools, etc	**4B Protecting Vulnerable People** • Child abuse • Domestic violence • Multi-agency police protection arrangements (MAPPA)/sex offender management • Missing persons	
5	Providing Assistance (PPAF Domain 4)	
5A Contact Management • All aspects of call handling and call management • Initial incident response • Early identification of critical incidents • Performance in answering and responding to public calls	**5B Providing Specialist Operational Support** • Management of central operational support • Police use of firearms • Capability for policing major events/incidents	**5C Strategic Roads Policing** • Effectiveness of arrangements for roads policing • Integration/support for other operational activity • Road safety partnerships

6 Resource Use (PPAF Domain B)		
6A Human Resource (HR) Management • HR strategy and costed plan • Key HR issues not covered in 6B or 6C • Health and safety • Performance in key HR indicators	**6B Training, Development and Organisational Learning** • Costed training strategy and delivery plan • Key training and development issues	**6C Race and Diversity** • Action to promote fairness in relation to race, gender, faith, age, sexual orientation and disability • Performance in meeting key targets
6D Managing Financial and Physical Resources • Resource availability • Effective use of resources to support front-line activity • Devolved budgets • Finance, estates, procurement and fleet management functions • Demand management	**6E Information Management** • Information systems/ information technology (IS/IT) strategy and its implementation • Programme and project management • Customer service • Adequacy of key systems • Business continuity/disaster recovery	**6F National Intelligence Model (NIM)** • Extent to which structures, processes and products meet NIM standards • Integration of NIM with force planning and performance management • Use of community intelligence • Application of NIM to non-crime areas
7 Leadership and Direction		
7A Leadership • Extent to which the chief officer team is visible and dynamic, sets and upholds a vision, values and standards, promotes a learning culture, and sustains a well-motivated workforce • Effectiveness of succession planning • Promotion of corporacy	**7B Performance Management and Continuous Improvement** • Effective performance management structures and processes at all levels • Quality and timeliness of performance/management information • Internal inspection/audit/ quality assurance (QA) systems • Effectiveness of joint force/PA best value reviews (BVRs)	

Force Overview and Context

Geographical Description of Force Area

Leicestershire is a mid-sized county in the East Midlands region that covers an area of approximately 2084 square kilometres (804 square miles). It has good transport links and is connected to the motorway network. London is just over an hour away by train, and Nottingham East Midlands Airport (which is in Leicestershire) serves numerous European and worldwide destinations. The M1 runs through Leicester, carrying road traffic from London to Leeds. East to west traffic is served by the M69, which connects to the M6. Local government is administered through Leicestershire County Council along with the two unitary authorities of Rutland County Council and Leicester City Council. There are seven district or borough councils.

Demographic Description of Force Area

Leicestershire has a population of just under one million. The county's economy is varied, with manufacturing and wholesale or retail trade accounting for about 40% of employment. Other significant employment includes business activities and the public service sector. In Leicester unemployment is higher than the regional and national average, while the county has lower than average levels. More than 30 million tourists visit the city and county annually. The principal conurbation is Leicester, where more than a third of the population is from black and minority ethnic (BME) communities. In total, more than a quarter of the city's population is of Asian/British Asian origin, the largest such community in England and Wales.

Leicester was ranked in the bottom 10% of the Government Index of Local Deprivation. By contrast, Rutland has a large number of very small settlements with low population density and a high standard of living. The largest population centre is Leicester, followed by Loughborough. Other major towns include Ashby-de-la-Zouch, Coalville, Hinckley, Market Harborough, Melton Mowbray, Oadby and Wigston. Rutland, which was awarded unitary status in 1997, is the smallest county in the country. It consists of two market towns – Oakham, the county town, and Uppingham – and 58 parishes.

Structural Description of Force, including Staff Changes at Chief Officer Level

The executive team is based at headquarters (HQ), located on the outskirts of Leicester near Enderby. The team comprises the Chief Constable, deputy chief constable (DCC), assistant chief constable (ACC) (crime), ACC (operations) and directors of finance and human resources. The Chief Constable, Matthew Baggott, has been in post since December 2002. The force has four basic command units (BCUs), or areas Areas commanded by a chief superintendent, which deliver local operational policing. In terms of resources, as at 31 May 2005 the force comprised 2,299 police officers, 173 special constables, 1,259 police staff and 165 community volunteers.

The executive support department of corporate development provides administrative and secretariat support to the board. The headquarters departments are the operational support, corporate development and corporate communications departments and the community safety bureau – incorporating the intelligence directorate, crime support, call management, professional standards, scientific support, information technology, learning and development, criminal justice, estates and fleet, administration, and finance. Chief superintendents, superintendents or senior police staff managers head these departments.

Strategic Priorities

In line with the Home Secretary's key priorities for 2006–09 and targets set by the Local Criminal Justice Board (LCJB), crime and disorder reduction partnerships (CDRPs), primary care trusts and Leicestershire Fire and Rescue Service, the force is working towards priorities set within the Community Safety Board for Leicester, Leicestershire and Rutland. The force is represented on three force-wide children and young persons strategic boards that govern the local safeguarding children board and is working proactively to achieve the five recommended outcomes of 'Every Child Matters'.

The force's priorities for 2006/07 include:

- complying with quality of service commitments;

- answering 90% of all non-emergency calls within 30 seconds;

- implementing the 101 single non-emergency number (SNEN);

- increasing the number of police community support officers (PCSOs) during the year;

- reducing the number of people killed or seriously injured (KSIs) on the roads in line with national targets;

- implementing the Initial Police Learning and Development Programme (IPLDP);

- introducing a non-abstraction policy for the neighbourhood teams;

- developing the 'professionalising the investigative process' (PIP);

- introducing Livescan throughout the custody centres;

- implementing regional forensic procurement;

- introducing the National Strategy for Police Information Systems (NSPIS) case and custody;

- achieving compliance with the codes of practice for the management of police information;

- achieving over 69% of police officer time on front-line policing duties;

- developing and implementing the 'achieving performance excellence' (APEX) regime as a management framework, which has been developed in line with national good practice in 'Managing Police Performance'. Management information which is produced within the new management information gateway (MIG) will form part of the APEX process.

Impact of Workforce Modernisation and Strategic Force Development

Workforce modernisation is being applied to a number of posts within major crime, with a view to reinvesting the money within the department. The force has been instrumental in developing strategic and working groups to progress greater collaboration within the East Midlands region. Retention issues are being developed for police staff in particular. Some of these, such as secondment and work shadow opportunities, will be linked to exceptional ratings on Personal Development Review (PDR), while others, such as the home computing initiative, will be open to everyone. All recruitment is internal in the first instance, which reduces recruitment costs and provides development opportunities for existing staff. More blended learning is being developed, particularly in relation to computer training, IPLDP, Continuous Learning and Development Programme (CLDP) and Senior Leadership and Development Programme (SLDP) and the work-based assessments for sergeants and inspectors. Strategic development priorities are discussed six-weekly at the training priorities panel and fed into the learning and development plan, depending on priority, capacity and cost.

Major Achievements

- EMSOU was created with Lincolnshire, Derbyshire, Nottinghamshire and Northamptonshire and has continued to expand.

- The serious crime investigation department (SCID) was reorganised, allowing for dedicated major crime staff, therefore reducing abstractions from BCUs.

- Dedicated staff for the policing of Nottingham East Midlands Airport was increased (including a joint working protocol with officers from Derbyshire and Nottinghamshire forces).

- As part of the 'Getting Personal' communications programme, a quarterly stakeholder publication called 'Your Police' was introduced and four-monthly neighbourhood newsletters for every neighbourhood in the force were produced.

- The Leicestershire Constabulary command team has played a leading role in major national Home Office policing programmes. This achievement and the impact upon the national policing agenda should not be underestimated. The Chief Constable is a vice-chairman of ACPO and the national lead on neighbourhood policing (NP). The deputy chief constable is vice-chairman of the Professional Standards Committee and represents ACPO on the Independent Police Complaints Commission's advisory board. In addition he leads a working party developing a national code of professional standards and police discipline. The ACC (operations) leads on SNEN and anti-social behaviour.

- The formation and leadership of the Community Safety Programme Board (CSPB) is unique in the country and has become a model for other partnerships to follow. Bringing together ten local authority areas together with other major partners has been a huge achievement, and the pooling of budgets to fund both a joint executive/performance team as well as initiatives such as the management of priority offenders has been effective. In addition, ensuring that the local area agreements (LAAs) within the county are all co-ordinated and contain key issues has also led the way for others to follow.

- The use of safety camera revenue and the adjustment of fine thresholds to fund a countywide safety facility for all young people are unprecedented nationally. This

again has been taken forward in partnership with the CSPB and will deliver results across many organisational priorities. The Warning Zone will meet the needs of thousands of children into the future and has been resourced and supported by the constabulary, including the provision of a seconded police constable.

- The force has just been judged for the second year running as one of the top ten organisations in the country for its approach to race and equal opportunity issues.

- The Audit Commission commented in a recent inspection that the force has the finest governance arrangements it has come across in either the private or public sector.

- The Police Authority has been brought into all strategic boards, working groups and links to BCUs. There is very strong linkage between finance and prioritisation of risk in which the authority has become a key player. These arrangements are again unparalleled and have led to four years of continual improvement in spite of budgetary shortfall.

- The force has not only been selected for a pilot force for the 101 SNEN but is also leading nationally on the delivery of this huge organisational and cultural change. The SNEN will have a multi-agency community safety bureau, which will be national best practice.

Major Challenges for the Future

- Identifying 3% efficiency savings within the 2006/07 force budget (£4.82 million) without compromising resilience and customer service.

- Implementing the force restructuring programme from four BCUs to three, thus achieving coterminosity and building capacity through economies of scale.

- To be compliant with the Code of Practice for victims of crime.

- To be compliant with the Code of Practice for the management of police information.

- Tackling level 2 crime, terrorism and domestic extremism, while maintaining neighbourhood policing.

- Implementing the recommended outcomes of 'Every Child Matters'.

- The publication of CDR-based local policing summaries to 394,000 households in Leicester, Leicestershire and Rutland.

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

1   Citizen Focus (Domain A)

1A   Fairness and Equality in Service Delivery

Grade	Direction of Travel
Good	**Stable**

National Grade Distribution

Poor	Fair	Good	Excellent
0	**15**	**28**	**0**

Contextual Factors

Leicestershire, and in particular the city of Leicester, is a culturally diverse community. Clearly defined rural communities that have remained largely unchanged for many years contrast with the main population centres, which have a history of receiving, assimilating and supporting new cultural groups. Leicestershire Constabulary demonstrates a keen understanding of the needs of its diverse communities and an ability to respond dynamically to demographic shift. Extensive community involvement and support through a wide range of networks, groups and forums underpins operational policing activity.

Strengths

- Developing service delivery to travellers is at the forefront of bridge-building efforts with hard-to-reach communities. This is exemplified by positive reactions to child abduction investigations among traveller families and diversity training that specifically addresses traveller issues.

- The chief officer group shows considerable commitment to diversity and fairness and equality issues. All make distinctive contributions. The Chief Constable is the overall force lead for diversity and chairs the strategic equality and confidence board (SECB). The HR director is the force's ACPO lead for race and diversity learning and chairs the disability project board. The ACC (crime) chairs the LCJB fair treatment group and the force's fairness and equality delivery group. The ACC (operations) chairs the strategic independent advisory group (IAG).

- The range of activity carried out by the force is co-ordinated by a dedicated diversity manager who sits on a range of internal and external boards and committees, one of which is the ACPO race and diversity business area committee.

- There are innovative practices to promote fairness and equality within Leicestershire Constabulary. Along with the Home Office and Metropolitan Police Service, the force is taking part in an EU project to reduce disproportionality. Officers are sponsored to learn languages of local community groups in order to enhance service delivery and build community confidence.

- IAGs and key individual networks (KINs) are established at force, BCU and neighbourhood level. They form vital community links and act as valuable consultation forums. The force feeds performance data to them in relation to crime, stop searches and diversity training.

- Since the 2004/05 baseline the force has devised a community engagement strategy. Community impact assessments (CIAs) are carried out in response to incidents, crimes, changes in operational policing and media events, drawing upon IAGs and KINs.

- Leicestershire Constabulary published a new race equality scheme (RES) in May 2005 and appointed a full-time scheme manager in June 2005 to deal with implementation and monitoring. The RES has been acknowledged by the Commission for Racial Equality (CRE) as one of only seven in the country demonstrating good practice.

- Force policy writers have been trained to conduct CIAs on new policies. Training packages cognisant of the responsibilities under the Race Relations (Amendment) Act (RRAA) have been tailored to the specific needs of some departments, such as Professional Standards. Several instruments are used to convey fairness and equality standards within the force. The diversity manual includes a full range of policies and is supported by standards of behaviour and diversity statements prominently displayed in buildings.

- A correct response to allegations of hate crime is ensured by BCU-based hate crime officers and through compliance-checking investigations. A central bureau assesses whether national standards have been observed when recording and classifying crime.

- Hate crime is recognised as a precursor to violent crime and appears in force and BCU strategic assessments. Surveys are carried out on a thematic basis, including stop/search disproportionality and through the confidence survey, drawing on 1,600 respondents representative of the population. There is a plethora of consultative committees and groups operating under the aegis of both the force and the Police Authority. These bodies are consulted as part of their standing remit and when required on specific issues. All these channels are subject to the force's new consultation strategy.

- BME and lesbian, gay and bisexual and transgender (LGBT) communities can report incidents and crimes through local authority and partnership intermediaries. The police advisory group on racial issues monitors performance and effects of stop/search powers. Furthermore, access has been improved by joint working arrangements such as language line and signing for deaf people.

- The force has invested heavily in disability access throughout its infrastructure and has made reasonable adjustments to ensure its accessibility to the public. Disability Discrimination Act (DDA) customer care kits are available within front enquiry offices and provide aids and equipment to help people with a disability. The force's external website has also been significantly improved, providing greater clarity and access.

- RRAA-compliant training is given to all new members of the force as part of their induction. Specialist training is provided according to specific roles and functions, while policy writers are trained in CIA to gauge the effects of new policy.

Work in Progress

- Although the force makes good use of IAGs, their configuration could be more representative of the population. For instance, contacts have been made with new and

emerging groups and communities that have yet to participate in IAGs. The force is nearing completion in developing a disability IAG. This is ambitious and it may be easier to achieve representation from people with disabilities within the existing IAG as a first step, rather than form a distinct group.

- The force is drawing up a good practice hate crime strategy, drawing together the individual policies covering hate crime, critical incidents and anti-social behaviour in accordance with the ACPO hate crime manual.

Areas for Improvement

- A hate crime satisfaction improvement plan, designed to improve the experience of witnesses and victims in investigations through greater participation in a better designed survey, has yet to be fully implemented.

- The force has conducted an extensive review following reports from the CRE, Morris and Taylor inquiries. Measures addressing the issues identified are being orchestrated by the SECB. However, some issues have yet to be progressed. Decisions not to deal with, or to defer, some issues are subject to an internal justification process.

- The force has made strenuous efforts to instil in officers the need to identify vulnerable victims and witnesses, including training and the use of recording prompts, but this is not yet firmly embedded. Reliance is placed on lawyers and witness care units to identify the needs of victims after charge.

1B Neighbourhood Policing and Problem Solving	**Grade**	**Direction of Travel**
	Good	**Improved**

National Grade Distribution

Poor	Fair	Good	Excellent
4	18	20	1

National Position

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

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

Contextual Factors

The NP programme has been facilitated by the established system of local policing units, which form a solid foundation for the formation of neighbourhood teams and enable the identification of neighbourhoods. Partnership and community buy-in has been secured through extensive participative and consultative arrangements.

The force has demonstrated its commitment to NP by seconding a superintendent full-time to the national programme team. The Chief Constable leads nationally, both on a cross-departmental programme board on behalf of ministers as well as taking forward the detailed programme plans for 43 forces. This has enabled Leicestershire Constabulary to be at the heart of the Crime and Disorder Act review and to influence ministers at the highest level.

Strengths

- The force has been at the forefront of national CDRP and reassurance programmes, providing a sound foundation for implementing NP. There are currently 110 neighbourhoods, including six identified priority neighbourhoods, in Leicester City. Each priority neighbourhood has a beat officer, and some are further supported by PCSOs and community volunteers. They work alongside a team of local patrol officers who share responsibility for NP in that area and are all supervised by a neighbourhood sergeant.

- The force had implemented NP throughout its four BCUs by March 2006, two years ahead of national timescales. This means that each of the 110 neighbourhoods has a dedicated neighbourhood team working with partners towards resolving community priorities. The 110 neighbourhoods have been defined using guidance from the National Centre for Policing Excellence (NCPE) and consultation with partners and communities. They vary in size and nature according to the make-up of the neighbourhood. The force's project team is currently completing a review of these neighbourhoods. They will then be reviewed on a six-monthly basis within the neighbourhood profile process.

- The ACC (operations) champions the NP implementation with the Chief Constable (who has the national ACPO lead for NP) and area commanders. They provide strong vision and leadership in continuing to develop this critical area of business.

- The implementation of NP is directed and supported by proven and robust governance arrangements. The CSPB, chaired by the Chief Constable, has representation from chief executives from all strategic partners and has agreed county-wide common priorities, one of which is the development of neighbourhood management. The force has a citizen focus and NP steering group, chaired by the ACC (operations) and attended by both partnership agencies and the Police Authority. These arrangements ensure that there are strong strategic links between all the key reform agendas.

- There is a detailed project plan and a well-resourced central implementation team. This team also undertakes reviews of the level of implementation of NP on areas, which identifies strengths and areas for further development.

- Positive involvement of partners in NIM is evident at a strategic level, with the CSPB developing a partnership strategic assessment and subsequent control strategy every six months. There are positive early signs of NIM methodology being employed at Area level, specifically at joint action groups, fortnightly tasking and co-ordination meetings and the development of a 'seamless' problem profile designed to capture all community intelligence in compliance with NIM.

- A neighbourhood profile process has been developed and will be implemented force-wide by the end of 2006. This process is being evaluated with partners through the CSPB. The profiles will feed into BCU strategic assessment in September 2006 and force strategic assessment in October 2006. The profile process will ensure that partner agencies and communities are involved in tackling jointly agreed objectives. An additional NIM element at area level is being introduced with SNEN. An interagency community safety bureau is being established with analytical capacity to support neighbourhood level partnership action.

- A range of multi-agency engagement tactics are used to support NP. Examples include Patch Walk (a structured walk through a neighbourhood with partner agencies to identify and remedy quality of life and reassurance issues), together with 'have a say' days and street briefings. Community initiative co-ordinators, based on each local police unit (LPU), play a key role in organising and administrating these tactics and other NP activities, freeing up time for beat officers and supervisors.

- A communication strategy in support of 'getting personal with communities' identifies a range of tactics to promote NP. A redeveloped force website has won a national award for accessibility. Neighbourhood newsletters (one for each neighbourhood produced every four months) provide local policing information, including details of neighbourhood

team members and how to contact them. It also provides a means for the community to contribute to the setting of neighbourhood priorities.

- The force's corporate communications team has developed a multi-agency communication forum that brings together public sector communication practitioners, through which work to inform partners and support joint NP initiatives is ongoing. Although this is a positive approach, it is too early to assess outcomes.

- Early use has been made of surveys, specifically an extensive telephone 'confidence, reassurance, accessibility, visibility and evaluation' (CRAVE) survey, which will contribute to the development of a performance framework for neighbourhood policing within APEX.

- There are various NP performance management systems in place at area level to measure NP activity. The force is now developing a force-wide performance framework that will provide timely and locally relevant measurement. This is being developed in conjunction with national pilot work for an NP performance framework being undertaken in force from April 2006 for 12 months.

- There is a standard abstraction policy across the force in support of NP. The force has created its own definition of 'abstraction' within its policy, as there is no national definition available. This is a meaningful and non-bureaucratic definition, whereby pre-planned abstractions are monitored. Any issues relating to other abstractions (eg, mid-duty) are monitored as part of the neighbourhood policing teams' inspection process on areas.

Areas for Improvement

- Although the draft strategy for consultation and engagement has now been adopted and a coherent approach that sets minimum standards has been added, the force has recognised that it needs to ensure that consultation over neighbourhood boundaries and beat/neighbourhood priorities are more systematic and have distinguishable elements of engagement, leading to joint action as part of the improvement cycle.

- The force is aware of the need to further identify and then integrate 'harder to hear groups' into NP processes, for instance identifying such groups in beat profiles/folders and increasing their representation at joint action groups (JAGs). KINs on beats have been identified, but beat profiles do not always indicate why a particular person is a key individual and what community group they represent.

- There is clear evidence that NP is already and increasingly integrated into the mainstream of police business with sustainability a key theme. One of the three themes of the force's change programme ('Delivering the Changes') is 'getting personal with communities'. The force is a national pilot site for the SNEN. A planned force re-organisation (from March 2007) will improve beat officer and supervisory resilience and co-terminosity of LPUs and neighbourhoods.

- One such issue is the retention of beat officers and PCSOs and the reported difficulty in attracting beat officer candidates in some LPUs. This has the potential to affect the building of relationships and confidence in the delivery of NP. Although the force does reward beat officers with special priority payments, the overall reward package needs to look at addressing issues of progressing career pathways and progression.

- A training needs analysis has been carried out for neighbourhood team staff, but there is currently no ongoing training programme in place, including joint training with partners.

- The integration of some PCSOs and the Special Constabulary into NP needs more work. Not all PCSOs are directly attached to a beat officer or neighbourhood team, and there is little evidence of special constables being used to support neighbourhood teams.

- The force has commenced its development of a coherent patrol/deployment strategy for neighbourhood teams and work on this is planned. Developments are expected to be linked to community tasking and co-ordination processes, which will themselves be based on the evolving system of community intelligence inputs.

- Most neighbourhood teams and beat officers have no Area-based media or marketing support. The force has increased capacity within the HQ-based force corporate communications team, which does offer a level of support. However, day-to-day proactive media and marketing falls to NP staff, including the writing of newsletters. It is accepted that corporate communications collates all neighbourhood policing media across the county to ensure a clear overview of NP coverage, but this process could be enhanced with the implementation of communications officers on Areas.

- There is evidence that the NP 'branding' message is not clear to all area staff, especially response and patrol officers. The force's NP role definitions have now been agreed, and branding and communication around new roles within the NP model will be completed as part of the move from four areas to three. It is anticipated that they will then be robustly promoted internally, providing officers with clear guidance of what NP means for them, and ensuring that the force has a well defined strategy with clearly communicated goals.

GOOD PRACTICE

TITLE: Delivering the Changes - community policing to Neighbourhood Policing, providing a service that is second to none.
PROBLEM With its proud history of community policing through Local Policing Units, Leicestershire Constabulary was well placed to volunteer for the reassurance project (at New Parks LPU) and the Community Cohesion pilots (on Central BCU).
SOLUTION Both pilots demonstrated the importance of engaging communities to negotiate local priorities. To test the transferability of these lessons, a Neighbourhood Policing (NHP) pilot site was chosen at Coalville on the North BCU. The BCU had not been involved in previous pilots and was considered a testing option for assessing practicalities in implementing NHP force-wide. A project team was established to support its development; one officer was seconded to the national NHP team to keep managers apprised of national developments. The Coalville pilot showed that reassurance/community cohesion lessons were transferable to NHP. Dedicated officers developing KINS, EVAs and Street Briefings, supported by LPOs with microbeat responsibilities, had improved reassurance and confidence, while crime and detection performance was maintained. This was achieved

within existing resources. However, abstractions of neighbourhood resources were a real challenge, with up to 30% abstraction away from neighbourhoods. Responding to this challenge, the force reviewed its PBO establishment, and introduced an abstraction policy to ensure that officers were dedicated to neighbourhoods.

To support the introduction of the pathfinder on the North BCU, a major programme, 'Getting Personal – Delivering the Changes' - was commissioned for delivery by April 2007. Under this programme, BCUs will become co-terminous with Local Authority boundaries, with enhanced partnership working through Joint Action Groups. The number of LPUs is reducing from 21 to 15, becoming larger and more resilient, with additional supervision in neighbourhoods. The development of SNEN, and inter-agency Community Safety Bureaux within BCUs will support partnerships in tackling neighbourhood priorities. Local Support Teams will assist operational officers by reducing crime and incident queues.; smarter deployments will result from the use of automatic vehicle location systems, and the developing use of mobile data innovation. This will enhance capacity at LPUs, ensuring PBOs are not abstracted from neighbourhoods.

Through extensive force-wide piloting and testing on the North BCU pathfinder, the force was able to roll out NHP early to all four BCUs in a structured way, involving partners. The work is supported by robust local governance structures which include the county-wide, strategic Community Safety Programme Board, the Citizen Focus and Neighbourhood Policing Steering Group, and BCU commanders leading local implementation groups.

OUTCOME(S)

Independent national evaluation of the Reassurance pilot showed that reassurance and confidence was increased within the constraints of existing resources. The Community Cohesion pilots tested the force model of dedicated teams of officers, including PCSOs in priority neighbourhoods.

FORCE CONTACT: Chief Inspector Julia McKechnie - Neighbourhood Policing Project

	Grade	Direction of Travel
1C Customer Service and Accessibility	**Good**	**Stable**

National Grade Distribution

Poor	Fair	Good	Excellent
0	19	22	2

Contextual Factors

This framework cannot be viewed in isolation, as developments in areas such as criminal justice processes, contact management and neighbourhood policing all affect customer service and accessibility. The force has enthusiastically taken up national initiatives to place the customer, be they victim, witness or supportive member of the community, at the heart of service delivery. The quality of service commitment (QoSC) is evident throughout force activities and features most strongly in performance management processes, particularly the new APEX regime.

Strengths

- The customer focus performance meeting monitors customer service and accessibility issues. PPAF data is broken down to individual BCU and LPU contributions to performance through a balanced scorecard regime. Considerable thought is applied to the use of discretionary questions within PPAF surveying, with responses sought to maximise organisational learning. The impact of policy changes is measured against performance in the MSF group.

- There is a co-ordinated approach to internal and external survey exercises by the force survey group. This ensures that work is conducted in compliance with methodologies from the Association of Police Authorities, ACPO and Home Office and that work carried out by the force complements that of partner agencies through collaboration as appropriate.

- QoSC implementation is led by the ACC (Operations) with board supervision from a multi-agency steering group representing a broad constituency of stakeholder interests and partnerships. Implementation considers the effects of the victims code and witness charter. Many aspects of QoSC are already in place and subject to performance monitoring; the 150-point action plan is one vehicle to deliver the QoSC by November 2006.

- The force makes effective use of technology to facilitate access, including induction loops, amplifiers, architectural and design adaptation, type-talk and disability care kits. The force website has been acknowledged as particularly user friendly by bodies such as the Royal National Institute for the Blind.

- A five-year programme of investment has been undertaken to improve DDA access to force premises. The force is a member of the Employers' Forum for Disability and has

implemented guidance and good practice provided by the forum in undertaking the physical improvements to premises. Ancillary aids have also been provided in all enquiry offices to facilitate differing needs of individuals using the services.

- A range of measures have been instituted to ensure enhanced customer service. Enquiry counter staff aim to meet specific standards, with the Level 2 NVQ in customer service set as the benchmark. Citizen focus is a fundamental part of core training and the IPLDP. In order to make an impact on the key crime areas of domestic burglary, motor vehicle crime, violent crime, racist crime and road traffic collisions, there are strategic leads. This reflects commitment to positively impact on PPAF targets in those areas.

- Individual contributions to customer service are secured by linking citizen focus objectives to the PDR process. Furthermore, minimum standards are applied to reporting and investigation through NCRS, the National Standards for Incident Reporting (NSIR) and performance monitoring. Thus through the application of systemic and personal regimes, officers and police staff support the ethos of customer service.

- QoSC implementation is supported by 'Your Voice Counts' and the 'Getting Personal' programme. These delineate specific measures and make QoSCs to the public. LISTEN posters are displayed in buildings stressing the importance of service excellence. LISTEN is a pnemonic for Listen; Inspire confidence; Support with information; Take ownership; Explain; Notify people.

- Intrusive supervision and interventions are employed to rectify areas of poor performance highlighted in customer surveys. For example, delays in dealing with voicemail and answer phone messages have resulted in compliance measures and where appropriate early apologies for delayed responses.

- Victims and witnesses are regularly updated on case progression. The Victims Code for pre- and post-charge status was achieved in March 2006. The intranet contains advice on keeping victims updated, and victim care sheets are included on the crime information system. Developmental work is under way to include a witness care package for the current crime system. A monthly audit of updates provided to victims of priority crime contributes to continuous improvement of customer service.

- The force has made an early migration from postal to telephone surveys to secure better response rates and more timely and accurate information.

Work in Progress

- Customer service will be bolstered once force restructuring is complete. This will see the introduction of inspectors at BCU level and sergeants at LPU level charged with driving the citizen focus agenda and raising performance.

Areas for Improvement

- A wide range of measures and solutions are in place to ensure DDA compliance and ready access to policing services for customers requiring specific considerations. The force estates strategy reflects planned improvements to minor accessibility arrangements for force premises, but full DDA compliance is not anticipated until 2008.

1D Professional Standards	Grade	Direction of Travel
	Fair	**Not Graded**

National Grade Distribution

Poor	Fair	Good	Excellent
2	16	25	0

National Position

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

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

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

http://inspectorates.homeoffice.gov.uk/hmic/inspect_reports1/baseline-assessments.html

2 Reducing Crime (Domain 1)

2A Volume Crime Reduction

Grade	Direction of Travel
Fair	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
1	18	20	4

Contextual Factors

The force has taken steps to improve its volume crime reduction performance with the introduction of a performance framework manager and the complementary strategic leads for crime areas, including one specifically identified for volume crime. Greater use of information technology is planned to identify emerging trends and introduce remedial interventions as appropriate. The NIM runs through the business of crime reduction and is underpinned by the neighbourhood policing model, which the force is seeking to enhance through the development of local action groups (LAGs).

Overall crime has reduced by 5.36%, and all other volume crime groups have followed this trend. Dwelling house burglary has reduced by 10.86%, robbery has reduced by 6.4%, and vehicle crime has reduced by 12.26%. Violent crime has reduced by 2.74%. The slight reduction of violent crime has to be set against a backdrop of a dramatic reduction in more serious violence together with a slight rise in less serious violence. The force has consciously been proactive in the use of issuing penalty notices for disorder (PNDs), which has had an adverse effect on the profile of low-level violent crime.

Strengths

- The force has proactive ACPO leadership from the ACC (Crime) supported by strategic champions for all the main core crime types - eg, burglary, violent crime, vehicle crime and hate crime. A specific lead has been appointed to deal with volume crime as a topic in itself. Each strategic lead has responsibility for co-ordinating the preventative, investigative and disruptive activity across the force in each crime area.

- Activity is NIM-driven both in terms of the regular tasking and co-ordination group (TCG) meetings at BCU and force level and also the strategic leads' monthly meetings to ensure the effective deployment of resources. Deterioration in performance is picked up in the current crime and operations meeting, which is evolving into a more comprehensive monitoring meeting with the introduction of the APEX system.

- Performance monitoring is supported by an audit regime that ensures compliance with NCRS and the Home Office Counting Rules (HOCR). An external audit identified overall compliance with the NCRS and HOCR standards as Fair. A further level of auditing is provided by a centralised crime recording bureau (CRB) that ensures correct classification of crime at point of recording. The CRB is currently tasked with the live

recording of burglary, and it is progressing to live recording of all core crime.

- Regular audits are conducted by the force inspectorate in relation to crime recording, classification, detections, crimes recorded as 'no crime' and service delivery standards. Periodic thematic inspections are also undertaken, such as the investigation of rape. Poor performance is fed to either the ACC (crime) or departmental head for remedial action, and organisational learning is developed via the chair of the NCRS working group, who also has the portfolio for volume crime.

- A chief inspector has been appointed as the force's performance framework manager in order to drive the development of performance issues across the force. A performance management framework has been developed incorporating all local and national performance indicators for the first time on one database, which enables the early identification of any deterioration in performance.

- The violent crime profile reflects a dramatic reduction of more serious violence and conversely a slight increase in less serious violence. This profile is indicative of the proactive use of PNDs, which provides a robust mechanism to deal with low-level violence before it escalates to more serious violence. Overall, violent crime has shown a reduction.

- Analytical capacity has been afforded to examine downward trends with a view to identifying effective practice to address other areas for improvement (eg, a rise in violent crime on the North BCU). The evaluation of initiatives has also taken place through the thematic groups - eg, ASBO activity being evaluated by the ASB delivery group.

- Proactive offender diversion programmes have been successful within the force. The multi-agency prolific and persistent offender management (MAPPOM) team identifies prolific and persistent offenders (PPOs) and prioritises them though a risk assessment matrix to determine their level of offending. A robust multi-agency response has been implemented to use drug testing and other interventions to reduce offending.

Areas for Improvement

- Although violent crime has shown a reduction overall, the force is still well below the MSF group average. Through internal performance management processes, the force has identified the performance gap in reducing violent crime. In collaboration with the Police Crime and Standards Directorate, a proven intervention package is being implemented to bridge this performance gap. The package focuses on prevention and enforcement activity surrounding domestic violence, violence during the evening economy and sporting events.

- The force has experienced difficulty in appending investigative material to crime reports. An opportunity exists to improve the management and auditing of recorded crime by ensuring that investigative documentation is effectively recorded onto the crime recording system utilising the scanning function.

- Compliance with NCRS, in respect of recording crimes within the 72-hour target, is a challenge for the force. To enhance compliance with NCRS guidance and provide a quality of service, the force has recognised the necessity to conduct process mapping of key processes, notably in call handling, incident management and crime handling.

3   Investigating Crime (Domain 2)

3A   Managing Critical Incidents and Major Crime

Grade	Direction of Travel
Good	**Improved**

National Grade Distribution

Poor	Fair	Good	Excellent
5	**17**	**17**	**4**

Contextual Factors

The force's well-developed and tested procedures for responding to critical incidents were recognised in its contribution to restoring calm in local communities following the London bombings on 7 July 2005. The force drew upon the positive relationships in which it had invested over the years to maintain a stable environment. The force has encouraged members of minority communities to join the Independent Advisory Group (IAG), who have been used as critical friends to inform accurate critical impact assessments during critical incidents and major inquiries. The major crime unit (MCU) has continued to develop to meet demands, and following a best value review (BVR) a number of recommendations have been implemented. The MCU has increased its establishment and its remit to take on other incidents defined as major crime, such as critical incidents, blackmail and series rape. This change has stabilised the workforce, and abstractions from BCUs have been minimised.

Although in Leicestershire the number of manslaughters has increased by one from the previous year, there has been a reduction in murders from eight in 2004/05 to four in 2005/06. The force is in line with the MSF average for the number of manslaughters per 10,000 population but the number of murders slightly exceeds the MSF average. During the period under inspection the force has investigated two category B homicides and five category C homicides (three carried over from the previous year). Category B homicides are those where the identity of the offender(s) is not apparent, the continued threat to the public is low and the investigation or securing of evidence can be achieved within normal force resourcing arrangements. Category C homicides are those where the identity of the offender(s) is apparent from the outset and the investigation and/or securing of evidence can be easily achieved. Increases have been seen in the detection of murders in 2005/06 compared with the previous year, and the force is showing a 100% detection rate for murder. During the inspection period all four murders and one offence of manslaughter have been detected. A suspect for the outstanding manslaughter has been identified and is being sought.

Strengths

- The strategic assessment considers major crime and a range of critical incidents likely to affect the force both now and in the future and includes a threat assessment for firearms and terrorism to meet local, regional and national requirements. The strategic assessment considers community intelligence to profile vulnerable communities and

locations. Community profiles are used to aid understanding of criminal operations. Where appropriate this information is shared with partners under existing protocols.

- The strategic assessment and other department plans reflect the intelligence, prevention and enforcement activity around precursor events of homicide, such as gang, gun and drug-related criminality and serious violence. The strategic assessment also features child protection, hate crime, sex offences, domestic violence and missing persons, which may be construed as other precursor offences of homicide.

- Operation Yeoman is the force's response to tackle gang- and gun-related criminality. The initiative embraces NIM principles and incorporates a risk assessment to prioritise the threat from individuals and identify vulnerable locations. Once the intelligence is developed, interventions are put in place to prevent gun-related activity. The MCU has continued to support the strategy by using HOLMES to effectively manage investigations relating to the discharge of a firearms, even when no injury has been sustained. This policy facilitates the best use of intelligence from previous incidents and enables intelligence to be fed back into the operational intelligence branch for continuing analysis and consideration during the force tasking process.

- The national definition of a 'critical incident' has been adopted by the force and training provided to a wide range of staff. The force's command and control structure is well developed to identify incidents early and a mechanism exists to deal with identified incidents. Call management centre (CMC) inspectors have well-established call-out procedures and can access a wide range of intelligence sources to inform their decisions.

- The force has the capability to provide 24-hour strategic and tactical advice over a variety of functions, including major crime, firearms, negotiation and public order. The force has sufficient firearms resources to meet demand across the full range of tactical options, without the need for 'double hatting'. Only in exceptional circumstances has the force had to seek assistance from neighbouring forces. The force's operational planning department regularly conducts readiness assessments and regularly rehearses call-out arrangements.

- The IAG is extremely well developed within Leicestershire. The IAG has been actively engaged to advise on major inquiries and influence policy. In the aftermath of the 7 July bombings, the IAG helped to ensure calm within the diverse communities of Leicestershire.

- Following a best value review the force established a dedicated major crime unit, which now has the necessary accommodation and sufficient, dedicated and trained staff to meet predicable demand. Since September 2005 there have been no detective abstractions of staff from BCUs to support major crime work and a much reduced level of constable HOLMES indexer abstractions. The workforce modernisation programme aims to reduce BCU abstractions to nil in the course of 2007.

- The establishment of the dedicated MCU has improved the quality of first response available to homicide and increased the number of trained detective inspectors available on call. Furthermore, the introduction of new shifts in the MCU has increased the availability of experienced detective officers to respond to homicide as well as other time-critical incidents such as kidnap, blackmail and critical incidents.

- As part of the restructure within the MCU, an intelligence cell has been developed which ensures that intelligence collated during the course of a major inquiry is reviewed

and disseminated to BCUs in a timely fashion and, as importantly, that dedicated high-quality intelligence support is given to homicide and major inquiries.

- As the Major Crime Unit approaches its first anniversary there have been nil abstractions of Area detective staff, and this has demonstrated the ability of the Unit to manage demand by prioritising investigations. The absence of detective abstractions is of significant support to BCUs in itself and a significant change from previous years. The realignment of resources has also allowed the MCU to undertake a number of complex (non-homicide) investigations in support of Areas.

- Clear policies and guidance relating to the diverse investigation of homicide are underpinned by use of the murder investigation manual (MIM) and major incident room standard administration procedures (MIRSAP). An independent review section is dedicated to examining both current and historical unsolved cases in accordance with ACPO guidance.

- A performance culture has been embraced within the major crime arena with the development of qualitative and quantitative performance indicators. The ACC (crime) undertakes formal review of major inquiries to monitor progress and ensures that they are measured against cost benefit.

- A number of detective sergeants have already been trained as tier five interview advisers, and there is a programme to increase the number of interview advisers to provide greater resilience in this area.

Work in Progress

- In the last 18 months Leicestershire Constabulary has made a significant commitment to and investment in the investigation of major crimes. In 2005/06 the force increased the number of detectives in the MCU and re-engineered working practices to improve efficiency. The force has commenced a programme of workforce modernisation and further process re-engineering, which will release assets equivalent to an investment of more than £0.5 million in major crime. This will ensure that the Constabulary's dedicated HOLMES unit will increase from eight to 26 staff, thereby further reducing the abstraction of staff to incident rooms and providing the force with a much more resilient casualty bureau for major incidents.

- The force is establishing a Public Protection Unit within the crime support department, to include the policy lead for domestic violence. At the time of the inspection, changes to its structure and the management of domestic violence, child protection and sex and dangerous offenders had been agreed. Those changes have been implemented and have been supplemented by an internal inspection of areas' domestic violence structures and a fundamental review and restructuring of rape and sexual offence investigation. All of these crimes are potential precursor crimes to homicide.

- National doctrine outlines that there is a requirement for all SIOs to be accredited to level 3 of the professionalising the investigative process (PIP) programme. It is unclear whether the SIO training provided within Leicestershire is accredited to such standards. It is acknowledged that Centrex has reviewed the existing SIO development programme and the only matter pursued is the non-utilisation of Hydra. Remedial work or ratification is required to ensure that the SIO development programme adopted in the region is accredited to level 3 of the PIP.

Areas for Improvement

- Greater inter-operability of intelligence systems is required between other forces and partners to aid investigations and identify trends and patterns around major crime. The failure of the managing and sharing information programme IMPACT and the Cross-Regional Information Sharing Project (CRISP) to deliver a viable tool for sharing information across the region has been a disappointment to the force. However, the Impact Nominal Index (INI) has been implemented within the regional intelligence group, and the East Midlands forces are collaborating on a project to explore the feasibility of linking or integrating their networks to facilitate access to each other's information systems, to assist with any enquiries that are needed to follow up a positive result from INI.

- There is a multitude of activity to prevent and disrupt life-threatening crime and homicide - eg, Operation Yeoman (on gun crime) and hotspot patrolling by armed response vehicles during times of demand. However, the force could formalise this proactive approach into an overarching homicide prevention strategy.

GOOD PRACTICE

TITLE: Leicestershire Constabulary response to the London Bombings, July 2005
PROBLEM   Following the terrorist attacks in London on 7th July 2005, Leicestershire Constabulary put in place a planned response with the explicit strategy of responding in such a way as to build on the existing excellent community relations within the county.
SOLUTION   Regular Gold group meetings ensured that the Constabulary was operationally fit to respond to any terrorist attack and support other forces, within the region and nationally.   A Detective Superintendent with extensive counter-terrorism experience co-ordinated Special Branch and investigative work across the East Midlands. At an early stage it became clear that the force should have a planned response to deal with potential suicide bombers; the force assessment was that the existing national plans did not match the force or region's capabilities. Accordingly a cadre of experienced and qualified Silver and Gold commanders prepared a response which built upon existing Firearms Manual of Guidance Practice.   Subsequent to the tragic events of 22nd July, the ACPO Police Use of Firearms group has now recommended this as the national approach to suicide bombings. Our commitment to building community trust and confidence throughout this very tense period involved regular meetings with the Constabulary's high level IAG and Council of Faiths. The force took a public line with the media, stressing that the bombers' attack was an attack on all communities and that the force would ensure its response was targeted towards criminals, and not towards any one part of our community.   Public statements emphasised that the force would not use Section 44 of the Terrorism Act as a general power to stop and search. Instead, it published clear policy which directed the use of Section 44 powers only towards identified suspicious activities at given locations, on the explicit authority of the operational Silver commander. This policy in relation to Section 44 was discussed with the IPCC and community leaders. It

attracted a great deal of positive support and constructive feedback. In order to address the particular concerns of extensive Islamic communities the Gold Commander met with a large group of Islamic faith leaders from across the Midlands.

OUTCOME(S)

This meeting gave the opportunity to understand community leaders' concerns and explain the approach to policing in Leicestershire, which again received very positive feedback. At an early stage it became clear that there was particular concern amongst Muslim youth. Gold Commander and senior officers within the force met a representative group of Muslim youths to hear their concerns and explain the Constabulary's response to the terrorist attacks. Throughout July and August, a concerted media campaign with community leaders sought to reassure all communities about their safety and the efforts made on their behalf to protect them.

FORCE CONTACT: Chris Eyre ACC(Crime)

GOOD PRACTICE

TITLE: Firearms criminality

PROBLEM

Leicestershire takes a robust stance towards firearms-related criminality, seeking to combine intelligence-gathering and enforcement with involvement in diversionary work with young people.

SOLUTION

Operation Yeoman was established to collect and disseminate intelligence on firearms-related criminality; a priority was to identify specific targets actively involved in gun crime. An organised gang of 30 members, was identified and a network analysis completed. Its members were involved in Class A drugs supply, firearms, serious violence offences, disputes with neighbouring counties' firearm gangs, and armed robberies. Members gained kudos by wearing of body armour and guns while frequenting nightclub premises. Members had forged longstanding friendships from childhood, family and community connections - efforts to target individuals had provided limited success. This allowed them to establish their territory, accelerate their rise up the supply chain and reduce the risk of prosecution. Individuals were identified and a profile produced that identified roles. This informed the formulation of an enforcement plan.

Enforcement

Operation Sear Nettle was a firearms-led, mobile ANPR policing tactic. An authority to arm was given, the planning of which included:

- a plan to obtain current vehicle details to populate ANPR

- scoping ANPR detection sites to accommodate interception vehicles and teams.

- community consultation and completion of community impact assessments;

- liaison with regional forces to secure information

- securing CCTV monitoring information

ANPR was located on pre-determined access routes supported by intercept teams. Any information relating to firearms were subject to real-time analysis, used to determine the most appropriate method of stopping the vehicle.

The ANPR teams dealt with non-firearms hits unless a firearms threat was identified,

Results

ANPR - 444 hits, 72 stops over three days.

Ten arrests for drugs, violence, offensive weapon, disqualified driving.

Twelve vehicles and three offensive weapons seized, including one S. 5 firearm, Body armour and drugs; total value of seizures was £24,500.

Several members of the organised gang were arrested

Feedback from the public has helped in sustained reduction in drugs activity.

Direct evidence from the organised gang that police action was frustrating their business activity.

Diversion

The force joined with CDRP partners in the 'Choose Life' project that aimed to engage with young people on the fringes of gang culture. Activities offered included music, dance, media and sport, led by youth workers who had credibility with young people. Once young people were engaged the subject of gun culture was introduced and relevant activity undertaken – eg, one group studied the effects of bullet wounds, working with special effects experts. Other groups visited Nottingham and Birmingham to meet peers with experience of gun violence, while firearms officers gave talks on imitation weapons and the likely police response.

OUTCOME(S)

See above - the project was externally assessed and judged to be successful.

CONTACT: Chief Superintendent Graham Middleton - Operations Support FHQ

3B Tackling Serious and Organised Criminality	Grade	Direction of Travel
	Fair	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
7	21	13	2

Contextual Factors

The force has made considerable improvements in its approach to tackle serious and organised criminality. Structures have been reconfigured in line with the principles of the NIM to meet the demands of the force. The NIM tasking and co-ordination process has been developed to provide a more robust approach in dealing appropriately with neighbourhood-level criminality through to regional and national cross-border criminality. The restructuring of the Major Crime Unit has supported the force's focus on tackling serious and organised criminality. Dedicated resources are available for deployment via the force tasking and co-ordination process to respond to level 2 criminality.

Leicestershire Constabulary is a significant contributor to the EMSOU, which specialises in test purchase and decoy operations. The EMSOU is presently undergoing significant development and there are plans to increase its capability to deal more robustly with level 2 criminality across the region.

Strengths

- The Special Operations Unit (SOU) provides the force's proactive response to tackle serious and organised crime. The SOU is well resourced, with three operational syndicates and an intelligence development unit. Officers within the SOU have the requisite skills and abilities to deploy a range of covert policing techniques. The SOU has a three-year development plan which sets out a purpose and incorporates measurable performance targets, ranging from the number of joint operations undertaken to the number of arrests and drug seizures.

- A comprehensive performance management system exists, with data sets to effectively monitor outcomes of serious and organised crime activity, including harm indicators applying to particular communities such as life-threatening crime and victimisation. These data sets are scrutinised at the crime and operations meeting.

- The economic crime unit (ECU) has strong links with the operational intelligence branch (OIB), and suspicious activity reports are shared to maximise opportunities. The ECU makes effective use of the Proceeds of Crime Act to seize assets and dedicates resources to disrupt level 2 criminality. The ECU has increased the number of confiscation orders by 61% in comparison with the previous year, and although the individual value of each order has reduced, the cumulative value has risen by 6%, to exceed £1 million.

- Leicestershire hosts the regional intelligence group (RIG) meeting, which is attended by the Director of Intelligence. The head of crime attends the regional TCG meeting, while a chief officer attends the regional strategic TCG meeting. Attendance at these meetings stimulates effective intelligence sharing with other forces in the region and informs about cross-border serious and organised crime.

- Network analysis has been undertaken to understand the nature and extent of serious and organised criminality. Intelligence products have been produced and proactive operations continue against nominals to disrupt activity.

- There is evidence of regional collaboration with other forces and multi-agency working to address a range of serious and organised criminality, from 'cash in transit' robbery and 'car key' burglaries through to immigration crime.

- Effective use has been made of Osman warnings as a homicide prevention tactic, and these are well documented in the 'threats to life' and intelligence policies. These policies are underpinned by a mechanism to determine an incremental response to cater for a wide range of witness protection interventions.

Work in Progress

- The force has identified an area for improvement in relation to the comprehensive debriefing and sharing of outcomes with interested parties. The OIB is in the process of designing a template to debrief all operations, which will be retained within the 'organisational memory' to enhance operational learning.

Areas for Improvement

- Although it is acknowledged that Leicestershire Constabulary has dedicated resources for conducting level 2 operations, the force's ability to mobilise in a dynamic, timely and reliable manner to meet both predicted and extraordinary demands across specialist areas is limited. The expansion of the EMSOU will, in time, provide greater regional collaboration to contribute resources towards reducing and disrupting serious and organised crime.

- The integrity and professionalism of staff tackling serious and organised crime are of paramount importance. A more robust system to address security and integrity, underpinned by policies and protocols, is needed to ensure that high levels of integrity are maintained by means of proactive testing.

	Grade	Direction of Travel
3C Volume Crime Investigation	**Good**	**Improved**

National Grade Distribution

Poor	Fair	Good	Excellent
3	20	16	4

Contextual Factors

The force has developed a strategy to improve the quality of volume crime investigation and increase detection rates across the facets of volume crime. The force has recently introduced a performance framework manager and identified strategic leads for all areas of volume crime, including one with the overarching remit for volume crime. Information technology (IT) has been developed to identify emerging trends and provide the opportunity for early intervention. The force has developed its crime strategy to embrace good practice and set minimum standards of investigation to enhance crime investigation. There is good compliance with the principles of the NIM in deploying the right resources, in the right place at the right time, to improve volume crime detections.

The detection of crime overall has increased to 28.76%, placing the force first in its MSF group and 4.6 percentage points above the MSF average. The force's performance in relation to the detection of dwelling house burglary has improved to 16.11%, placing it in fourth position in the MSF group and 1.1 percentage points above the MSF average. The force has enjoyed a high detection rate of 12.03% for vehicle crime, placing the force at the top of its MSF group and 2.9 percentage points above the MSF average. There has been an increase in detections for violent crime and robbery, elevating the force's position to third place and 2.1 percentage points above the MSF average for violent crime and fourth place and in line with the MSF average for robbery.

Strengths

- The force has an overall detection rate of 28.76% and a vehicle crime detection rate of 12.03%, placing the force at the top of its MSF group in these areas.

- The ACC (Crime) is the force's lead for volume crime investigation and is supported by strategic champions for each category. A specific lead has been appointed to deal with volume crime as an overarching strand. Each strategic lead has responsibility for co-ordinating the preventative, investigative and disruptive activity in their respective portfolios.

- The revised volume crime strategy addresses crime allocation issues at force level and introduces minimum standards for officers attending the scene and dealing with victims. The strategy also provides guidance for the effective management and supervision of crime. Each BCU has a 'gatekeeper' to quality assure the investigative process, and the inspectorate based at HQ conducts quarterly audits of crime.

- Volume crime investigation is well supported by the scene of crime officers (SOCOs), who are a central resource but are based on BCUs. There are standard operating procedures and an attendance protocol to exploit forensic opportunities.

- BCU staff analyse forensic identifications for patterns and trends and develop a profile in order to maximise detections.

- A chief inspector has been appointed as the force's performance framework manager in order to drive the development of performance issues across the force. A performance management framework has been developed incorporating all local and national performance indicators for the first time on one database, which will enable the early identification of any deterioration in crime detections.

- Dedicated resources in the form of a premier service team (PST) have been established; experienced investigators support less experienced officers and take ownership of forensic hits and POPs to maximise detection opportunities.

- BCU-based financial investigators identify cases with potential for asset recovery or money laundering charges under the Proceeds of Crime Act.

Work in Progress

- Although the PIP is being incrementally introduced, further development is required to implement the key elements of the PIP force-wide, along with processes to measure benefit.

Areas for Improvement

- The force has acknowledged a gap in auditing compliance and minimum standards of investigation. A comprehensive audit regime, with a mechanism for developmental feedback, is required to ensure compliance.

- There is a need to improve the quality of investigation and documentation in cases disposed of through TICs. A recent Home Office detections audit highlighted a flaw in the management process of the crime and intelligence system (CIS) reports in this area: documentation was absent, as TIC files were retained in hardcopy form only. The CIS system has a scan facility to record such data, which should be used to rectify this issue.

- Despite the implementation of the NCPE doctrine and Police and Crime Standards Directorate (PCSD) advice, there is little evaluation of crime investigation operations and initiatives, thus the force is losing opportunities to share effective practice and improve performance.

- The Home Office's audit of compliance with counting rules in respect of detections gave Leicestershire an overall grade of Fair. Although the sample was small, the audit highlighted Excellence for compliance in respect of disposal by means of cautions but rated the force as Poor in respect of disposal by offences taken into consideration (TIC).

3D   Improving Forensic Performance

Grade	Direction of Travel
Fair	Declined

National Grade Distribution

Poor	Fair	Good	Excellent
3	16	21	3

Contextual Factors

The assessment of this activity covers all aspects of forensic management and is not confined to the specialist department. The force has been judged on the extent to which it is using forensic evidence efficiently and effectively to achieve its crime investigation objectives. Improving quality and reducing process times are also key performance drivers. The Scientific Support Section in Leicestershire is headed by the Scientific Support Manager. The section is divided into three disciplines, each managed by a suitably qualified professional, which includes the Scenes of Crime Manager, Forensic Submissions and Finance Officer and the Fingerprint Manager.

The Lanner Group have recently undertaken consultancy work within Leicestershire in respect of the implementation of the Scientific Support Performance Improvement Work (SWIM) Package. The findings indicated that there was variation between the conversion rates of forensic identifications from crime scenes examined by Crime Scene Investigators. The quality of fingerprints submitted from crime scenes were low at 16% compared to the SWIM average of 29%. Conversely the time taken to detect a crime from the identification being made is good at 23.9 days, however this still offers some opportunity for improvement. The force have embraced the findings outlined by the Lanner Group and are progressing a related action plan to improve performance.

Strengths

- There is a strong chief officer lead for forensic performance. The ACC (crime) chairs the regional East Midlands forensic science group, the force's crime and operations group and the forensic strategy group.

- The forensic steering group has improved the contribution of forensic science to crime investigation by implementing a more robust mechanism for the tasking and co-ordination of SOCOs.

- The scientific support unit (SSU) is actively engaged with the tasking and co-ordination process. There is representation from the SSU at level 1 TCG meetings, where forensic performance is discussed. The scientific support manager provides a similar contribution to the force's level 2 TCG meeting.

- A fingerprint development laboratory strategy has been developed that includes new career paths, job descriptions, person specifications and changes in working practices to enhance service delivery and reduce unnecessary backlogs.

- An automated palm print identification system has been introduced to capture palm prints in readiness for populating the national Ident 1 database. This facility enables the search of palm prints recovered from crime scenes. Livescan and the 'Treadmark' footwear search systems have now been implemented within all custody suites.

- The SOCRATES IT system has been fully implemented within the force and now provides a robust performance management system to monitor the outputs from scientific support at the scene through to detection. The system provides performance management data to underpin the performance regime in relation to scientific support.

- The SSU has an internal website to disseminate forensic awareness advice. This is supported by a dedicated trainer who provides specialist input to officers through various training courses and forums. The force has developed aide-memoires, leaflets and training packages to improve forensic awareness.

- Since April 2003 the force has ensured that DNA swabs are taken from all police officer recruits and loaded onto the police elimination database.

Work in Progress

- The force has identified that the number of vehicle crime scenes examined has reduced. A vehicle recovery policy has been produced and is awaiting ratification for implementation. This policy will ensure that vehicles stolen and recovered are taken to a nominated garage for a forensic examination.

- The use of the forensic management system is currently limited, due to the fact that it has not been fully implemented and staff are not yet totally conversant with the system. The training package is currently on the force intranet but will migrate to SOCRATES once the force implements a new Scene of Crime website (SOCweb) facility. 'SOCweb' will not only give access to forensic information, but will enable officers to view the forensic status of cases. The management system will enable the SSU to monitor performance through various key stages. It is acknowledged that work is in progress to improve performance on volume crime, eg through tasking SOCO attendance at volume scenes and the introduction of an offence-based grading system.

Areas for Improvement

- Variability in the quality and quantity of forensic recoveries between various SOCOs needs to be addressed. Analysis and remedial action are required to increase the recovery of fingerprints and DNA from crime scenes to enhance forensic performance.

	Grade	Direction of Travel
3E Criminal Justice Processes	**Good**	**Improved**

National Grade Distribution

Poor	Fair	Good	Excellent
0	**15**	**27**	**1**

Contextual Factors

The force has built a strong relationship with criminal justice partners and other statutory and voluntary partners to improve the criminal justice process. There are examples of joint innovative practice that are delivering a quality of service to the public. The protocol between the force and the University Hospital Trust (Leicester Royal Infirmary) in relation to the assessment of people detained under the Mental Health Act is an excellent example. The service level agreement between the force, local authority and youth offending team determines the responsibility of each partner agency and ensures that young people are dealt with appropriately. The force has embraced a performance culture in collaboration with its criminal justice partners, and outcomes are being scrutinised to determine areas for further development. The force is at the top of its MSF group in relation to offences brought to justice and the number of sanction detections.

Strengths

- Multi-agency project boards are delivering a number of national projects, including statutory charging, 'No Witness, No Justice' and the effective trial management programme.

- The number of offences brought to justice has increased by 20% on the previous year, 2004/05, to 28.4%, placing the force at the top of the MSF group and 4.86 percentage points above the MSF group average.

- Sanction detections have also increased on the previous year, by 21% to 28.76%, again placing the force at the top of the MSF group and 4.63 percentage points above the MSF group average.

- A combined police and Crown Prosecution Service (CPS) witness care unit has been introduced, providing a single point of contact for all witnesses who are required to attend court. The unit is well supported by Victim Support and the Witness Service, providing a seamless care service to witnesses. The citizen focus team is monitoring the victims code and witness charter to ensure that all aspects are being integrated into the force systems and processes.

- Through multi-agency collaboration the force has agreed a protocol so that persons arrested under the Mental Health Act are taken to hospital for assessment.

- The timely execution of warrants has improved through effective inter-agency working

between the police and court enforcement officers. The force conducts a risk assessment to determine the appropriate agency to enforce the warrant. Operation Payback was a joint court/police operation, which saw the partnership execute a tremendous number of warrants.

- Statutory charging went live force-wide in February 2006, with CPS and police co-located at charging sites. Criminal justice units have been devolved to BCUs, and prosecution teams have been developed with the introduction of 'gatekeepers'. Gatekeepers offer investigative and case progression support to officers and contribute towards improving the quality and timeliness of prosecution files. The gatekeepers also allocate slots for persons returning on bail to maximise performance.

- The force has developed funding for multi-agency prolific and persistent offender management (MAPPOM), which has assisted in reducing re-offending by in excess of 70% and can be hailed a success.

- The force is actively engaged with the prosecution team performance management regime and provides a significant contribution to improving performance. Offences brought to justice have demonstrated continual improvement, and the force has exceeded its target. Persistent young offenders are brought to justice within the 71-day national target.

- A redesigned monthly criminal justice performance package was launched in February 2006 and highlights performance targets against local and national objectives. A dedicated performance officer and business improvement manager now drive performance.

- Efforts have been made by the force to achieve compliance with national policy on Police National Computer (PNC) timeliness and data quality. The force now achieves the national target for arrest and summons data being entered on PNC within 24 hours.

Work in Progress

- Current IT in the force custody areas is inadequate and causes delay and inefficiency. The implementation of a fully computerised custody system is needed to remove duplication and streamline the custody process. The force is addressing this problem with the roll-out of the NSPIS case and custody programme in September 2006.

Areas for Improvement

- The force has experienced difficulty in obtaining case results from the courts, which has had an adverse effect on the force's ability to achieve the national target of entering 75% of court results onto PNC within seven calendar days of receipt. The force believes that it has done everything possible to improve its efficiency and it has continually held the courts accountable for their part of the improvement process. Although the force is able to evidence achievement of the target of entering 75% of court results onto the PNC within seven calendar days of receipt, it is experiencing difficulty in obtaining court results from the courts themselves within their target of three working days. This delay compromises the force's measurement of the percentage of case results processed onto the PNC within 10 days. The force anticipates that this issue will be resolved as and when court resulting is completed by the court clerks in real time.

4   Promoting Safety (Domain 3)

4A   Reducing Anti-Social Behaviour (ASB)

Grade	Direction of Travel
Good	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
0	8	35	0

Contextual Factors

There is a strong commitment to reduce ASB within Leicestershire, and the chief officer team influences strategy at a national level. The reduction of ASB is a key driver for the implementation of neighbourhood policing, which is led nationally by the Chief Constable. Progress is being made to engage with KINs to ensure that communities are involved in setting the priorities for the police to focus on ASB. ASB features within the tasking and co-ordination process at level 1 and level 2. The scanning, analysis, response, assessment (SARA) problem-solving model is adopted, and innovative responses are implemented to reduce ASB. The community safety bureau (CSB) incorporates a small team to deliver on the 'Respect' agenda and develop policies and procedures to reduce ASB. The British Crime Survey for 2005/06 indicated that the public perception of anti-social behaviour was just 0.5 percentage point below the MSF average of 15% and ranked the force third out of the eight forces in its MSF group.

Strengths

- The ASB delivery group comprises multi-agency representation that adheres to a coherent work plan, geared to influence work with all CDRPs. Effective practice is shared to achieve the objectives set.

- An established ASB policy and strategy within the force outlines standard approaches to ASB and information-sharing protocols.

- A good practice guide has been developed and disseminated within the force to highlight effective ways of dealing with ASB.

- The multi-agency ASB policy describes an incremental approach to tackling ASB that embraces fairness and proportionality through a 'case conference' approach. Perpetrators are the subject of discussion at a case conference between stakeholders who determine the most appropriate intervention to reverse their ASB.

- Specialist advice is available from the ASB co-ordinator for model files to secure ASB orders and for procedures to invoke a range of tactics, including injunctions, contracts and vehicle seizures.

- The force has had the foresight to develop 'next stage' strategies and hopes to create a

multi-agency dedicated legal unit with a streamlined and cost-effective approach towards ASBOs and associated enforcement tactics. The force, jointly with its partners, has produced a CD-rom-based teaching guide to divert young people from ASB.

- PCSOs and beat managers have a broad understanding of the powers and tools available to tackle ASB, including the issue of PNDs. PCSOs undertake a five-week training course, with inputs on service delivery, the principles of neighbourhood policing and 'tackling ASB on your beat', together with lessons on powers and use of PNDs.

- Incidents of ASB are recorded on the command and control system and can be easily analysed through INSIGHT. All LPUs have access to research and analytical staff to develop target and problem profiles for consideration through the NIM process from level 1 to level 2.

Work in Progress

- The force has identified some challenges in the scope of training for PCSOs and anticipates the integration of PCSOs within the IPLDP to address necessary training needs.

Areas for Improvement

- The 'Together' campaign, which provides advice and guidance to tackle ASB, has not been marketed effectively within the force. Greater knowledge by practitioners of the 'Together' campaign website would benefit the organisation and strengthen procedures for dealing effectively with ASB.

- ASB initiatives should be evaluated to determine their effectiveness and impact on the community.

4B Protecting Vulnerable People	Grade	Direction of Travel
	Fair	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
8	32	3	0

National Position

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

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

Contextual Factors

This does not mean that other areas arouse similar concern; in the case of Leicestershire, HMIC commends the comprehensive strategies, policies and procedures surrounding the multi-disciplines of protecting vulnerable people. The child abuse investigation unit (CAIU) is adopting the recommendations of a best value review inspection to ensure that workloads and staffing levels are better aligned. Performance data has improved and now provides appropriate measures of individual workload.

There is good collaboration between the CAIU and the sex and dangerous offenders unit (SADOU), including a joint response by the police and Social Services to allegations of child abuse, and the introduction of a co-located representative from the probation service with the SADOU. A good relationship exists between the force and domestic violence forums at both strategic and tactical level. The force has in place an established missing from home IT system, to support a robust policy. There is considerable work in progress, which is yet to be fully implemented, in relation to the management of child protection referrals and case

management and improving attendance at case conferences.

Strengths

- The ACC (crime) is the force's lead for all the work streams that contribute towards protecting vulnerable people, including child protection, domestic abuse, management of sex and dangerous offenders, and persons missing from home. The ACC (crime) holds the national portfolio for child protection. There are policies and procedures in place supporting the protecting vulnerable people portfolios. The ACC (crime) represents the force on the MAPPA strategic management board.

- The CAIU has committed and well-trained staff with access to evidence-gathering facilities.

- The CAIU action plan identifies key issues, responsibilities and performance management. It links to a development plan setting out strategic priorities, relating these to the force strategic plan.

- The DCC is the lead for developing the three strategic children's boards in Leicester City, Leicester County and Rutland.

- The procedures of the local safeguarding children board (LSCB) outline joint working practices on child protection, underpinned by joint awareness training. The CAIU raises awareness about its role through inputs on sexual offences liaison officer (SOLO) courses and probationary training modules.

- The IT-based child abuse tracking system (CATS) has been introduced to record, manage and enhance the supervision of child abuse referrals. CATS provides a facility to record all child protection referrals and incorporates a mechanism to update the system as the referral unfolds. Supervisors can monitor the systems to check the progress of an investigation and determine the workloads of staff.

- An INI terminal has been located within the CAIU to assist information-sharing with other agencies and forces.

- The force has embraced NCPE guidance on early involvement in examining criminal allegations. Partnership working has been strengthened to meet this challenge, with the introduction of a response team that works with social services to risk assess referrals of child abuse and conduct a strategy discussion. This process has seen a significant rise in the number of early interventions.

- Performance targets and qualitative and quantitative measurements have been developed by the CAIU to facilitate supervision and monitoring of investigations. Management information will be available through the management information gateway (MIG) when fully implemented across the force.

- The force has a robust policy to respond to missing-from-home cases, setting out management roles and responsibilities. This policy is supervised through the Compact IT solution, which incorporates minimum standards of investigation and a risk assessment. The force has been pioneering in adopting the child rescue alert system, which makes effective use of the media to publicise cases of child abduction.

- The force's dedicated sex and dangerous offenders unit (SADOU) works jointly with the Probation Service in the management of sex offenders and is located centrally within the crime support department. Its core function is MAPPA-based work managing level 3

offenders and co-ordinating the response to level 2 and level 1 offenders. High risk offenders are managed proactively using NIM disciplines. Effective use has been made of sexual offender prevention orders.

• There is mandatory referral of staff working in the public protection environment to Occupational Health for regular counselling and debriefing.

Work in Progress

• The force has implemented IT to enhance the recording and supervision of child abuse referrals. However, the benefits of the system will not be maximised until the back-record conversion of the previous antiquated cardex system is completed. The chief officer team has recognised the importance of this issue and has committed additional resources to expedite the back-record conversion process.

• The force has recognised a deficiency in relation to consistent police representation at child protection case conferences. A selection process is being undertaken to recruit a number of police staff to prepare and attend case conferences, with a view to achieving a 100% attendance rate at initial case conferences.

Areas for Improvement

• The remit of the CAIU has been revised to improve resilience. Extra-familial offences of rape and serious bodily harm for persons over 16 years, and familial offences of physical abuse for persons over 14 years, are investigated by BCUs, supported by an additional detective sergeant within the CAIU referral unit. Although this process has led to an increase in attendance at case conferences and reduction of high workloads to a manageable level within the CAIU, there is a risk that partnership working in this critical area of policing could be undermined and that individuals lacking in skill and expertise in this highly skilled area of policing could be given responsibility to investigate crimes with such important consequences. These arrangements should be reviewed, taking cognisance of national guidance and expert advice to ensure that offences perpetrated against children (within the legal definition) are professionally investigated with multi-agency co-operation.

• The current domestic violence structure is inconsistent across the force and leads to variability in service delivery. The North and Central BCUs manage their resources from the centre, while the East and West BCUs manage their resources at LPU level. A review of resourcing and terms of reference is needed to ensure that staff are able to cope effectively with the workload.

• Domestic violence units are located in the CSB and are not aligned to the other public protection strands. Integrating them with crime support would transfer the line management responsibility from the head of CSB to the head of the inter-related disciplines of child protection and the management of sex and dangerous offenders, which will enhance the sharing of information between these disciplines.

• Although policy, procedure and guidance relating to the investigation of domestic abuse are under consideration by the force, NCPE doctrine for practitioners and supervisors investigating domestic abuse has not been implemented. Implementation would assist in providing a consistent service to survivors of domestic abuse and enhance the skills and knowledge of dedicated investigators.

• Sex and dangerous offenders are currently managed by a central unit comprising a detective sergeant and four detective constables, a staffing level which is inadequate to

meet the current demand of 548 offenders at liberty in Leicestershire. The force needs to review the resources allocated to sex and dangerous offenders management and relate staffing levels to the workload and degree of risk. The force is considering a proposal to devolve the management of medium and low risk offenders to patrol and beat officers. Before implementing such a proposal, cognisance should be taken of good practice nationally in respect of the management of sex and dangerous offenders.

- The Violent and Sex Offenders Register (ViSOR) has not been populated with historical data and updated intelligence, thus reducing its value and impact.

5   Providing Assistance (Domain 4)

5A   Contact Management

Grade	Direction of Travel
Good	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
1	18	20	4

Contextual Factors

The force has used technological enhancement to improve the contact interface and provide a first rate service for calls to Leicestershire Constabulary. Performance management is geared to meet the demands of national call-handling standards and national standards in both crime and incident recording. These functions are linked into a crime input bureau, which both acts as a one-stop shop for callers and supports demand management through early resolution of calls for service.

Strengths

- The ACC (operations) is the force's lead for contact management with operational responsibility for the call management centre (CMC). He is also the chair of the partnership programme board and the ACPO lead for the single non-emergency number (SNEN). Under his leadership the force is progressing a number of technological enhancements in telephony, command and control systems and the implementation of SNEN, by September 2006.

- A new performance monitoring regime has been introduced to monitor compliance with major drivers - notably the National Call Handling Standards (NCHS), NCRS and NSIR.

- The demand strategy focuses on service delivery and improving responsiveness in key areas affecting delivery while managing customer expectations. CMC staff are trained to screen calls and offer advice over the phone to reduce demands on patrol officers.

- Demand modelling has generated CMC staffing profiles, used to promote and support flexible working patterns for staff. Consequently, operational and attendance management performance has improved.

- Contact management within CMC is subject to a clear performance management structure. Daily data on call volumes and handling targets is provided to the CMC senior management team (SMT). The same data is used to compile weekly and monthly reports, which are provided to the ACC (operations) and team leaders. These reports are operationalised in weekly and monthly department performance meetings that are attended by SMT, team leaders and analysts and that include members from unions and staff associations.

- Feedback on contact management is gleaned from observations and criticism by KINs and through staff surveys conducted by commercial contractors. Changes to policy and procedure are conveyed through the internal newspaper and departmental website, which provides staff with a channel to feed back to the SMT.

- In December 2005 the force adopted an incident grading policy based on NCHS, and all staff have been trained in its application. The departmental analyst examines demand, call type and grade as part of the performance management regime. Callers are advised what response and within what timescales they should expect further contact from the police. When a victim is reporting a crime, the advice given by crime bureau staff is followed by a letter sent to each victim, reiterating the information and giving further crime prevention advice and contact details, should they wish to make further contact with the police.

- Call handlers and dispatchers are co-located, facilitating communication within a shared environment. This creates a sense of team spirit and allows staff to quickly shift between roles and work groups, tracking fluctuations in demand.

- In the event of a communications disaster the business continuity plan enables the force to call on Northamptonshire Police for fall-back communications. The plan has been regularly tested with assistance from Northamptonshire and the communications contractor. A crisis management team has observed and co-ordinated the force's response in managing the business continuity process. Examples of the sustained failure of the crime and information system in August 2005 and of the union strikes in 2006 provided the force with an opportunity to observe and co-ordinate the overall response to these events. A plan is being devised to maintain critical functions and customer service with up to 35% staff abstractions in the event of HR problems.

- A new telephony system, Hi-Path, produces demand and operator performance data. Resilience is provided by switching despatch operators into call-handling functions at peak times of the day in order to improve call-handling performance targets. Resilience by switching crime bureau staff to call handling can be undertaken with the Hi-Path information technology system, but additional training has not been given to the crime bureau staff at this time.

- CMC staff have developmental needs and objectives linked to department and force improvement, set through their PDRs. The internal staff survey is cognisant of CMC staff needs. Environmental enhancements to reduce infections have been introduced as well as new hygienic and orthopaedic support chairs together with absence monitoring and intervention. Access to National Vocational Qualifications (NVQs) and Continuous Learning and Development Programme (CLDP) is provided for staff and managers seeking career and personal development opportunities.

Work in Progress

- Call tracking through Hi-Path has improved call-handling capability. Phase 2 will enable multimedia contact routing, which will allow access to the force through web services, email, fax and text-based applications, expanding the limited channels of communication available at present and enhancing accessibility.

Areas for Improvement

- Staff deployment in CMC is managed through an Excel database. This rotates staff

periodically throughout a tour of duty and ensures that posts are filled according to demand. It is acknowledged that the force complies fully with the health and safety at work time regulation, particularly pertaining to rest periods. However, this system does create slack periods where operators are changing functions and taking screen breaks, leading to dips in performance, because redeployment phases are inefficient. There is a view that this redeployment ensures fresh and recuperated staff, which improves performance rather than negating it.

5B Providing Specialist Operational Support	**Grade**	**Direction of Travel**
	Good	**Improved**

National Grade Distribution

Poor	Fair	Good	Excellent
0	23	19	1

Contextual Factors

Operational Support services have been substantially improved during the last year. The current management team has embarked on a departmental development programme that has rationalised and improved critical services. Management processes have been tightened up through a robust internal performance management regime, which is currently being adapted to the APEX model, and NIM principles are being adopted and embedded to ensure that specialist activity is deployed commensurately with defined corporate objectives.

Strengths

- Operational support has its own level 1 TCG process, which sees resources focused on precursor gun crime events and micro-beat deployments so that teams and officers own specific problems. The department produces its own fortnightly NIM tactical assessment and ensures that resources are focused on the force priorities and BCU issues.

- The ACC (operations) is the force's firearms lead and chairs or participates in a number of critical boards and meetings. He is actively involved in policy and incident management and personally reviews and debriefs operations and deployments.

- Both ACCs are firearms gold commanders. Additionally the force has three strategic command course graduates who are on the gold commander rota. This provides sufficient resilience and exposure among senior commanders for both operational and policy-level firearms management.

- The force has applied project management methodology to achieve compliance with Home Office codes of practice on the police use of firearms and less lethal weapons, the ACPO manual of guidance on the police use of firearms and the national police firearms training curriculum. Full compliance was achieved in January 2006, well ahead of the November 2006 target date.

- The force has a self-assessment regime in place for key functions and processes. A separate departmental risk, threat and capability assessment is produced every six months whereby service and resilience gaps are identified and rectified.

- In order to ensure continuous improvement and fast time response outside the six-monthly threat assessment, the firearms policy advisory group, regional heads of operations and ad hoc meetings deal with responses to major and critical incidents as

they occur. This dynamic approach means that operational and tactical adjustments can be instigated quickly and fed back into the next round of force-level threat assessments.

- A specific example can be found in the replacement in 2005 of standard use carbines with more accurate weapons and the introduction of co-ordinated sniper firing systems, better suited for a diverse range of operational deployments. Silver and gold commander training has been updated to reflect these developments nationally.

- Leicestershire Constabulary has a generic debrief policy for all activities, which along with the operational record procedure covers post-incident management. The firearms commander conducts hot debriefs and records outcomes, which are examined by the superintendent (operational support). Formal debriefs are convened within two weeks of the event. Gold and silver commanders' policy and operational logs are subject to scrutiny within the Gold, Silver and Bronze command structure post-event before being examined within the operational support department prior to ACC sign-off.

- Organisational learning is captured through the silver firearms commanders group, which is also attended by gold commanders. Corporate issues and policy changes are carried forward for discussion at the gold firearms group and ultimately the firearms policy meeting chaired by the ACC (operations).

- The Chief Constable and ACC (Operations) engage in emergency and civil contingency planning with a host of partner agencies, including the Government Office for the East Midlands (GOEM), LCJB, CDRP and local resilience forum (LRF). Outputs include inter-agency contingency exercises and a joint desktop rehearsal of a chemical, biological, radiological and nuclear (CBRN) evacuation of the city centre.

- Leicestershire Constabulary is heavily engaged with the LRF. It has employed a jointly funded LRF co-ordinator to meet the provisions of the Civil Contingency Act, chairs the CBRN planning group and sits as members on the other capability groups, which report into the hazard specific working group. The Chief Constable chairs the board of the LRF, ensuring overtly high commitment to emergency and civil planning by the force. The chief superintendent (head of operational support) is the official force representative at the LRF and is supported by a team of trained and experienced planners from the contingency planning section, who ensure that all plans are regularly reviewed and fully reflect the requirements of the Civil Contingencies Act. The chief superintendent also attends the regional resilience forum (RRF) to ensure that issues specific to Leicestershire are forwarded accordingly.

- The LRF has responsibility for the identification, analysis and assessment of all potential hazards. This is achieved utilising the national capability survey to identify risks and hazards along national generic themes (eg avian flu virus). The co-ordination group is the main vehicle to ensure the effective sharing of information between partners, and the LRF co-ordinator plays a key role in facilitating this. The police contingency planning inspector represents the force on all the LRF sub-groups, which work to Chapter 3 of the *Emergency Preparedness Manual*. This unifies the aims of each agency and generates information sharing. Deriving the benefits of a recently activated evacuation plan in the city centre, the LRF has extended its information-sharing capability to include local retailers, faith groups, voluntary groups and transport companies. Information gathered has been used to enhance and develop emergency and contingency plans.

- There is a specific 'communicating with the public' sub-group within the LRF structure designed specifically with the intention and desire of prevention or mitigation of the

effects of any emergency. The operating protocol for this group works on the principle of 'warn, inform and advise'.

- Detailed work regarding the involvement of voluntary resources is well under way as an LRF work stream. The Womens Royal Voluntary Service (WRVS) have been identified to staff rest centres, and Derbyshire mountain rescue has been engaged to enhance the search and rescue capability.

- In the aftermath of 7 July 2005 Leicestershire Constabulary and regional partners orchestrated a combined response through the regional heads of operations meetings. Further proof of co-ordinated working can be found in terrorist and allied matters Operation Kratos, Operation Rainbow and protocols with neighbouring forces on firearms and specialist services mutual aid.

- The force has in place robust call-out arrangements to provide a response to a major incident or threat in a planned and co-ordinated manner. Two mobilisation exercises have taken place to test the force's public order capability; one was a tabletop exercise and the other was live. The live exercise proved that the force could deploy a fully trained and equipped unit to a rendevous point (RVP) without significantly impacting on normal services. The silver command vehicles and emergency planning tent were also tested during this exercise.

- The force's strategic assessment and control strategy take account of public order through assessments of violent crime, reassurance and ASB. The force uses a range of options to proactively gather intelligence, including open sources through environmental scanning, covert human intelligence sources (CHIS), and information from neighbouring forces, internal partners such as National Public Order Intelligence Unit (NPOIU), SOCA, the national community tension team (NCTT) and external partners. A calendar of events aids planning for public order and allows safety eventualities to be instigated in good time. These early recognition systems enable the expedient application of the conflict management model and disorder model as a preventative measure and the effective and efficient deployment of resources through NIM principles to meet predictable demand.

- Local intelligence is gathered through neighbourhood profiles, which identify trends and tension indicators using police, NPOIU, local authority and community sources. Again this tool feeds into intelligence products, allowing bottom-up input into NIM cycles to ensure that operational plans fully reflect recent intelligence and information. Trigger incidents are identified following analysis of profiles, and the CMC is then able to 'tag' incidents, highlighting precursor events in a published situation report. These measures provide a mechanism to allow community and source intelligence to trigger preventative activity through BCU and LPU commanders.

- All G/S/B commanders are trained according to ACPO's 'keeping the peace' manual of guidance, and the conflict management model is widely applied in the event or threat of public disorder. Public disorder intelligence facilitates dynamic risk assessments, which could lead to the establishment of a command team and mobilisation of resources. The force has sufficient resources to meet predictable demand in terms of public order and is able to activate a mobilisation plan to provide mutual aid to other forces and agencies. The force also has the ability to provide an initial response to a critical or major incident.

- The crisis management team deals with business continuity issues under the command of the director of corporate development. Recently, thinking has focused on how the

force would maintain service if part of a county was struck by disaster or catastrophe, such as avian flu. The business continuity model is shared across the five East Midland forces.

- The force's public order working group conducts a threat assessment similar to the firearms capability assessment matrix. National guidelines and good practice are incorporated into operational and tactical procedures, and there are regular reviews of equipment, vehicles, strengths and readiness. Local records are maintained for public order commanders, officers, evidence gatherers and medical staff. Resilience levels are monitored, and consideration is given to force mobilisation and sustainability of protracted Police Support Unit (PSU) deployment, leading to a rationalisation of PSUs from 18 to 15 with no apparent lowering of service levels or quality.

- The force has had the foresight to form an East/West Midlands air support steering group and has commenced scoping of a Midlands approach to air support. The four air support consortiums are currently producing proposals for discussion in November 2006. Not only is this seen as a strategic planning strength, there will also be significant revenue savings and enhanced operational benefits.

Areas for Improvement

- There is perhaps over-provision in silver firearms command, with the majority of chief inspectors and superintending ranks being qualified. A system of primary and secondary on-call 'silvers' operates force-wide out of hours, with Area on-call at other times. This means that there is overall resilience, with 33 officers being involved, but limited actual exposure to maintain skills, especially for non-Area-based officers who do not have exposure to pre-planned or 'in hours' incidents.

	Grade	Direction of Travel
5C Strategic Roads Policing	**Good**	**Stable**

National Grade Distribution

Poor	Fair	Good	Excellent
0	7	33	3

Contextual Factors

Leicestershire's road network presents significant challenges in strategic roads policing for the force. Major motorways intersect near Leicester and numerous trunk roads cross the county, enabling a huge volume of commercial and private traffic to pass through or halt in the county. The close proximity of other major East Midlands towns and cities, industrial centres, Nottingham East Midlands Airport and a network of rural routes popular with leisure motorists mean that traffic considerations appear high in policing priorities. The same geographical considerations and the fact that all of the other four regional forces border Leicestershire increases the significance of operations directed toward inhibiting road usage for criminals.

Strengths

- The ACC (Operations) is the force's ACPO lead for strategic roads policing (SRP). He demonstrates this by personal involvement in the investigation of serious road traffic collisions (RTCs) and close scrutiny of KSI RTC performance. Externally he works closely with the Highways Agency, particularly in relation to the extension of the agency's operations onto local roads. The head of force operations is a member of the road safety partnership, ensuring a joined-up approach to multi-agency roads policing.

- Leicestershire Constabulary has adopted the ACPO roads policing strategy, with separate control strategies for each of the five strands. These are formulated with reference to local transport plans and the roads policing partnership strategy.

- A central unit within the HQ operations portfolio undertakes roads policing, encompassing collision investigation, traffic management teams and a range of specialist skills. Areas are able to bid for roads policing resources by tendering a problem profile at the operations-level TCG meeting. Areas have identified collision hotspots, which are assigned to individual roads policing unit (RPU) officers to manage according to micro-beat principles.

- The RPU engages in problem-specific campaigns and initiatives derived from the current tactical assessment and the priorities of the roads policing and partnership strategies. Typical examples are seatbelt, mobile phone and drink-drive prioritisation.

- Performance data on individual officers is available for use by supervisors. Department-wide performance is measured against the five strands of the roads policing strategy and progress is reported through the TCG meeting.

- In 2004 the force conducted a roads policing BVR which set standards for minimum crewing and deployment. This formula has subsequently been used in conjunction with the force strategic assessment to determine resources applied to roads policing. Demand and skills profiling is used to deploy officers to appropriate teams, times and locations.

- The RPU has recruited a NIM analyst to promote effective tactical deployments and ensure that the camera safety partnership makes full use of data to direct deployments to the most suitable sites.

- The roads safety partnership is made up of all relevant local governmental bodies, health trusts, fire services, the camera safety partnership and police. This provides an active forum for wider police engagement on roads policing. Furthermore, the force runs education programmes in schools, the Bike Safe scheme and motorway awareness courses. The camera safety partnership and Highways Agency are both members of the operations TCG meeting.

- The central ANPR team has been tasked to deal with specific precursor crimes and micro-beats to curtail serious criminal activity. Dedicated intercept teams ensure that ANPR deployment is largely self-sufficient and efficient.

Areas for Improvement

- Although the centralised ANPR team operates effectively, there are no dedicated BCU resources and so operations have to be instigated through the level 2 TCG meeting or daily tasking procedures, which may introduce competing demands. ANPR capability at BCU level would increase activities designed to deny criminals the use of the roads, broaden the range of operational deployments and provide greater independence within level 1 tasking and co-ordination.

- The number of KSIs in road traffic collisions per 100 million vehicle kilometres travelled in Leicestershire rose by 2.7% during 2005/06 compared with 2004/05. Analysis needs to be undertaken in conjunction with partners to identify the reasons for the rise, and interventions are necessary to reverse the trend.

- The overall satisfaction with collision investigation in Leicestershire is 3.6 percentage points below the MSF average. Analysis and intervention are required to improve the satisfaction of the public with collision investigation.

6   Resource Use (Domain B)

6A   Human Resource Management

Grade	Direction of Travel
Fair	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
2	18	23	0

National Position

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

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

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

Contextual Factors

Human resource (HR) management shows significant improvement from the 2005 baseline assessment. HR strategy and policy have been developed in conjunction with performance management. BCUs and departments enjoy the benefits of devolved HR support within their own SMT structure, which is supported by a central strategic function providing the corporate HR lead. Of special note is the development of industrial relations procedures over the last year, which has enabled more honest and open business between management and staff groups, which is vitally important with the internal restructure and greater regional collaboration.

Strengths

- Leicestershire Police Authority's HR committee is provided with the HR strategy and plan at the start of each financial year. This includes the costed training plan and the learning and development strategic plan. The Police Authority receives regular updates at the HR committee meeting. The HR committee has representatives on the diversity panel, training priorities panel and the people management programme board to ensure they are involved in some of the detailed HR business. The chair of the HR committee has regular, informal meetings with the director of HR.

- The HR director is a member of the chief officer team. The overall HR function is federal, with a centralised strategic function and devolved management to BCU and department level. Professionally qualified or part-qualified HR officers provide local support. Weekly and monthly meetings take place between the central HR function and devolved teams to facilitate delivery and performance monitoring.

- HQ-based HR managers meet on a monthly basis with BCU and departmental HR officers to ensure that the two levels of HR delivery are meeting service requirements. At the corporate level senior managers, departmental heads, a BCU command representative and a Police Authority member meet as the People Management Programme Board. Absence levels, PDR compliance, workforce gender/ethnicity mix, performance levels and policy are monitored monthly by the director of HR with operational HR officers.

- All departments and BCUs have a dedicated HR officer and HR assistants. HR officers are members of BCU SMTs but have 'dotted line' accountability to the central HR function through monthly HR performance meetings.

- With the exception of the duty management system (DMS), due in January 2007, the force has implemented NSPIS HR. This has enabled personal data to be shared with the call management system, the National Management Information System (NMIS), custody and property management. Evaluation of the migration to NSPIS HR has concluded that data is more accurate than before and of greater depth.

- The force uses the PDR process to highlight developmental needs and career pathways for officers and staff. HR officers send these findings to the learning and development department, which formulates training needs from operational needs and staff preferences for consideration by the training priority panel.

- The employee relations team is updating the flexible working policy in an attempt to retain more staff. Working-from-home practices are being piloted for operational officers as well as police staff. The national exit interview has been adopted for all staff who are voluntarily resigning or transferring to another force. The results are analysed by central HR to identify trends and retention issues. The learning and development department is running a project to identify risks to the retention of BME officers and staff within their first two years of employment. Regionally the director of HR is exploring retention issues for all staff through benefit and reward schemes. This could result in a 'cafeteria' approach to the current remuneration model.

- Leicestershire Constabulary has conducted an equal pay audit using the Equal Opportunities Commission's five-step model and specialist audit computer programmes. The complex nature of the task and computer system limitations meant that some areas of pay were not fully explored. However, 17 discrepancies were found and a total of 20 recommendations were made, the majority of which have now

been implemented.

- The force has a range of occupational health measures in place, under the auspices of the HR director. Health guidance and policy has been cascaded to senior managers via HR officers and is supported by absence management data and hotspotting, enabling early identification of problems. Despite Home Office funding ceasing, the force is committed to fast-tracking staff for medical assistance where it is deemed to be cost effective. This has assisted staff in returning to work more quickly.

- The force has managed to ensure that hours of police officers lost through sickness are 3.6 percentage points below the national average.

- The DCC chairs the force's executive health and safety committee, which has driven year-on-year accident reductions and has seen the force awarded the British Safety Council's international health and safety award for six consecutive years.

- There have been nine employment tribunals in the last two years, none of which extended to a full hearing. Grievance procedures are monitored for ethnicity, gender, disability, sexual orientation and age. The HR committee and the SECB monitor all fairness and equality issues.

- Hours worked by all officers and staff below chief officer level are recorded on the web-based management of time (MOT) database. This tool was developed in co-operation with the force, unions and Police Federation. If someone records in excess of 48 hours in a week an exception report is created for managers to act upon. However, this system does rely on officer and staff conformity, the levels of which are monitored closely by managers.

- Within the HR strategy there is a costed business plan for 2006/07, which breaks down activity into budget centres. The business plan functions in support of neighbourhood policing implementation and the force programme of 'getting personal' with communities, criminals and each other.

- A comprehensive study has been carried out to ascertain why many BME candidates have been unsuccessful in police recruitment processes. Positive action initiatives have been instigated to bridge gaps. Most notably, the Constabulary is working in partnership with a local community college that runs access courses for BME recruits wishing to take the competency-based application assessment and the national police recruitment assessment centre process.

- In response to CRE recommendations for the police service, the force has introduced within its RES an externally managed confidential reporting line.

Areas for Improvement

- The force has a target of 10% of recruits being from BME groups. It has achieved 9% for police staff and 9.5% for police officers. This is an impressive performance, despite just falling short of the target – in effect, a shortfall of one police officer recruit, which the force is confident of achieving by the end of the fiscal year 2005/06.

- During the financial year 2005/06 the force lost an average per employee of 92.17 hours of police staff time through sickness, which is 13.7 percentage points above the national average. Analysis and remedial work are required to further reduce the hours lost through sickness of police staff.

- The integrated competency framework (ICF) has not been completely applied to all internal posts and role profiles, but it is used for recruitment, selection and promotion. A new learning and development strategy will fully support both ICF and national occupational standards and, along with increased use of High Potential Development Scheme (HPDS), will identify talented individuals.

- Budgetary constraints mean that recruitment and vacant posts are tightly managed. The force predicts that up to 30 posts may have to be shed for it to stay within financial constraints. To manage the impact of this, all roles and posts have been assessed and graded to decide which posts are essential and which are less justifiable. There has been liaison with staff associations and unions during this exercise, and the force is acting to reassure staff and minimise disruption.

- In common with many forces, Leicestershire has found special priority payments (SPPs) difficult to administer, and they are seen as divisive. The force has adopted a two-tier system: SPP1 is applied to specified roles, and SPP2 is awarded as a performance incentive to officers assessed as exceptional through their PDR. The force is committed to distributing financial benefits among officers, but the perception that the current national system is inequitable persists.

6B Training, Development and Organisational Learning	**Grade**	**Direction of Travel**
	Fair	**Improved**

National Grade Distribution

Poor	Fair	Good	Excellent
3	11	27	2

National Position

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

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

Contextual Factors

This section summarises the results of improvement activities that have been undertaken since the last inspection. It facilitates an understanding of the context within which such activities have taken place together with an understanding of the outcomes. The force was graded 'Poor' in the 2005 baseline process, and a number of recommendations were made for improvement. The Chief Constable and Police Authority have responded extremely positively to the previous inspection report. The response has included substantial investment in the form of increased resources for the learning and development (L&D) function, underpinned by a clear sense of direction and drive to improve, particularly within the management team of the function overall. Responsibility for standards, costs and planning are now located centrally, thereby ensuring that previously existing issues regarding lack of corporacy are addressed.

Active engagement on the part of the Police Authority has significantly improved, with regular communication between the nominated member and the head of function. The authority is also formally included as part of the Training Priority Panel (TPP) and is now better placed to maintain dialogue with the authority's personnel committee on L&D issues.

Significant progress has been made in developing and implementing an overarching improvement plan for the L&D function. The force took a conscious decision to defer work

on some key aspects of the plan until the necessary departmental restructuring had been completed. This latter activity has enabled the improvement plan to be addressed much more systematically and within a far stronger monitoring framework at chief officer and Police Authority level than was previously the case.

The processes necessary to ensure that key elements of the L&D cycle are successful, while in their infancy, are technically credible and well researched. This is an area which at the time of inspection was being further strengthened by the allocation of the resources necessary to implement the processes and is likely to result in significant improvements within a short timescale.

Strengths

- There has been substantial stakeholder consultation throughout the process of restructuring. This has also resulted in a framework for ongoing consultation with all principle stakeholders to ensure that processes are tailored to their needs. This has good potential for becoming an institutionalised and sustainable approach that can be regarded as **noteworthy practice**.

- Police officers employed within the L&D function are formally required to undertake six weeks of operational duties per year within a predetermined personal development framework. This ensures that staff remain current on policing issues as well as maintaining credibility. This is regarded as **noteworthy practice**.

- The L&D function has established strong links with regional partners and has also consulted broadly with non-police organisations to develop internal practices. The approach being developed to engage communities in the emerging IPLDP programme is one that has great potential and is an area in which HMIC will maintain an ongoing interest.

- L&D activities are clearly linked to the overall performance objectives of the force, ensuring that the latter is demonstrably supporting the former.

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Areas for Improvement

- The involvement of the Police Authority in the monitoring process would benefit from more structured and detailed documentation. Minutes of the Authority's personnel committee which are published on the authority website are not indicative of particularly robust engagement and make the audit of actual engagement difficult to assess. The authority has significantly improved engagement with the function but this now needs to be more explicitly evidenced.

- The Training Priority Panel (TPP) provides the strategic steer for the L&D function and is chaired by a member of the SMT with responsibility for crime. Although this group can justifiably held to represent the client side of the function, it would be further strengthened by better representation of staff associations and those representing minority issues, eg the diversity unit. Additionally, the as yet incomplete work to introduce 'Area training panels' militates against the establishment of an otherwise robust client–contractor relationship.

- A formal process for policy and strategy review and amendment needs to be developed, together with a more structured and systematic application of risk assessment principles to policy and strategy development.

- A more focused and wide-ranging approach to staff development for those engaged in an L&D role is required. Although the initiative of annual operational experience is commendable, other development opportunities - eg, external qualifications, are not supported by either time off or funding. The latter may be difficult to achieve but would encourage the force to explore other means of encouraging staff to develop their specialist expertise for the benefit of the department, together with identification of the best means of supporting this.

- The work to map all roles against the ICF, while at an advanced stage, requires completion. Thereafter the mapping of all L&D programmes needs to be undertaken so that the force is satisfied its activities are developing the competencies required for specific roles.

- There is a need to develop a more systematic and formal means of partnership management. Although the force engages with a wide range of partners from various sectors no single source of identity, the fields they work in or the relative merits of the partnerships exists. A consolidated list of partners would facilitate improved stakeholder analysis and partnership management on an ongoing basis – particularly if processes that achieve outcomes similar to service level agreements could be incorporated also.

- There is a need to continue with the work already planned in terms of developing a performance management process for the L&D function. In particular, effort should continue to make better use of the data from the NCM as a management tool.

- There is a need to continue to measure the comparative benefits and application of alternative learning strategies is noted; the declared intention to do this once staff are appointed and inducted.

- The force could develop processes that facilitate impact assessment of L&D activities at the point of service delivery – particularly where identifiable communities or groups are concerned. The force is already planning a number of activities in relation to IPLDP, which could provide an ideal vehicle to develop measures across the general programmes offered by the department. This will require close engagement with groups such as the Black Police Association (BPA) and Lesbian, Gay, Bisexual and Transgender (LGBT Police Association, as well as the force's diversity unit, in order to develop an appropriate approach.

- The force has recently conducted a staff survey across a range of perception measures regarding the L&D function. However, objective comparative data – together with other information to demonstrate performance across the other results criteria involved – remains underdeveloped. Furthermore, this is not yet underpinned by a planned response to the results. HMIC acknowledges this very worthwhile start but urges the force to concentrate on improving the internal benchmarks for customer results, people results, society results and key performance results. All of these should be underpinned by improvement plans that are capable of monitoring at chief officer and Police Authority level.

6C **Race and Diversity**	**Grade**	**Direction of Travel**
	Good	**Stable**

National Grade Distribution

Poor	Fair	Good	Excellent
0	14	27	2

Contextual Factors

Chief officer commitment to race and diversity issues is evident; until recently the Chief Constable was the ACPO race and diversity lead and still makes an effective contribution to the national picture, while the DCC has a high-profile national role on disability issues. The force performs well against national criteria, with endorsements of its RES and involvement in benchmarking exercises with other organisations helping it maintain a position at the leading edge of good practice. In support of this ethos, a comprehensive structure of governance, reporting and appraisal keeps race and diversity high on corporate and individual agendas.

Strengths

- There is extensive demonstrable chief officer commitment to diversity issues. The Chief Constable is the force diversity lead and drives the policy to achieve a diverse and representative police service, chairing the strategic equality and confidence board (SECB). The DCC personally champions disability issues. The director of HR is the ACPO lead on the race and diversity learning requirement and chairs the disability project board. Both ACCs have external diversity responsibilities, and the ACC (crime) also chairs the internal fairness and equality delivery group. Senior managers within the organisation all have personal diversity objectives in their PDRs.

- The Chief Constable meets regularly and confidentially with all representative groups and networks. Additionally, the SECB arrangements were put in place nationally as a result of the force's leadership of the first national RES. The SECB is a national exemplar of staff associations and support networks and plays a leading role in shaping force policy. The force is one of three pilots in sexual orientation monitoring – another national 'trail blazer' initiative that the force has volunteered to progress.

- The SECB covers all six strands of diversity and oversees the force's response to nationally significant reports such as Taylor, Morris and Bichard, through programmes of work managed by highly experienced and trained professionals. All aspects of employment monitoring data are scrutinised at the SECB meetings; areas of concern are identified and actioned accordingly. A widely distributed standards of behaviour document explains expected levels of conduct and behaviour from the workforce to combat bullying, harassment and discrimination. In addition to monitoring of discipline issues, fairness at work and employment tribunals, the Police Authority receives regular statistical updates at the complaints and discipline panel.

- Staff associations and networks are involved with the SECB to comment on and influence policy. This has seen them work in such areas as the RES, positive action, recruitment retention, progression and training of employees. The force ensures that network associations are formally linked to force activities and that representatives have their association work and its contribution to force performance included in their PDRs.

- The force's diversity manager supports a wide range of force diversity activities and participates on numerous national, regional and local committees, ensuring that the force benefits from the most up-to-date thinking. Voluntary involvement in national benchmarking exercises such as Opportunity Now, Race for Opportunity, Stonewall and the Employers Forum on Disability have won plaudits and recognition from external agencies.

- A full-time co-ordinator has been employed within Leicestershire Constabulary to ensure that a lawfully compliant RES is published. This has enabled a consistent, focused and planned approach to implementation, monitoring and reporting, and has proved vital in fulfilling requirements under the Race Relations Amendment Act (RRAA). The force's RES was one of only seven to be cited as good practice by the CRE.

- An employment monitoring booklet has been produced by the force, which outlines performance against key measures including apportionment of discretionary pay awards through to police reform, staff profiles, discipline and fairness at work issues. The employment monitoring booklet is published monthly and provides scrutiny and monitoring of arrangements in line with all the requirements of the employment duty across the strands of diversity from application to recruitment, progression and retention of staff. The force has already exceeded its recruitment target of 20% for its female police officer strength and is on course to achieve its target of 10% for its BME police officer strength.

- The force's diversity manager has implemented a range of strategies designed to work towards a representative workforce, including 'Dismantling Barriers', the 'Breaking Through' action plan and the 'Gender Agenda'. There is no single co-ordinating strategy as these schemes are effectively programme managed through the chief officer-led board structure.

- Leicestershire has demonstrated its commitment to the Gender Agenda in various ways, including hosting one of the British Association of Women Police Officers (BAWP) regional seminars. The force took this opportunity to extend the Gender Agenda to include police staff. Emphasis, scrutiny and resources have been afforded to achieve the equality targets outlined in the 'Breaking Through' action plan, which has now been widened to all areas of diversity. Specific events have been held to attract women, BME staff and disabled staff to work within Leicestershire Constabulary. Specialist departments such as the Operational Support Department have developed specific action plans to address the under-representation of diverse groups.

- A plethora of initiatives and information has been produced for the DDA, including conferences, training events and the circulation of the Home Office's DDA 'complete works pack'. A range of reasonable adjustments have been implemented, including working from home options, voice-activated computer software, digital hearing aids and dyslexia support.

- Comprehensive guidance and clear policies are in place, spanning a variety of diversity issues that include the fairness at work policy, work–life balance, flexible working (including working from home) and maternity and paternity rights. These policies are communicated via force orders and are easily accessible to staff on the force intranet.

- Staff have received a briefing in relation to the RRAA during the induction process, which is reinforced during a range of other training interventions. Specific courses tailored to those who need to understand or undertake impact assessments have been implemented within the force. Use has been made of the Audit Commission's 'journey for race' audit toolkit to assess performance in conjunction with criminal justice partners.

- Workforce attitudes and practices in relation to diversity are evaluated through staff surveys. During the last two years there has been a specific diversity audit and a general survey featuring diversity issues. Alongside the general implementation of policy and strategy, individual officers and staff are assessed and developed by PDR objectives.

- In support of a 'learning organisation' ethos, the Diversity Unit sends a questionnaire to staff involved in grievance procedures once these are finalised. Civil actions and outcomes of employment tribunals are debriefed as fully as possible, and stakeholder support is given at their conclusion.

- All internal procedures are currently being updated to account for numerous changes in legislation in the last 12 months, specifically to encompass new gender and disability duties and to comply with the new Race Relations Employment Code of Practice, which took effect in April 2006.

Areas for Improvement

- Five staff network groups are recognised by the force and receive support in terms of office space, duty time allowance and finance to pursue their business. However, it is not clear on what basis resources and support are offered to each group. While HMIC does not advocate a formula approach and recognises that there is no national guidance on this point, the force is encouraged to review its approach and ensure that equity is afforded to all five staff networks in respect of office space, duty time allowance and finance.

- The force is at the forefront of work on the race, disability and religious strands of diversity but could perhaps raise its game on improvements in the working environment for female staff, such as identifying senior staff in the organisation as role models and encouraging participation in a mentoring scheme. This would facilitate the recruitment, retention and progression of female staff within Leicestershire Constabulary.

6D Managing Financial and Physical Resources	Grade	Direction of Travel
	Good	**Stable**

National Grade Distribution

Poor	Fair	Good	Excellent
1	11	24	7

Contextual Factors

This assessment of domain 6D is based on the force's self-assessment return and on HMIC's own findings as well as on a consideration of the police use of resources evaluations (PURE) by the Audit Commission's appointed auditor for the force. Set out at the end of this report are the appointed auditor's summarised scores for each theme covered by PURE. Separate, more detailed reports on PURE have also been issued by the appointed auditor for the force.

Work on preparing for the previously proposed force mergers has had a significant impact on the finance department and other support services. The other important contextual factor is the impact of grant 'floors and ceilings' on Leicestershire.   HMIC has previously acknowledged, especially with respect to support services, that the force is very cost-efficient and that there is little room to make significant budget reductions without a consequent impact on performance. The force and Police Authority believe that the financial prospects for 2007/08 and beyond look exceptionally challenging. Leicestershire has consistently argued that it is disadvantaged by the operation of the national funding formula, leading to relatively high levels of borrowing (£23 million) to finance capital expenditure and an inability to build up a significant level of reserves. The revision to the funding formula brought little relief, as Leicestershire continues to receive less than its allocation in order to support contributions to authorities that would otherwise receive less than the 'floor' sum. The effect for Leicestershire is a reduction of £2.8 million in 2006/07 and £3 million in 2007/08.

In order to achieve a balanced budget within the 5% capping criteria for 2006/07, after allowing for essential growth items such as the contribution to the Regional Intelligence Unit, the force and Police Authority need to bridge a gap of £4.9 million, using £2.4 million of savings and £2.5 million from reserves. In addition, an underspend of £1 million from 2005/06 will be used to support the 2006/07 budget.

Strengths

- The strategic alignment group (which includes three Police Authority members) has oversight of the budget-setting process. The business alignment board matches available resources to prioritised needs on a risk-assessed basis and ensures that efficiency planning and the wider efficiency agenda are integrated into business planning. Medium-term financial planning is embedded into the business planning processes and is linked to the three-year strategic plan.

- The resources required to ensure effective delivery against both the force's three-year strategy plan and annual local policing plan objectives are identified through a 'top-down and bottom-up process', which involves inputs from chief officers and area and departmental commanders.

- A new electronic property management system is now in use across the force.

- The Finance Director and Treasurer support the governance arrangements of the force and Police Authority, ensuring proper financial stewardship and effective resource management. The quality of the governance arrangements has been commended by the external auditor.

- A rigorous accountability and benchmarking framework is in place to ensure that the finance function is effective, efficient and economic.

- Budget devolvement is supported by local financial services officers and by a professional corporate finance team that supports BCUs and departments.

- Budget devolution to areas and departments is extensive and is supported by appropriate management information, including activity analysis data to identify cost drivers and inform resource deployment decision making.

- An annual report on procurement is presented to the Police Authority, demonstrating that the force actively supports the police excellence in procurement service (PEPS) initiative and has significantly developed its compliance, benchmarking and savings capabilities through the implementation of a dynamic procurement strategy and policy.

- An estate strategy, reflecting a detailed analysis of operational policing requirements and the commitment to partnership working, is designed to deliver citizen-focused, highly visible neighbourhood policing into the heart of communities.

- The force's partnership arrangement with Northamptonshire Police for professional transport management is an example of good practice. In addition, the implementation of the recommendations for change from a consultant's report on transport management will realise significant future savings and improve resource utilisation.

- The external auditor has assessed the force's data quality for activity analysis and activity-based costing as Good overall.

- National financial analysis indicates that Leicestershire has the highest comparative percentage of its budget allocated to police officers and has an above-average number of police officers per head of population. This is reflected in the highest ratio of police officers to support staff and comparatively low levels of expenditure in its MSF group on supplies and services, premises and transport.

Areas for Improvement

- A performance indicator framework is being established for support service which should be included in business plans.

- The force is not a member of the national finance benchmarking club (Institute of Public Finance) but would benefit from participation.

- Areas for improvement identified in previous baseline reports are still to be met fully, notably:
    - to develop NSPIS HR system functionality to support delegation of police pay (given the absence of integrated business systems);
    - to revise the resource allocation model to reflect the reduction of BCUs from four to three;
    - to further develop the use of activity-based costing to look at cost drivers and subsequent resource allocation within the force's performance management framework (APEX).

- The force is aware that it needs to develop vehicle standardisation within the new Police Information Technology Organisation (PITO) framework agreement; this should be approached on a regional basis.

Audit Commission: Police Use of Resources Evaluation

Force and Police Authority: Leicestershire

Element	Assessment
Financial management	2
Financial standing	2
Internal control	2
Value for money	3

Key to grades

1. Below minimum requirements – inadequate performance

2. Only a minimum requirement – adequate performance

3. Constantly above minimum requirements – performing well

4. Well above minimum requirements – performing strongly

The judgements are made by auditors under the code of audit practice and in accordance with guidance issued by the Audit Commission.

6E Information Management	Grade	Direction of Travel
	Good	**Stable**

National Grade Distribution

Poor	Fair	Good	Excellent
1	9	31	2

National Position

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

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

Contextual Factors

The force has a good information and communication infrastructure, supported by a properly considered strategy, which underpins the force's development towards achieving national and local requirements. Interoperability to search across internal data systems is afforded by the GENIE search tool, using various search fields. The force has made significant progress in relation to populating the INI, which will enhance the force's information sharing with other multi-agency partners.

Strengths

- The IT department management team comprises a number of ICT professionals with many years of experience. Members of the team take an active role in all aspects of information management, particularly information security and the recent IMPACT developments.

- The current Information and Communication Technology (ICT) strategy is directly linked to the national Home Office science and technology strategy and is underpinned by the force's policing plan. The strategy commits the force to adopting the Information Strategy for the Police Service (ISS4PS) and information sharing through the IMPACT programme of work.

- The force is progressing the implementation of the NSPIS set of products (HR, NMIS, case and custody are already implemented or well advanced). The force is making the best use of information in the short term through improving access to legacy information sources via software tools such as GENIE and INSIGHT2. The strategy also commits the force to maintaining a viable technical infrastructure.

- The IT capital programme and business plan define the development plan for 2006/07. These plans are agreed and monitored by the information management strategy group, which is chaired by the finance director and comprises the heads of all major business departments. All major projects are managed through project boards that hold the department accountable for the technical aspects of projects.

- IT infrastructure library (ITIL) procedures for recording, managing and resolving user issues have been implemented and are under continual development and improvement.

- The force has developed procedures capable of providing the full data requirement to the CRB within the requisite monthly timescale.

- There is a suite of operational applications, including crime, custody, intelligence, child protection, firearms and domestic violence, from which data has been extracted and transformed into the CRISP V5 updategram format. Data mappings between source and systems have been completed for inclusion on the INI.

- GENIE is being exploited as a search tool to allow simultaneous searching across multiple source systems and aggregation of the results.

- A qualified information security officer works within the framework of the professional standards department. Draft procedural instruction has been submitted on the formal adoption of the ACPO community security policy. The system security procedure document is used for the auditing of information systems against certain ISO 17799 controls to ensure compliance with the Community Security Policy (CSP). The ISO is responsible for overseeing the implementation of the CSP and the Government Protective Marking Scheme (GPMS) in its entirety.

- The information security officer successfully submitted the 32-point CSP matrix to PITO (which has responsibility for policing the CSP) in December 2005 and received a 75% completion rate from the national accreditor.

Work in Progress

- There is no disaster recovery facility for NSPIS Case and Custody, which is being implemented during 2006. However, the force is upgrading its network and accommodation at Euston Street to allow the implementation of a disaster recovery system. The infrastructure will therefore be in place to implement the NSPIS disaster recovery solution when it is made available by PITO and Sunguard Vivista.

Areas for Improvement

- Although the force has implemented ITIL procedures for recording, managing and resolving user issues, there are no established service level agreements or complementary performance indicators for user satisfaction. The implementation of such arrangements would provide a diagnostic tool to enhance performance and relationships within the force. A working group is seeking to develop further service level agreements and extend the range of published information.

- A lack of resilience within the IT department has had a detrimental effect on the proactivity of the department. Mobile computing and document management have suffered as a result. The force needs to review resources and processes to develop further these areas of business.

6F   National Intelligence Model

Grade	Direction of Travel
Good	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
0	19	22	2

Contextual Factors

National Intelligence Model (NIM) principles continue to drive business within the force. The ACC (crime) provides a proactive lead and has ensured compliance with the guidance set out by the NCPE. The ACC (Crime) also chairs the force's monthly tasking group and regularly checks that focus is provided to the problem areas, problem people and the priority matters determined by the control strategy. Meaningful tasking and co-ordination processes ensure that NIM is a key part of service delivery.

The strategic assessment is informed by intelligence from multi-agency partners and through the development of KINs within the community. There is a clarity of roles and responsibilities, which is supported by a healthy performance regime, whereby outcomes are subject to scrutiny. The NIM is underpinned by the force's commitment to implement neighbourhood policing.

Strengths

- The ACC (crime) is the force's champion for the implementation of the NIM and chair of the force's tasking and co-ordination process. The ACC has personally driven the NIM to ensure that the discipline has become operationalised within the force.

- A chief inspector has co-ordinated the implementation of the NIM to ensure compliance with the requirements set out in the NIM minimum standards published by ACPO (2003).

- The strategic assessment process identifies and prioritises threats and opportunities, informed by detailed collection plans used to gather information and intelligence from BCUs, departments and key external stakeholders. The whole process is geared to drive 'bottom-up' intelligence gathering from the neighbourhood level to support 'top-down' tasking. The process is further supported by three-monthly neighbourhood assessments to engage and inform police and partnership decision making in order to identify and deliver on key neighbourhood priorities.

- Significant development has occurred to sharpen the focus of activity using the NIM. The strategic assessment identifies the specific threats, which are assessed by intelligence specialists and control strategy leads to fine-tune opportunities for intelligence, prevention and enforcement. The NIM tasking and co-ordination meetings have been aligned to consider local, BCU, force and regional priorities and follow a corporate cycle. Representatives from the CDRP attend the TCG meetings.

- The CSPB has developed a core performance group to deliver intelligence collection plans, which inform the strategic assessment. The CSPB considers that its own aims and objectives are in line with the control strategy.

- Validation and prioritisation of target and problem profiles have been enhanced with the introduction of a new standard profile developed by the OIB. The document is fit for purpose for level 1 to level 3 processes and includes the nine analytical products and interactive guidance through every stage of the process. The standard profile is complemented by a matrix that is weighted in order to prioritise the profiles.

- Restructuring within the OIB has provided desk alignment and dedicated support in line with the force's control strategy. A network desk has been introduced to develop and maintain a seamless approach to criminal activity at all levels of the NIM process. Analytical resources have been dedicated to support the desk structure.

- The position of the organisation has been further strengthened by a growth in the number of analysts to provide analytical support to every BCU and OIB and to specialist departments, including the SOU, crime support, operational support and the CSB.

- An intelligence strategy has been developed to improve the timing, content and circulation of NIM products and to formalise the frequency and synchronicity of meetings. The strategy includes a standard for actioning intelligence from covert human intelligence sources (CHIS), with the minimum requirement for controllers to risk assess the suitability of every piece of intelligence for dissemination. If suitable for dissemination the intelligence must be actioned within 48 hours. The strategy also includes sections on communication and information to support the NIM.

- The newly appointed detective inspector in the OIB is an accredited trainer and NIM specialist. By utilising his skills a process is now in place to improve the knowledge and capability of all intelligence staff and to review and improve the NIM business processes and associated products. This is being achieved through focused training and feedback sessions.

- The tactical tasking and co-ordination group meetings have also been developed to identify and improve focus on priorities, accountability for actions and learning from outcomes.

- An NIM-compliant assessment process has been developed at neighbourhood level, involving local communities, key partners and the police. This process is aimed at identifying issues to be prioritised and actioned through a tactical tasking and co-ordination group process, involving partners through JAGs.

- Inputs on NIM have been delivered to senior managers within the organisation who are engaged with intelligence work. NIM and Regulation of Investigatory Powers Act (RIPA) inputs have been included in the newly developed IPLDP.

Work in Progress

- Career pathways for police staff working within the intelligence arena have not been implemented. The HR department has recognised the risk of haemorrhaging staff in an environment where there is a high demand for people with such skills, and is currently developing career pathways to retain and progress staff working within the intelligence environment.

Areas for Improvement

- Intelligence-led policing has not been integrated into the full range of training products, although a sergeant's post has recently been created to deliver an understanding of NIM principles throughout the organisation at force, BCU, LPU and neighbourhood policing level.

- The recording and management of intelligence within the force is not as efficient as it could be. The development of an IT solution would provide an effective organisational memory and allow the single key input and universal search capability. At the present time intelligence is entered onto a system and then double keyed to develop problem and target profiles. Corporate templates exist which, if integrated into an IT solution, could expedite this process and provide a library to retain and share organisational learning.

- The ACPO manual of standards for covert human intelligence sources dictates that, where practicable, a CHIS controller should be solely dedicated to dealing with CHIS issues. Some forces have found it difficult to meet this requirement and in Leicestershire intelligence managers on the East BCU and within the SOU have joint responsibility for the direction of the intelligence function and the management of CHIS. This is a challenge for the force to address and it would be advisable to subject this area to a risk assessment, which should be recorded and retained by the nominated chief officer responsible for RIPA issues.

7   Leadership and Direction

7A   Leadership

Grade	Direction of Travel
Good	Not Graded

National Grade Distribution

Poor	Fair	Good	Excellent
0	4	35	4

Contextual Factors

The chief officer group of Leicestershire Constabulary is stable and committed to improving the force, and evidently is prepared to assume a leading role in strategic policing within the next two years. To this end the chief officers are actively engaging with their fellow regional ACPO officers and the Police Authority to establish commonalities and an orchestrated approach to organisational change. When this is coupled with the considerable tandem challenge of rationalising from four to three BCUs, it is apparent that maintaining high levels of performance and organisational change is a challenge.

Strengths

- The chief officer team has been in its current configuration for 12 months since the appointment of the ACC (Crime). This has helped to generate a feeling of stability and consistency at ACPO level while retaining vigour and dynamism. The HR director and finance director are both members of the chief officer group, on parity with the ACCs. All six members of the chief officer group are committed to their current roles and the need to provide purposeful leadership as regional and national policing issues emerge.

- The force is in a difficult budgetary situation and has less in reserve because of a long period of financial stringency, very low management on-costs and successive difficult settlements. The Chief Constable has shown strong and effective leadership to enable the force to make performance progress despite these difficulties.

- The force and Police Authority enjoy a good relationship, which is promoted through regular themed discussion days. The Chief Constable is seen as an inspirational leader who promotes his vision throughout the organisation. The DCC has a 'statesman'-like influence in the team and takes forward the Chief's inspiration and vision in a planned and measured way. The ACCs, finance director and human resources director are regarded as leading authorities within their portfolios, both regionally and nationally. The Police Authority holds 'members discussion days' where they receive presentations on performance from chief officers.

- The force has demonstrated its commitment to learning and development by assigning a chief superintendent to lead the department. The force avoids a blame culture and uses experiential learning to good effect through structured debriefs. Officers and staff extol a 'can do' mantra. A suggestion scheme under the banner 'Solutions' is open to all

employees and members of the public which encourages members of the public and staff alike to positively influence service delivery.

- When the Chief Constable took up post, the force had the lowest management on-costs of any police force in England and Wales. This reduced resilience at supervisory management levels to the detriment of service delivery, and in response, more front-line supervisor and management posts have been created.

- Key post-holders, including superintendents and police staff at professional grades, have been personally interviewed in regard to their career development by the Chief Constable. The Chief conducted hour-long interviews to establish individual's career intentions, especially relevant when the prospects of force and regional restructuring were likely.

- Succession planning is considered regularly by the chief officer group. This is evident in the consideration given to deployments of senior staff when two of the four BCUs are merged, the allocation of PPAF portfolio leads to superintendents, and officers being posted out of their established roles to acquire new skills that the force needs replicated or retained.

- In the last year the Chief Constable has dedicated seven days to sergeants' conferences on the subject of intensive supervision. Every month he holds lunch meetings with ten inspectors from different BCUs and departments. The Chief Constable personally sees all sergeants and inspectors on promotion and confirmation as well as speaking to Stage 6D probationers and has established a Joint Consultative Committee with the Police Federation. There is an open-door policy for staff to meet the Chief Constable and other members of the command team. The Chief Constable also sees anyone on retirement who wishes to meet and discuss any outstanding issues.

- Dialogue between the workforce and chief officer group is facilitated through the 'Any Questions?' web feature, where opinions and queries can be directed to the top team.

- In 2005, the force was infiltrated by an undercover investigative television documentary team, leading to a programme by Channel 4 in April 2006. The Chief Constable, with the support of his chief officers and Leicestershire Police Authority, has managed the force's response with a very effective strategy and stakeholder plan, involving both legal and media support. Significant work was done to put the programme into context, conducting CIAs, and briefing community groups and governmental and partner agencies to offer reassurance. The force has taken every opportunity to use a potentially damaging programme to raise the profile of gender and quality of service issues.

- All inspectors and above were brought together to view the programme and debate the issues outlined, and an internal briefing was prepared for officers and staff outlining the chief officer group's perspective on the programme and placed on the intranet. All managers were briefed and asked to reinforce standards within their teams and redouble customer service efforts. An ongoing plan to manage the medium- to long-term implications of the programme has been formulated and is now in place.

- The Chief Constable and chief officers see the PDR process as the vehicle for identifying and agreeing individual needs. The chief officer group's quarterly strategic away days are intended to facilitate team building and challenge and to explore organisational and individual needs and development. Chief officers are currently exploring the use of the personal development planner as published by the

Government's Business Link programme (Department of Trade and Industry).

- Comprehensive recognition and reward mechanisms are linked to national awards such as 'Beat Bobby of the Year', bravery awards and include recognition for police staff (Investigator of the Year), volunteers and members of the public.

Work in Progress

- Leicestershire has been slower than many forces to invigorate its performance management arrangements with leading-edge techniques. This is now being tackled through the APEX initiative.

Areas for Improvement

- Although the force has bolstered its front-line supervision, there is a recognition that many officers are acting in the next rank and that some are doing so within their home command or department. However, the force has reviewed the number of acting ranks and believe them to be justified. Any officer raised to this position will be given a two-day course to equip them for their new role.

- The chief officer group has established good working relationships with staff associations, unions and network groups. However, timescales for consultation do not always allow for a considered response, tending towards occasional 'tick box' endorsements. Furthermore, there is an inconsistent approach in support given to network representatives, with some groups being allowed duty time to conduct association business while others dedicate their own time, even when acting on behalf of the force. The command team does not accept this view and points to the fact that the SECB has placed the development of policy formation in the hands of staff associations. The command team also refutes the assertion that there is an inconsistency in support given to network representatives and posits that the current provision is based on need and the number of people they are representing. Leicestershire is clearly in the forefront of some key diversity initiatives, and some gender concerns may well be articulated by only a small number of officers, no doubt, given the commitment to progress gender issues, chief officers will reflect thoughtfully on these views.

7B	**Performance Management and Continuous Improvement**	Grade	Direction of Travel
		Good	**Stable**

National Grade Distribution

Poor	Fair	Good	Excellent
0	**12**	**26**	**5**

Contextual Factors

The force performance management system, which has been in place for a considerable time, is in transition. The 2006 baseline assessment took place while the force was in the midst of changing the regime to 'achieving performance excellence' (APEX). This strives to adopt a holistic approach to force performance, with chief officers assuming leading roles that are cascaded through the organisation and based on PPAF domains. Various departments have been adapting their local regimes in anticipation and have already begun to use the new web-based management information gateway (MIG) to embed the new system.

Strengths

- Senior managers have access to up-to-date performance data based on PPAF through the MIG. This breaks performance down to LPU level.

- The internal performance management regime reflects national indicators and PPAF statutory performance indicators (SPIs) in conjunction with HMIC key issues, which feed into the formulation of local policing plans. These indicators are compiled on a database and fed out through the MIG. In anticipation of APEX, performance monitoring is being divorced from level 1 and level 2 TCG meetings.

- At present the force performance regime is based on a programme board structure aligned to criminality, criminal justice and reassurance. Boards are chaired at ACC level and use is made of bespoke reporting instruments to evaluate performance. However, the main vehicle for dealing with force performance is the crime and operations meeting, chaired jointly by the ACCs. This meeting holds BCU commanders accountable and is based on iQuanta data to measure against national and MSF position. The programme board structure has now been refined and streamlined as part of the continuous development of the force's performance management framework under APEX, which was implemented in May 2006.

- Force targets are set and then cascaded to BCU commanders. Managers at all levels of the organisation tie individuals into delivery of overall objectives by setting differentiated targets and objectives in PDRs. These can be reviewed, revised and removed throughout the PDR cycle according to current indicators contained on the PDR website.

- The force inspectorate carries out audit and inspection work based on established

national regimes such as best value and NCRS. There is also a rolling annual audit cycle covering crime investigation areas, detection, classification and recording. The inspectorate does focused inspection work on departments and units where service delivery or management processes are at risk.

- Officer and staff creativity is recognised through the staff suggestion scheme, all contributions to which are acknowledged by a letter from the DCC. Those that are taken forward are awarded a prize, usually provided through sponsorship, which is presented by a chief officer. Recently rewarded innovations include a domestic violence message board and the saving of money through electronic subscription to publications.

- A number of performance management systems are in use within the force, which are all being linked to the MIG, providing 'one version of the truth'. Balance scorecards, domain dashboards and risk matrices are all incorporated in the MIG, contributing to providing 'on time, on line' data, which will support the APEX model in due course.

- The performance review department provides a monthly data package to the Police Authority. Specific reports are supplied to committees on request. The Police Authority will be invited to join the APEX process when it is fully implemented. Three members are assigned to each BVR and actively participate in review stages.

- A published business planning cycle is concomitant with NIM processes and structured according to a meeting and decision-making hierarchy. Strategic and annual plans are devised from contributions made by BCUs and departments and with consideration of contemporary external drivers and are approved by the Police Authority. Currently performance against PPAF domains and MSF ranking leads planning activity, but inputs from CDRPs are also reflected in plans.

- A member of staff from the executive support department in corporate development undertakes environmental scanning according to the PESTELO model. A monthly publication is distributed throughout the force. The entries are graded low, medium or high risk, and department heads respond with action plans to any identified risk. Risk is a standing agenda item at all chief officer and SMT management meetings. The force is seeking to streamline and develop this task through collaboration with other forces in the East Midlands region, which will also provide economies of scale.

Work in Progress

- The ACCs, finance director and human resources director currently take responsibility for performance in their portfolios, with the Chief Constable and DCC taking an overview of all force performance. In May 2006 the APEX regime was introduced, with the Chief Constable taking the force lead in a forum consisting of all chief officers, BCU commanders and department heads. This will bring performance issues from a range of HQ meetings into a single structure. This regime will then be replicated at BCU and department level.

- The MIG provides personal productivity for individual officer performance, which is available to all supervisors. After this point BCU and department managers use the data in different ways and extents to manage performance. This data will be used via the MIG, and an element of corporacy will be developed for individual performance management when APEX becomes operational. The APEX process provides guidance at LPU and section level in terms of what should be discussed, including the data from the MIG, ie on qualitative performance as well as quantitative.

Areas for Improvement

- Strategic planning, the performance process and NIM processes are discrete regimes. Once APEX has been established the force plans to incorporate regime reporting into APEX through the force's strategic APEX and PDG.

- APEX will cascade to LPU, section and team level, where line managers will be held accountable for metrics, including individual performance, sickness and quality of service requirments.

Appendix 1: Glossary of Terms and Abbreviations

A

ABC   Acceptable Behaviour Contract

ACC   assistant chief constable

ACPO   Association of Chief Police Officers

ANPR   automatic number plate recognition

APEX   achieving performing excellence (regime)

ASB   anti-social behaviour

ASBO   Anti-Social Behaviour Order

B

BPA   Black Police Association

BCU   basic command unit

BME   black and minority ethnic

BVR   best value review

C

CAIU   child abuse investigation unit

CATS   child abuse tracking system

CBRN   chemical, biological, radiological and nuclear

CDRP   crime and disorder reduction partnership

CHIS   covert human intelligence sources

CIA   community impact assessment

CIS   crime and intelligence system

CLDP   continuous learning and development

CMC   call management centre

CPS   Crown Prosecution Service

CRAVE	confidence, reassurance, accessibility, visibility and evaluation (survey)
CRB	crime recording bureau
CRE	Commission for Racial Equality
CRISP	Cross-Regional Information Sharing Project
CSB	community safety bureau
CSP	community safety policy
CSPB	Community Safety Programme Board

D

DCC	deputy chief constable
DDA	Disability Discrimination Act
DMS	duty management system

E

| EFQM | European Foundation for Quality Management |
| EMSOU | East Midlands special operations unit |

G

| GOEM | Government Office for the East Midlands |

H

HMIC	Her Majesty's Inspectorate of Constabulary
HOCR	Home Office Counting Rules
HQ	headquarters
HR	human resources

I

| IAG | independent advisory group |
| ICF | integrated competency framework |

INI	IMPACT nominal index
IPLDP	Initial Police Learning and Development Programme
ISO	International Standards Organisation
IT	information technology
ITIL	information technology infrastructure library

J

JAG	joint action group

K

KIN	key individual network
KSI	killed or seriously injured

L

LAA	local area agreement
LAG	local action group
LCJB	local criminal justice board
L&D	learning and development
LGBT	lesbian, gay and bisexual and Transgender
LPU	local police unit
LRF	local resilience forum
LSCB	local safeguarding children board

M

MAPPA	multi-agency public protection arrangements
MAPPOM	multi-agency prolific and persistent offender management
MCU	major crime unit
MIG	management information gateway
MOT	management of time (database)

MSF	most similar force
MIG	management information gateway
MIM	murder investigation manual
MIRSAP	major incident room standard administration procedures

N

NAFIS	National Automated Fingerprint Identification System
NCHS	National Call Handling Standards
NCIS	National Criminal Intelligence Service
NCPE	National Centre for Policing Excellence
NCRS	National Crime Recording Standard
NCTT	national community tensions team
NIM	National Intelligence Model
NMIS	National Management Information System
NHP	neighbourhood policing
NPOIU	National Public Order Intelligence Unit
NSIR	National Standards for Incident Reporting
NSPIS	National Strategy for Police Information Systems

O

OIB	operational intelligence branch

P

PAGRI	police advisory group on racial issues
PCSD	Police and Crime Standards Directorate
PCSO	police community support officers
PDR	personal development review
PIP	professionalising investigation programme
PITO	Police Information Technology Organisation

PNC	Police National Computer
PND	penalty notice for disorder
POCA	Proceeds of Crime Act
PPAF	policing performance assessment framework
PPO	prolific and persistent offender
PST	premier service team
PSU	Police Support Unit
PURE	police use of resources evaluations

Q

QoSC	quality of service commitment

R

REC	Racial Equality Council
RES	race equality scheme
RIG	regional intelligence group
RIPA	Regulation of Investigatory Powers Act
RPU	roads policing unit
RRAA	Race Relations (Amendment) Act
RRF	regional resilience forum
RTC	road traffic collision

S

SADOU	sex and dangerous offenders unit
SARA	scanning, analysis, response, assessment
SCID	serious crime investigation department
SECB	strategic equality and confidence board
SIO	senior investigating officer
SMT	senior management team

SNEN	single non-emergency number
SOCO	scene of crime officer
SOLO	sexual offences liaison officer
SOU	special operations unit
SPI	statutory performance indicator
SPP	special priority payment
SRP	strategic roads policing
SSU	scientific support unit

T

TCG	tasking and co-ordination group
TIC	offence taken into consideration
TPP	training priority panel

V

| ViSOR | Violent and Sex Offenders Register |