

Her Majesty's Inspectorate of Constabulary



HMIC Inspection Report
Merseyside Police
Neighbourhood Policing
Developing Citizen Focus Policing

September 2008



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Introduction to HMIC Inspections

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

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

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

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

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

HMIC Business Plan for 2008/09

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

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

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

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

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

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

Programmed Frameworks

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

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

Neighbourhood Policing

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

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

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

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

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

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

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

Developing Citizen Focus Policing

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

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

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

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

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

Statutory Performance Indicators and Key Diagnostic Indicators

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

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

Neighbourhood Policing

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

Developing Citizen Focus Policing

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

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

Developing Practice

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

The Grading Process

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

Meeting the standard

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

Force Overview and Context

Merseyside Police has:

- 6 basic command units (BCUs);
- 37 Neighbourhood Policing teams (NPTs);
- 305 officers dedicated to Neighbourhood Policing; and
- 396 PCSOs dedicated to Neighbourhood Policing.

The force is a member of 5 crime and disorder reduction partnerships (CDRPs) that cover the force area.

Geographical description of force area

Merseyside is a metropolitan area covering approximately 160,000 acres bordering Greater Manchester, Lancashire and Cheshire. There are five local authority areas within Merseyside: Knowsley, Liverpool, Sefton, St Helens and Wirral. The city of Liverpool, with its associated seaport and industrial hinterland, lies at the centre.

Demographic description of force area

Merseyside is enormously diverse economically, racially and culturally, with a population of just under 1.4 million. This reflects a significant change, given the decline in Merseyside's population over a number of decades, and is a sign of recent and sustained economic growth. Liverpool's status as European Capital of Culture offers further opportunities for regeneration.

The first phase of significant investment in Liverpool city centre – Liverpool 1 – opened in May 2008. The completion of the project in 2009 will complete the biggest retail development of its kind in Europe. The Port of Liverpool, a barometer for the success of the whole of Merseyside, is the largest freeport zone in the UK and the main UK port for container trade with the USA. A new £19 million cruise terminal opened in 2007 and has already led to the berth of several cruise liners and with them, thousands of tourists. John Lennon Airport is one of the fastest growing regional airports in Europe.

Structural Description of Force including Staff Changes at Chief Officer Level

Merseyside Police is led by Chief Constable Bernard Hogan-Howe, supported by a chief officer group which includes: a Deputy Chief Constable (DCC); four Assistant Chief

Constables (ACCs) covering Operations, Operations Support, Personnel and Development, and Citizen Focus portfolios; and a Director of Resources who is a senior police staff member and ACPO equivalent.

The Force budget for 2008/09 is just over £349 million. This includes provision for a budget establishment of 4,557 police officers, plus 2,748 police staff - including Police Community and Traffic Support Officers (PCTSOs).

To ensure policing services meet the needs of local communities, the Force structure reflects the boundaries of the five local authorities. Basic Command Units (BCUs) are coterminous with local authority areas with the exception of Liverpool which, due to its size and policing complexity, is divided into two policing areas: North and South Liverpool.

Strategic priorities

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

To enable the Force to achieve its vision – ‘to provide the best police service in the UK’ – the Force has adopted a Total Policing Strategy which aims to utilise the total resources of the force and direct them towards three strategic priorities:

- **Total War on Crime** – where opportunities for crime are reduced, the law is robustly enforced and offenders are arrested and successfully prosecuted;
- **Total Care for Victims** – where the needs of the victim, witness and law-abiding citizen are at the heart of the service provided; and
- **Total Professionalism** – where an efficient, effective and motivated workforce provides a professional, quality service to all.

In the last two years, Force performance in delivery of crime reduction has been the best of any force in the UK. An 11% reduction in overall crime in 2006/07 has been followed by an 18% reduction in 2007/08.

This significant and sustained improvement in performance has enabled the Force to focus on a reduced number of policing priorities in 2008/09, confident in the knowledge that good performance will be maintained or improved in other areas. Policing priorities for 2008/09 include:

- anti-social behaviour (ASB);
- serious violent crime – with a focus on domestic violence, sexual offences and hate crime;
- gun crime;
- protective services;
- improving public satisfaction;
- neighbourhood policing;
- improving care for victims and witnesses;
- using technology in the war on crime;
- efficient management of assets – with a focus on the estate and vehicles;
- quality – with a focus on forensic science and data quality; and
- people issues.

These priorities are underpinned by a commitment to deliver quality, high performance services that get it right first time, are tailored to individual needs and achieve value for

money. There is also emphasis on crime prevention – not only focusing on detection as a means of solving crime, but also identifying potential for crime and disorder and doing something about it before it occurs.

The recent introduction of a two-tiered performance management regime supports the Force's strategic direction and reflects improvements in performance and its policing priorities. The Police Authority has set targets for performance indicators which are most closely aligned to its policing priorities – Tier 1. Performance against these targets will be subject to stringent scrutiny and reported to the police authority. All other indicators have directional targets – Tier 2.

A programme of efficiencies and savings amounting to £3 million will enable the Force to recruit an additional 100 police officers in 2008/09. These officers will be deployed in support of policing priorities, particularly neighbourhood policing and gun crime.

Force Performance Overview

Merseyside is ranked in 1st position both within its most similar force group and at a national level for a reduction in All Crime. This is the largest overall crime reduction nationally falling by 18%. Year on year this reduction has resulted in 28,274 fewer victims of crime across Merseyside. For Violence Against the Person, Merseyside is ranked in 1st position compared to its most similar force group and is ranked joint 3rd nationally. Comparing this year with last year Violence Against the Person has fallen by 20%. This reduction has resulted in 5,264 fewer victims of crime, and as a consequence there has been a cost of crime saving of £61.2 million. The force has seen the largest reduction in Burglary and Criminal Damage nationally at 20% and 25% respectively.

The British Crime Survey reported that the risk of becoming a victim of Household Crime has reduced on Merseyside from 16.9% for the year ending March 2007, to 14% for the year ending March 2008. This is significantly below the national average of 17% and Merseyside is ranked in 1st position in its most similar force group. The survey has also reported that the risk of becoming a victim of Personal Crime remained stable 5% for the year ending March 2007 compared to 4.7% for the year ending March 2007. However, Merseyside is below the national average of 6% and is 1st in its most similar force group. In 2007/08 Merseyside had a 32.4% sanction detection rate for All Crime, this is a 5.8 percentage point increase compared to the previous year, when a 26.6% sanction detection rate was recorded. For 2007/08 Merseyside had the third highest sanction detection rate in the most similar force group. This year the Force has seen a 12% increase in all Arrests, with 64,515 people being arrested, which resulted in 41,166 sanctions, i.e. charged, summoned, cautioned etc.

The satisfaction level for Overall Service finished the year at 83%. Follow Up and Further Contact are core components of Satisfaction. Comparing 2007/08 with 2006/07 both of these areas have seen improvements with increases of 5.1 and 14.6 percentage points respectively.

Force development since 2007 inspections

The Force has introduced a revised approach to the way in which it tackles gun and gang-related crime. Its Gun Crime Strategy focuses on the illegal supply of firearms, their criminal use and the criminal use and possession of firearms. The strategy is delivered through a robust approach to enforcement and delivery of education and diversionary packages to deter and prevent young people from involvement with guns and gangs.

This approach is led by a Detective Chief Superintendent to co-ordinate the efforts of neighbourhood policing teams, matrix and partners. It has led to the creation of a strategic partnership, referred to earlier, specifically to address this issue.

In response to the government's Tackling Gangs Action Programme and local concerns, the Force deployed an additional 55 officers to neighbourhoods most affected by gun and gang-related crime. In affected neighbourhoods, there is a visible police presence on foot or cycle 24 hours a day, 365 days a year, and a dedicated officer in secondary schools. In addition, the Force has created a new gun crime syndicate to target the illegal supply of firearms.

The number of officers involved in the safer schools programme has increased. Located in schools in areas most affected by gun and gang-related crime as well as ASB, they serve to deter young people from involvement in crime. They are supported through ongoing work with partners to implement youth diversionary schemes as well as education programmes, including the national schools education programme, Miss Dorothy.

In addition, the Force has contributed to the development of a school-based internet site known as SHARP (schools help and advice reporting page). This provides a confidential web-enabled reporting system for incidents which occur within the school and local community. It also allows officers to communicate key messages, including the dangers of involvement with guns and gangs.

In March 2008, the Force hosted a three-day European Serious and Organised Crime Conference. This brought together experts from various partner agencies across Europe and served as a vehicle to promote and enhance partnership arrangements and to identify and share good practice.

The Force continues to lead nationally in its application and use of Automatic Number Plate Recognition (ANPR) technology. In September 2007, the Force opened a dedicated ANPR control room from which ANPR systems and CCTV cameras can be monitored. This enables the Force to effectively deploy resources and improve the speed with which it is able to respond to incidents.

Other technologies have been adopted, or are in the process of being implemented, including the fitting of mobile data systems to all appropriate vehicles. Trials of vehicles equipped with a range of technologies supported by fibre optics have proved successful and will be rolled out across the Force; trials of facial recognition systems in custody air locks continue. Merseyside was first force in the country to acquire a microdrone to help combat ASB.

The Force's drive towards the provision of quality services has led to the reorganisation of its training and staff development functions. A new academy approach with dedicated faculties covering aspects of policing activity has been adopted. The first faculty to open – the Crime Faculty – is now an accredited partner of the University of Central Lancashire. Development of additional faculties continues. More recently, the Force received a Queen's Innovation Award in recognition of its programme of support to help student officers with hidden disabilities such as dyslexia.

To improve the quality of service to victims and witnesses, each BCU has created a customer service desk. A dedicated Road Traffic Collision Justice Unit has also been created in response to the specific concerns of victims of road traffic collisions. More widely, a number of operations have been run across the Force to elevate the importance of maintaining contact with victims and witnesses to ensure they are kept informed of progress

in relation to their case. Chief officers have also contacted victims directly to gauge public satisfaction with the services provided by the force.

In September 2007, the Force's citizen focus team won the prestigious National Customer Service Award, Team of the Year (Public Services and Education.) This recognises excellence in the provision of customer services. The Force also received national recognition for its efficient use of energy – the first force in the country to receive the prestigious E.ON energy award, recognising excellence in energy management.

Key initiatives to improve performance during 2007/08

Key corporate initiatives

Collaboration (strategic partnerships)

The joint agency group (JAG), chaired by the Force lead for gun crime and the Multi-Agency Governance Group (MAGG), chaired by the DCC, deliver co-ordinated activity through criminal justice and partner agencies, including the independent advisory group (IAG). The JAG is a tactical group meeting weekly to track progress and the MAGG is a strategic group to clear blockages at the highest levels of partner agencies.

The Force has allocated additional officers into those neighbourhoods where gun crime is more prevalent. In these locations, officers patrol 24 hours a day to provide a strong re-assuring presence for local people. They also act as a deterrent for those intent on becoming involved in gun crime.

As one of ten Home Office demonstrator sites, the Force has entered into collaborative arrangements with Lancashire and Cheshire Constabularies to establish a joint team to tackle serious and organised crime. Best practice and the lessons learned from this arrangement are being reported to the Home Office so that, where appropriate, they can be adopted nationally. More recently, the Force has worked with the same forces to establish a Strategic Roads Policing Unit to tackle the criminal use of the region's motorway network.

The north-west and south-west collaborative agreement, signed in February 2008, supports the procurement of forensic science services. The agreement, which involves 14 forces helps to ensure the provision of quality and value for money forensic science services and is consistent with the Force aim of reducing the average cost of forensic identifications.

A police patrol vessel, *Consortium*, has been acquired by six forces in the north west – Merseyside, Cheshire, Cumbria, Greater Manchester, Lancashire and North Wales – and supports the detection and prevention of crime as well as providing high-visibility patrols of the region's waterways.

To enhance the quality of service provided to victims of sexual offences, the force has worked with partners to establish a Sexual Assault Referral Centre. This aims to be a centre of excellence, providing a complete package of help and support tailored to the needs of victims.

The Force continues to be involved in a number of statutory and non-statutory strategic partnerships. Through involvement in each of the five Local Strategic Partnerships and Crime and Disorder Reduction Partnerships (CDRPs) on Merseyside and the Merseyside Criminal Justice Board, the Force has played an active role in aligning policing and community safety priorities and performance targets. With the support of regional

government, the Force has worked with its strategic partners to ensure a consistency of approach across the respective plans and recently renegotiated local area agreements.

Neighbourhood Policing

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

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

Neighbourhoods are appropriately staffed (coverage).

Summary statement

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

Strengths

- Neighbourhoods are clearly defined, with ongoing discussions taking place regarding adjustments and alignment with neighbourhood managers from local authorities and partners.
- Each ward within the force is covered by a Neighbourhood Policing (NHP) structure consisting of 112 wards, serviced by 38 sergeants, 254 dedicated police constables (PCs) and 426 police community support officers (PCSOs). There are no wards without an NHP service.
- There is an established NHP programme board chaired by the assistant chief constable (ACC) (Citizen Focus (CF)), who owns policy, strategy and the ongoing monitoring of developments around NHP. The chief officer team is delivering NHP within a consultative framework with the ACC (operations) and the ACC (operations support).
- The NHP programme board maintains an overview of boundaries in consultation with partners and through internally-based National Intelligence Model (NIM) intelligence processes. These will include activity analysis, demand management and confidence and reassurance data. Force initiatives such as 'Big Wing' (a force targeted response to identified issues) and Operation Morewood (operations used for enhancing contact with the public) are allocated with objectives to reduce crime and anti-social behaviour (ASB) and to increase public confidence and satisfaction levels within communities.
- The development of Mosaic (a software programme identifying demographics/socio-economic profiles) and profiles at force level have created the ability to work through crime and disorder reduction partnerships (CDRPs) and local strategic partnerships to match delivery to needs. At borough level, the approach being taken by Sefton

basic command unit (BCU) may be potential good practice, as it matches delivery to risk – identified through aligned systems and data sharing.

- The force has a named contact in each NHP ward. The force website is excellent and provides all details of named contacts from chief superintendent to PCSO. In addition, the force is developing the BCU chat facility (currently at chief superintendent and chief constable level), which allows online discussion about issues and residents to identify any issues for NHP staff.
- Email systems are monitored by supervisors and all calls into NHP are recorded (whether direct or otherwise) and monitored through monthly performance meetings.
- The role of PCSOs has been reviewed in 2007 and they are now fully integrated into neighbourhood teams. The inspection team found evidence of their integration throughout the force, working to support neighbourhood officers and taking an active role in problem solving. There was also evidence of relationship building with partners and an awareness of how NHP is contributing to quality of life issues within communities.
- Special constables are aligned to each neighbourhood team under the auspices of the dedicated constable.
- The force does not have a specific staff selection policy for NHP teams, while BCUs adhere to the force recruitment and selection policy. Role definitions and job descriptions for NHP teams have been developed and monitored as the role develops. These profiles are linked into the training and development strategy of the organisation, with the NHP faculty developing a skills set for dedicated NHP officers. Officers are selected with the expectation that they will enhance current skills through the NHP faculty and associated development courses.
- All officers transferring to NHP teams are expected to remain in the community for a minimum of two years. The human resources (HR) department maintains an overview and monitors staff movements within each BCU to ensure that any vacancies are predicted and processes put in place to fill vacancies without impacting on performance.
- The 'Know Your Neighbourhoods' booklet is issued to all officers and provides them with the necessary information regarding each local priority, names and contact numbers of officers, together with the force priorities and their own responsibilities. This enables a more positive interaction with the public by providing some knowledge of what is being targeted locally and providing the complainant with a named contact.
- The force abstraction policy is in the process of change. There is a maximum abstraction level of 5%, which generally equates to one officer per NHP team. However, given the substantial variations between neighbourhood workloads and the differing environments within which NHP team operates, the force is seeking the optimum levels for each team.
- Additionally, the force carries out regular, targeted, intelligence-led operations which impact on particular neighbourhood areas. Consequently, while enhancing the overall ASB/crime picture, these operations do, on occasions, impact on neighbourhood officers. The aim is to carry the abstraction from patrol officers but

that can, on occasions, require dedicated officers to carry a response workload who are not, in reality, abstracted from their neighbourhood.

- The 'Know Your Neighbourhood' initiative is bringing the neighbourhood and patrol officers together and there is already evidence that the model is working particularly well and having an impact on the interaction of local reactive officers and the public.
- The force provides targeted response to issues within both BCUs and local communities. Force-wide initiatives such as 'Big Wing' provide additional resources, together with partners, for targeting issues locally. The allocation of such resources is decided at force tasking and co-ordination and takes into account not only crime activity but any movements in confidence and satisfaction levels.
- Levels of abstractions are regularly reviewed and tested by the area support and co-ordination unit in advance of a formal review process by the ACC. There is a weekly return of abstraction rates to the force command team.
- Profiles are reviewed against the NIM to ensure that BCU-based intelligence units achieve a common minimum standard. Good practice was evidenced in Sefton, where the neighbourhood management team works in partnership in the identification of risks to communities. An analytical tool has been developed with the partnership for the identification of risk and resilience in communities. Through analysis of all data, emerging risks can be identified, assessed alongside the levels of resilience and decisions made on the deployment of resources or other strategies to manage the risk.
- In the Wirral, there is an established partnership, which is co-located. This has a more traditional focus on crime and ASB; however, there is a developing awareness of how all services can impact on problem issues and this is taken forward during the NIM-led tasking process. Both BCUs and the force follow the community reassurance and engagement strategies.
- The intelligence provided to and used by neighbourhood teams is both comprehensive and timely and Rich Picture information is targeted at appropriate communities through the NIM briefings and the delivery of the information and directions from the weekly operations review meeting (WORM), held each Friday. WORM also considers issues around serious and organised crime, gun crime, significant crime and disorder problems and counter-terrorism – albeit at this stage, the force considers this to be a developing issue rather than embedded. Neighbourhood officers appeared well versed in what was happening in their team areas.
- All officers and PCSOs posted to NHP are recruited, selected and trained in accordance with the force recruitment and selection policy, which provides guidance on the processes involved. Adherence to and monitoring of this policy forms part of the corporate review processes, which underpin and inform the reviews undertaken by the ACC (NHP/CF).
- The performance development review (PDR) process and integrated reviews ensure that all staff are assessed on their skills to ensure they are equipped to perform their assigned role. Supervisors in particular provide the development of NHP skills and assist in ensuring that particular skills are shared to develop good practice in

community management. This also allows for feedback from partners regarding performance.

- The NHP faculty within the crime academy is providing the skills and development to all officers undertaking an NHP role and ensures that officers have the confidence to engage with partners in joint problem-solving initiatives. This is delivered by an initial distance learning package and workbooks and complemented by a two-week course using scenario-based training and table-top exercises.
- The development of the NHP faculty, together with a focus on skills within PDRs, is providing good practically-based learning for all ranks around NHP. The employment of an experienced NHP inspector to deliver the packages is seen as positive, providing NHP with credibility. There are some gaps in succession planning however, the NHP faculty has devised and delivered work-based learning packages through the Breeze software package. This allows officers to learn and develop the skills as they deliver the service.
- All NHP and patrol officers are issued with a community reassurance booklet which contains details of local plans/priorities, contact details and named individuals, so that all officers can brief members of the public to a high level on local issues.
- The force delivers awareness seminars to all officers and has recently delivered information to over 300 officers attending an NHP seminar held at Anfield Football Stadium. In addition, total policing seminars, delivered by the Chief Constable, have an emphasis on CF and the quality of service commitment. Superintendents attend away days to discuss the engagement/CF agenda and are required to develop their own BCU action plans.
- Figures provided by the force dated February 2008 show that the ratios on average are:
 - 1:6 – supervisor to constables.
 - 1:11 – supervisor to PCSO.
- Staffing levels form part of the reviews carried out by the NHP programme board, which is now part of the CF board. BCUs are monitored on their ability to maintain the levels agreed.
- There are variations in ratios according to risk and associated environmental issues. The force has a variety of challenging policing environments and ratios reflect the complexity of neighbourhoods and associated risks.
- Staffing and supervisory ratios form part of the operational review process conducted by the command team. In addition, regular information and intelligence collated from complaints from the public, direction and control issues and 'near miss' data alert commanders to potential service delivery issues where levels of supervision may require a review.
- The police authority has recently approved the recruitment of another 100 officers into the force, with 69 of them allocated to NHP.
- There are established and well-used systems for reward and recognition. This stretches from the ability to input into an individual's PDR, through the use of a

recognition nomination form, right up to formal recognition by the Chief Constable and awards evenings to which family are invited. Recognition encompasses the entire police family and includes volunteers etc.

- The inspection team saw evidence that daily management meetings do not concentrate solely on the numbers of detections or arrests but are also made aware of service delivery issues where teams or individuals have provided a level of service worthy of recognition.
- The force newspaper 'Mersey Beat' provides all staff with an update on a range of issues which impact on their role within the force. In issue 55, the front page featured 'A Name in Every Neighbourhood', and provided the reader with a full review of how NHP is being implemented in the force. In addition, there was a full page on the work being carried out by Kensington new deal neighbourhood team, together with a sample of letters from the community praising the officers for the positive contribution they are making.
- The Special Constabulary is active within the BCUs and provides a substantial amount of patrol hours. Activities within Liverpool South rose from 150 hours per month in 2006 to 750 hours per month in 2007. The special constables were awarded the Ferrers Trophy for their endeavours.
- There are processes for recognising good work and effort. There is a team of the year award, both within the BCU and force-wide. There have been successful nominations for national awards for NHP officers.

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

Summary statement

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

Strengths

- The force strategy for community engagement is well embedded and the extent and types of contact are reviewed and tested by the ACC (NHP/CF) as part of monthly operational reviews. There was strong evidence of problem solving and training with partners to achieve positive outcomes.
- The community engagement strategy involves whole tiers of engagement activity, which extend far beyond traditional meeting structures, including key individual networks (KINs), tenants and residents associations, local initiative groups, multi-agency problem-solving groups etc. There is a focus and drive behind the meetings and a sense of purpose and are held with clear objectives.
- The inspection team was invited to engagement meetings at Birkenhead and Sefton. There was a self-evident partnership between the police and its communities, with officers being referred to by their first name and a genuine enthusiasm around how

the areas had improved. The officers were involved with the community and there was a wealth of community intelligence being generated.

- Although some aspects of the meetings were informal, there was clear evidence of people taking things seriously and fully integrating with 'their local sheriff', identifying priorities and holding the team to account for delivering their identified priorities.
- The force is actively promoting the NHP ethos within communities. The force 'Your Neighbourhood' campaign 2008 is a comprehensive media and communication strategy aimed at making people more aware of the issues and also the need to communicate with the service locally.
- Sefton local authority, for example, undertakes monthly 'confidence and satisfaction' surveys jointly with partners. This information is available to the BCU and is used to test attitudes and how new initiatives are impacting on perceptions. Any issues are linked to community profiles and inform command teams of particular areas of vulnerability where police action or increased visibility may be required.
- The NHP campaign 2008, conducted by the communication and marketing department, has been comprehensive and well received. The campaign involved all aspects of the media, including television, radio, websites, posters, leaflets, the press, road shows etc. The message has been clear and unambiguous, both internally and externally. Additionally, the Chief Constable and BCU commanders have used their web chats to further the message on what is happening.
- The inspection team found good evidence, presented from force intelligence, Sefton, the Wirral, the ASB unit and the head of communication, marketing and media, on how information was being managed and delivered at all levels, not just within NHP. This is important in view of previous concerns over how community intelligence was being prioritised. The force is demonstrably outward focused, with the aim of raising public awareness of police proactive operations aimed at tackling community-identified problems.
- The 'Know Your Neighbourhoods' booklet is issued to all officers and provides details of ongoing operations and identified priorities in ward areas. It ensures that all officers can engage with the public and speak with some confidence regarding community problems and identified priorities. It provides a tasking to officers downtime to focus on specific locations and targets.
- 'Your Voice Counts' has now collected over 1,000 pieces of data from the public that are used to inform developing practice and enhance the delivery of services. The force makes a commitment to answer any queries within 21 days, with any action being delivered locally by the BCU.
- The force uses volunteers in a constructive way in maintaining contact with complaints and victims. In addition, they provide some resilience to force enquiry desks in being able to enhance the service delivery to the public. PCSOs are used to leaflet areas subject to police operations; these explain the rationale behind each operation and request feedback from the public.
- The force has a sustainable communication and marketing strategy, which underpins the force approach to raising awareness of the NHP model with both the public and other agencies and partners. The campaign developed by the communication and

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marketing department is highlighting the objectives of NHP as well as the work being delivered by dedicated officers. It includes outdoor advertising, adverts in local papers, postcards, posters and other local activities. In addition, the force wants to raise awareness of the website, which contains a wealth of information and which has a postcode search facility.

- Quality of engagement is tested on a regular basis through the NHP and CF programme board, chaired by the ACC (NHP/CF). Levels of engagement are also tested on a more informal basis through the ACC (NHP/CF) quarterly performance reviews at BCU level and by the Chief Constable and ACPO in their dealings with local authorities and public meetings.
- There is a review procedure to test how operations affect public perceptions. Operations to reduce ASB, car crime using automatic number plate recognition and other crime reduction operations such as Big Wing attract media attention and are used to increase awareness among the public. In doing so, the force aims to increase confidence levels. Perceptions are also tested through the web chats at force and BCU level.
- The web-based chat sessions with the Chief Constable and BCU commanders ensure that the public has access to officers responsible for the strategic and operational direction of the force.
- 'Your Voice Counts' tests the levels of engagement with the public and records confidence and satisfaction levels. The leaflet is available both for completion on the website and is provided to members of the public after a service response from the force. The leaflet is also distributed at public service areas and through partner outlets to ensure that the force receives a balanced view of the service being both offered and delivered.
- The force has recognised changing communities and the need to engage with new communities. Officers have visited Poland and attended college to learn the Polish language. This has also provided information regarding the relevance of tattoos in Poland's gang culture.
- Engagement is very much linked to the CF agenda and the quality of service commitment. The force ethos of total war on crime contains supporting strategies of total care for victims and total professionalism. Each engagement with the public may be subject to a quality assurance test, which is conducted by supervisors through a telephone survey. Members of the chief officer team participate in conducting the surveys. The Chief Constable carries out 16 calls on a monthly basis.
- Operations on priority areas are subject to a community impact assessment prior to the deployment of resources. The force ensures that maximum publicity is targeted at positive outcomes and PCSOs are used to mail-drop details of the initiatives to houses in the locality to explain the reasons for the operation and the objectives, followed by a further survey.
- The force provided some excellent examples of operations against identified problems which involved a wide range of partners and the use of information both to outline the problem fully and to evaluate the outcomes. In one area, the impact of both police and partner activities reduced the number of repeat calls to one particular

area regarding ASB from over 100 in a month to two. These well-organised targeted 'respect days' provide a significant reassurance message to communities.

- The inspection team focused its visits on two BCUs for testing and checking, although there are similar arrangements in place across the force. In Sefton, there is an established partnership approach to problem solving, with a NIM-led approach to tackling issues. The process considers resilience in each community and the levels of risks being identified in those communities. This balance of risk versus resilience informs a tasking process and decisions around priorities and deployable resources from all partners.
- In the Wirral, there is an established partnership with the local authority and partners, with co-location and an embedded partnership approach to problem solving. The partnership uses a NIM-based approach and a tasking process to tackle partnership-identified priorities using data from all sources.
- The force provided a range of examples of how teams and individuals are enthusiastically committed to enhancing quality of life in communities. In the previous neighbourhood inspection, the inspection team found a structured approach by the force in engaging with communities. The Thatto Heath NHP team and New Parr partnership are excellent examples of community and partners working together. In other areas, there has been a dramatic turnaround in communities and neighbourhoods, which has attracted new investment from the private sector, in particular housing, where previously it would not have ventured.
- Sefton has sufficient intelligence to target briefings at specific and identifiable communities. It can target risk and vulnerability in an effective way through joint processes and target resources effectively – then monitor the results afterwards for impact. The Wirral identifies the same levels of risk but in a more traditional way for NHP inspectors, with separate four-weekly briefings at the BCU and six-weekly at the partnerships.
- The NHP faculty in the crime academy provides an input to officers on the risks associated with organised crime, gun and gang crime. In addition, there is an emphasis on the collation of community intelligence and the development of neighbourhood profiles, which will continually monitor the changing risks within communities.
- In Sefton, joint training with local authority neighbourhood management teams has provided a more informed view of what activity constitutes 'risk' and the developing risk versus resilience analysis process will enable a more targeted response to issues which may have a negative impact on communities.

Area(s) for improvement

- The force should consider the process of capturing the intelligence which was being generated in the meetings, as the inspection team perceived only a small amount was being formalised.

Joint problem solving is established and included within performance regimes.

Summary statement

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

Strengths

- The force has a strategy document for joint problem solving which is bought into and shared by partners. This forms part of the force 'Beat It, Merseyside Crime and ASB Toolkit'. This is based on the SARA (scanning, analysis, response, assessment) model and relies on developing long-term solutions to divert offenders, protect victims and reduce the likelihood of crime and disorder in particular locations.
- The ACC (NHP/CF) has taken corporate ownership of the strategy and is in the process of identifying BCU-based champions, police and partners, who will be fully trained in its use and co-ordination. The application of the strategy is monitored for adherence and consistency through the ACC (NHP/CF) quarterly visits. It is monitored at BCU level through the tasking and co-ordination group (TCG) meetings.
- There was good evidence of how the ASB unit at force level interacts with NHP teams to deliver responses to ASB issues. Operation Safespace is a positive example of interlinking approaches to ASB. This involves each of the local authority green space areas being subject to focused NHP and ASB team responses to ASB, drinking in public spaces and the use of section 30 orders during holiday periods. The success of the Safespace operations relied on each local authority area having their own operational delivery plan and actions list, which would be monitored by the CDRP meetings to ensure that the plans were effective and delivering the strategic aims.
- The ASB taskforce co-ordinated the overall operational management. The performance data collection was the responsibility of the individual BCUs, and was then channelled through the strategic development department for analysis.
- The 'Crimefighters' meeting provides an opportunity for chief officers to challenge local commanders on their performance on partnership problem initiatives. The force regularly mounts joint operations with partners and other agencies on identified problems or emerging issues.
- Big Wing days and respect days ensure that there is a co-ordinated approach to problem solving in communities, using both partner and other agencies' resources. In particular, they fully utilise the powers which can be discharged by partners and agencies. In addition, locally-based, problem-solving groups engage with all partners in sharing an approach to dealing with issues in communities which may cause risk to quality of life issues.
- The monitoring and management of the overall force performance data were conducted through weekly performance reports to ACC (operations), the strategic

lead for the police. Fortnightly updates are also supplied to the senior leaders and chief executives of the local authorities via the strategic lead for the chief executive for Knowsley.

- There are well-embedded information-sharing protocols in place. Each partnership develops its responses to problems using the Beat It toolkit. Co-location of some partnership staff with police officers has improved communication and understanding. There are some excellent examples of joint problem solving elsewhere in the document, with each BCU providing a comprehensive list of examples, which are all evaluated and recorded on Merlin so that there can be wider access to them.
- There are effective protocols and links to partnership systems, with a wide range of data being used to inform problem solving and delivery. Data from partners is added to data held within force systems and used to inform neighbourhood action group meetings also. The Merseyside information system enables the sharing of information, with some restrictions, with partners.
- The force works in partnership with the local authorities and there is evidence of shared working and the establishment of part-funded posts within the intelligence units. In addition to this, there are a number of other agency staff located within each other's premises, which provides not only data access but 'shortcuts' and 'interpretation' to full understanding of the datasets and their limitations. One example was the social services staff member, who works within St Helens police HQ and provides a service to both NHP and the protecting vulnerable people services.
- There was good evidence of clear links to partners in both BCUs visited. Priorities in force were set this year from neighbourhood requirements upwards, including tier 1 and 2 targets, policing plans, local area agreement deliverables, etc. This is the first year that this has been tried and there is evidence that both the force and police authority have moved away from a prescriptive focus on Public Service Agreement targets to a more balanced, locally-sensitive delivery of policing outcomes, albeit with a strong focus still on crime. For example, the Wirral has been able to opt out of the prioritisation on gun crime, as it had not yet identified this as a problem, to concentrate more on ASB, which has been more of a problem.
- The inspection team visited the Sefton and Wirral BCUs as part of the reality checking. In general, the TCG meetings concentrate on the priorities within the joint strategic intelligence analysis but adopt different methodologies when linking to the existing police NIM TCG meetings.
- Sefton's TCG processes are part of the overall TCG involving police and partners. Underpinned by the development of a ward-based risk analysis against which resilience of police and partners identifies the need for additions or alterations to current levels of activity, it provided a good example of effective neighbourhood management.
- The Wirral's TCG processes provided for the sharing of information and the identification of problems, but kept the partnership and police TCG processes separate. Consequently, the NHP inspectors went to the police TCG on a four-weekly basis and the partnership TCG on a six-weekly basis. There was evidence

that this worked effectively, but the logical conclusion is that they could combine as integral or linked meetings on the same day and frequency.

- As above, the structures lend themselves to this occurring. At force level and BCU level, there are now local variations in priorities based on good partnership intelligence/links. The development of partnership units such as Sefton is allowing a more localised focus and delivery at NHP level, reinforced by better resource and implementation management of police and partners.
- In addition to committing local resources to problem areas, the local command team can access centrally-based resources and request targeted operations on local problems using Big Wing, respect days and the ASB team. Evaluation of these tactics identifies a positive impact on criminality and ASB and provides evidence of an increase in confidence and reassurance in communities. Each operation is evaluated and lessons learnt are fed back into the organisational memory and through to the NHP training faculty.
- In Sefton, the ASB unit has a ten-year crime memory. This has provided a profile of individuals who have responded to surveys, in particular those expressing a perception around the levels of drug abuse and supply. This ten-year data has been subjected to detailed analysis, respondents profiled and a strategy developed to target those individuals who may be in a particular socio-economic or vulnerability category that may be susceptible to a fear of crime, with the aim of changing attitudes and perception.
- The force provides a targeted response to issues within BCUs and local communities. Force-wide initiatives such as Big Wing days and focus days provide additional resources, together with partners, at targeting issues locally. The allocation of such resources is decided at force tasking and co-ordination and takes into account not only crime activity but any movements in confidence and satisfaction levels.
- The force and partners share knowledge and good practice fortnightly. In Sefton, the neighbourhood manager meets with the NHP team to discuss problem-solving opportunities and evaluates the partnership response to identify any learning points.
- Within Sefton community safety partnership, there is membership from all senior executives of the local authority. This impacts on the awareness each organisation has of the particular issue being tackled and how each department's actions can have a positive or negative impact on progressing a problem resolution. These meetings are raising awareness and training those accountable for the delivery of the services.
- A large number of the problem-solving initiatives are dealt with at neighbourhood level. In many instances, the priorities of the KINs are reflected, through the NIM, in the BCU-wide control strategy, thus determining an increase in resource allocation. However, the majority of neighbourhood problems are identified at a local level. Interventions are primarily neighbourhood partnership driven and dynamic communication, with local communities, is integral to success.
- Operations are usually signed off through the appropriate meetings structures when they are of sufficient proportion to require a prioritised response by the police and local authority. However, there was much evidence of smaller, localised priorities

being handled on a regular basis through KINs and TRAs, where the chair signs off the response. Also, at individual level, if a PC/PCSO promises to deal with an issue, the complainant receives a 'Your Voice Counts' leaflet, which encourages written feedback to the BCU.

- In the community forums and meetings attended by the inspection team, there was evidence of an embedded relationship between police and communities and a demonstrable ability by the community to hold NHP teams to account. This attitude was tested outside the meetings with local residents.
- The review of policing inputs in Merseyside involves significant levels of detail encompassing crime, NHP issues and CF and the underlying trend is a move to balance quantitative data with community outcomes. The monthly performance reviews of each neighbourhood involve crime and incident data, levels of satisfaction data arising from 'Your Voice Counts' feedback and force survey data. The increasing use of quality checks with victims and witnesses provides immediate feedback to officers and supervisors. Activities which are monitored include standards checking and the individual action plans and initiatives to improve problem identification and resolution.
- The evaluation of each operation, in terms of inputs and outcomes, provides an update for the Beat It system, as well as good evidence for the NHP faculty to disseminate to the wider force.
- The professional standards department (PSD) provides a regular update of learning from complaints, which is disseminated through seminars and courses. Particular emphasis on CF from direction and control complaints feeds into the NHP/CF programme board, where the ACC has responsibility for ensuring lessons are learnt. Any identified adjustments to either policies or strategies are applied. Both the NHP faculty and developing CF team pick up and drive changes to policies arising from surveys and 'Your Voice Counts' returns.

Work in progress

- There is an ongoing development of the performance framework around NHP/CF. Managed under the ACC (NHP/CF), there is much evidence of activities being measured for compliance and the ongoing measurement of public satisfaction and confidence through structured surveys, 'Your Voice Counts' feedback, etc. However, the force is keen to link the processes to develop cause and effect correlations to better assess performance against outcomes. Consequently, Malcolm Hibberd is returning to assist the force in developing further.

Area(s) for improvement

- While the inspection team understands the issues around partnerships, availability and opportunities, the force should continue to work towards a common model for tasking and co-ordination actions with partners, so that there are clear and unequivocal mandates on NHP inspectors in terms of partnership priorities and performance.

September 2008

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

	SPI 2a Percentage of people who think that their local police do a good or excellent job		KDI Percentage of people who 'agree local police are dealing with anti-social behaviour and crime that matter in this area'		SPI 10b Percentage of people who think there is a high level of anti-social behaviour	
	Difference from MSF (percentage point pp)	2005/06 to 2007/08 change	Difference from MSF	2005/06 to 2007/08 change	Difference from MSF	2005/06 to 2007/08 change
Merseyside	+0.1 pp	+4.4pp	+1.0 pp	+4.8pp	+1.3 pp	-1.4pp

Summary statement

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

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

Context

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

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

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

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

Strengths

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

52.0% of people surveyed in the year ending March 2008 think that their local police do a good or excellent job, which is **not significantly different** to the average for the MSF.

Force performance was **unchanged** in the year ending March 2008; **52.0%** of people surveyed think that their local police do a good or excellent job, compared with **47.7%** in the year ending March 2006.

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

52.9% of people surveyed in the year ending March 2008 ‘agree local police are dealing with anti-social behaviour and crime that matter in this area’, which is **not significantly different** to the average for the MSF.

Force performance was **unchanged** in the year ending March 2008; **52.9%** of people surveyed ‘agree local police are dealing with anti-social behaviour and crime that matter in this area’, compared with **48.1%** in the year ending March 2006.

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

19.9% of people surveyed in the year ending March 2008 think there is a high level of anti-social behaviour, which is **not significantly different** to the average for the MSF.

Force performance was **unchanged** in the year ending March 2008; **19.9%** of people surveyed think there is a high level of anti-social behaviour, compared with **21.3%** in the year ending March 2006.

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

Summary statement

The force fully understand the needs of its communities. Identified service improvements are systematically made to improve local service delivery.

Strengths

- The force routinely conducts public attitude surveys, both locally and centrally. Information gathered is used to test out confidence levels in communities and through a NIM-based process is considered in the tasking processes. In addition, community intelligence is considered alongside this data to test levels of perceptions and any changes in resilience in communities.
- Public attitude and confidence levels are part of the force tasking process, and commanders are challenged following any deterioration, with action plans being

generated to deal with any deterioration. Centrally-based resources together with partners' resources can be accessed for targeted operations, including 'Big Wing', 'respect days' and other proactive operations mounted by the specialist teams, including the ASB team.

- Information from the PSD is used to inform commanders of any particular trends in either behaviour or use of process within a specified area. This information is then used as part of the training delivery through the NHP faculty or through locally-based training events.
- The force has set out the delivery of its values through the TRUE programme under the headings of courage, integrity, respect and care. These values are published on the force website and on posters for display in police premises and custody suites.

The force demonstrates sustainable plans for Neighbourhood Policing.

Summary statement

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

Strengths

- There is an overwhelming commitment to support and develop NHP/CF by the force and the police authority. The force has, with support of the police authority, invested in 100 new officers for 2007/08; 69 of those officers are being deployed to NHP.
- The HR issues are identified and managed through the force recruitment and selection policy, which is monitored on a monthly basis. There are links between HR and the NHP training faculty, which is developing a succession planning strategy. This will ensure that all staff within the force have an understanding of NHP and that it is integrated into all force systems and not seen as a separate silo within the organisation.
- The force learning and development plan is also monitored on a monthly basis against delivery and includes the newly established NHP faculty, delivering courses to existing, newly appointed police officers and PCSOs.
- The force has a sustainable communication and marketing strategy, which underpins the force approach to raising awareness of the NHP model, both with the public and with other agencies and partners. The campaign developed by the communication and marketing department is highlighting the objectives of NHP as well as the work being delivered by dedicated officers. The campaign includes outdoor advertising, adverts in local papers, postcards, posters and other local activities. In addition, the force wants to raise awareness of the website, which contains a wealth of information and which has a postcode search facility.
- Plans have been reviewed and implemented following the 2007 inspection; they are overseen by the ACC (NHP/CF) through the programme board. The review reported to the chief officer team in late autumn 2007 and identified the following points as key work areas. Managed by the ACC (NHP/CF) and overseen by the Chief

Constable and the deputy chief constable, these have now been delivered and implemented:

- Deploy dedicated staff within BCUs in accordance with demand and BCU level priorities, as per the model implemented in January 2006.
 - Re-define the role of dedicated officers to include co-ordination of members of the extended police family, in particular PCSOs, within each dedicated team. This co-ordination role should include the briefing and tasking of staff and be supported by relevant training.
 - Implement a system to capture the performance of dedicated officers and enhance their status.
 - Review the role of the PCSOs and their integration into neighbourhood teams.
 - Align special constables to each neighbourhood team under the auspices of the dedicated constable.
 - Train neighbourhood staff, including neighbourhood inspectors and members of the extended police family, to deliver reassurance.
 - Rescind the current process for problem solving – ID PARTNERS – and reintroduce the more simple SARA model (a process recognised by the Home Office), together with requisite training and support.
 - ISB develop a system to capture and record community intelligence to support NHP.
 - Reintroduce neighbourhood profiles and give corporate ownership to the CF department within its remit as corporate lead for CF and NHP.
 - Allow critical incident managers to ‘line manage’ neighbourhood patrol staff, with a clear process to engage with neighbourhood inspectors regarding neighbourhood issues, eg community priorities.
 - Develop a robust marketing campaign to communicate NHP, thereby increasing visibility and accessibility via email, the force website and with posters.
 - Chief Officers to consider re-naming some of the key elements of the NHP structure.
 - Make funding available for a chief inspector in the CF department to undertake the combined role of strategic lead and audit and inspection in relation to NHP and the wider CF agenda.
- There was ample evidence of how these plans had been well implemented and were delivering a level of awareness and ‘a joint approach’ among police officers, PCSOs, partners and the public.
 - Investment by the Chief Constable and the chief officer team has ensured that there is a common thread running through partnerships in Merseyside, including the local criminal justice board. Both NHP and CF are discussed and integrated within the partnership planning and progress monitoring.

- There was comprehensive evidence of significant and embedded partnership working, with systems which provide for the early identification and resolution of difficulties.
- There was a broad commitment to partnership and to the delivery of positive, community level outcomes.
- There is clear and unambiguous leadership from the Chief Constable and the chief officer team around NHP.
- The amalgamation of NHP and CF issues under one ACC who links with the ACC (operations) to jointly chair the Crimefighters performance review meetings is beginning to deliver improvements. BCU commanders attend on a monthly basis and discuss performance for both NHP and CF as part of the agenda. This translates down into the BCU processes, in which there is an equal focus on NHP/CF performance developing alongside the volume crime and ASB issues. At neighbourhood level, there is an inspection regime which monitors problem solving, customer confidence and satisfaction and the measurement of failure rates in a number of public-facing activities, such as visibility, call handling, witness support, etc.
- The police authority has membership of the programme board and is kept updated on progress. In addition, the authority has a community partnership committee which meets every six weeks and has an oversight of the impact that NHP is having on community safety issues.

Work in progress

- The police authority is actively involved but wants to be more so and is considering a review of the current oversight and scrutiny arrangements to be able to do so.
- The estates strategy is being reviewed currently to identify options for change to support NHP and CF. Officers have been requested to identify any co-location opportunities which are community based.
- The current position with PCSO funding is that the force faced a potential shortfall in funding of £1.548 million in the 2008/09 budget settlement. Consequently, through prudent financial management, the force and police authority have been able to manage the situation for 2008/09 but have taken 275 PCSOs on short-term, 12-month contracts to assess the financial implications for 2009/10. This is likely to require substantial savings from elsewhere in the organisation during the course of the year.
- A detailed evaluation of PCSOs and their contribution is under way to inform the authority within the 2009/10 budget but the uncertainty being created by this was of concern to a number of PCSOs with whom the inspection team spoke, despite the best efforts of the force to reassure them.

Developing practice

See Appendix 2.

Developing Citizen Focus Policing

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

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

Summary statement

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

Strengths

- The ACC (NHP/CF) is the nominated lead for CF as chair of the programme board. However, the Chief Constable and chief officer team all drive the agenda through their daily routines, taking part in random customer ring-backs to identify for themselves whether the message is getting through. The Chief Constable also drives the agenda through the TRUE programme, which is designed to facilitate cultural change within the organisation through several workstreams, including mentoring and grievance resolution.
- A team works directly to the ACC (NHP/CF) in delivering the strategies and processes to underpin the CF agenda. This includes aspects of communications and marketing, corporate criminal justice, calls and crime recording. There is also work taking place with the heads of the respective departments in ensuring that there is an action plan to deliver the CF agenda and, where change is required, to improve delivery; an action plan is developed with a lead senior officer.
- The CF staff visit BCUs and test out the CF action plans. The team engages with the command team and remains on site, providing support and advice, until the required levels of service are achieved.
- On each BCU, there is an identified champion for improving CF issues. Their role is to ensure that all other departments who participate in the process of delivering the quality of service required are challenged if their lack of performance is impacting on the BCU targets.
- The police authority is actively involved in the surveying and testing of residents' views. Performance meetings and reports from the ACC (NHP/CF) feature regularly on agendas.
- The police authority has membership of the programme board and is kept updated on progress. In addition, it has a community partnership committee which meets

every six weeks and has an oversight on the impact that NHP is having on community safety issues. There is a link between the committee structure within the authority and how NHP is impacting on the CF agenda and the confidence, equality and diversity sub-group.

- The police authority receives regular updates from the PSD regarding complaints and issues around direction and control. These updates provide the authority with sufficient information to satisfy its governance role and alert it to any emerging issues. The authority has an identified engagement officer who links to the force to collate information on satisfaction and confidence levels within communities.
- Members of the police authority have been working with the community safety partnership and with the Association of Police Authorities in developing advice to police authority members nationally on their response when working with community safety partnerships.

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

Strengths

- Substantial investment has been made in testing both the message and the outcomes with chief officers and middle managers, conducting quality of service ring-backs. There is continual surveying of residents through the 'Your Voice Counts' initiative. Random sampling takes place at meetings, together with joint surveying of the public with partners. The development of performance packages such as in the Wirral includes a monthly 'mini-review' of all public-facing systems and processes, with activity and completed actions checks, which include front counters, call handling and public contact facilities for crimes/incidents at BCU level. These checks also service the ACC (NHP/CF) quarterly performance reviews, with clear evidence that staff were keen to improve their performance in key contact areas. The PSD also assists by providing data from the monitoring of complaints.
- The roads policing department has developed a customer-focused quality and satisfaction check, which is used to inform officers of the requirement to improve the ways in which they communicate and deal with motorists. This is done in conjunction with the BCU champions, so that there is a series of improved contacts between initial contact and final resolution, including the criminal justice system and fixed penalty offices. Details are available on the force intranet.
- The force operates within the Chief Constable's total policing philosophy, which incorporates total care for victims and total professionalism and is now well understood and embedded. The force uses the main website to provide regular video features on ongoing issues. Publication of regular newsletters and updates to the public incorporate positive messages around both NHP and the CF agenda. The use of GET OUT cards to officers provides advice to officers to enhance CF in the eyes of the public. This amounts to simply getting out of the vehicle when responding to an ASB complaint and interacting with the community to be seen making a positive, visible contribution to enhancing confidence, engagement and reassurance.
- The force use of 'Your Voice Counts' survey booklets, which are handed to complainants and victims, helps members of the public to identify whether they have received a good service. The force uses the feedback to improve service delivery.

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- The force is using all aspects of training to encourage a culture of professionalism and customer focus by explaining to people what happens next, following an initial scene attendance.
- Systems to provide victims with updates and conclusions to investigations are now becoming well embedded. Following Operation Morewood, the systems to do this have become part of the monthly performance review mechanisms. Witness care units are providing the feedback through a variety of media and are developing a texting facility. The Your Neighbourhood 2008 campaign also includes issues of CF around the NHP structures and how the public can get involved.
- The force has issued four leadership standards of courage, integrity, respect and care. This is also supplemented by the values of being TRUE to self, colleagues and the community. These standards underpin the total policing approach and have been distributed widely as a poster campaign.

Quality of service complaints are dealt with effectively

Strengths

- The PSD provides regular updates on direction and control complaints as well as individual issues which affect public perception. Any significant deviation from the norm is brought to the attention of commanders and the NHP/CF programme board. In addition, the responses from quality testing and Your Voice Counts results are used to tweak or change existing force policies/practices. The results inform the quarterly reviews by the ACC (NHP/CF), which now include departments as well as BCUs. Force crime operations has developed a CF response for both internal and external relationships.
- The PSD champions on BCUs are alerted to all issues which may impact on service delivery and these will include attitude surveys, both internally and externally. The force captures 'near miss' complaints and also has a customer service recovery unit, which dip samples all incidents and will focus on the outcomes of calls, in particular to members of the black and minority ethnic (BME) communities.
- Information from complaints and direction and control incidents are used as a learning opportunity. These also inform policy development and this information complements the impact assessment made of all new policies and procedures. Issues which have both a local and corporate impact are used to inform and develop staff and are used within the NHP faculty for raising awareness of issues which impact on CF, confidence and reassurance.

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

Strengths

In mid-2006, the CF portfolio was created under the leadership of an ACC to drive quality of service standards throughout the force. The portfolio consists of four elements:

1. the CF department;

2. the calls and crime recording bureau;
 3. corporate criminal justice; and
 4. communication and marketing.
- The main goal of the CF portfolio is to increase levels of confidence and satisfaction in the service provided by Merseyside Police. To identify the issues that are likely to prevent this, the force strategic development department undertook a strategic assessment. The assessment indicated six areas in which the force was underperforming and that, if not addressed, would have a negative impact on the aims of the portfolio.
 - In order to address the issues, a CF programme board was developed under the chair of the ACC (NHP/CF). Superintendents were identified to act as leads for the six areas to be developed. Where possible, the superintendent select had an association through role with the issue. The superintendents were advised to address the issue on a corporate level, rather than in relation to their usual role. Each was required to develop an action plan that would be scrutinised at the programme board.
 - The action plans are monitored through the ACC-led NHP/CF programme board. Since its inception, standards are increasingly monitored by BCUs and included in the quarterly reviews.
 - The force, through the CF board, uses problem-solving techniques to identify where it is failing in key areas. For example, the force identified that it remained sixth in its MSF group in relation to further contact. Although figures in relation to those who are very or completely satisfied are improving, the figures for those who are fairly, very and completely satisfied are not.
 - A series of 'Drains Up' days was held to identify where blockages to the processes existed. This resulted in the crime process being accurately mapped out and points at which victims and witnesses require updating being identified.
 - This updating process is managed through Operation Morewood, which has resulted in over 4,000 people being contacted and updated with the progress of their crime. Feedback from the public was collated via Your Voice Counts and the results in terms of the relevant SPI were assessed via discrete monthly data provided by communications and marketing. Operation Morewood is now run on a quarterly basis for two days a week at the discretion of the ACC (NHP/CF) and the ACC (operations).
 - Each BCU now has a CF governance group, which is developing a robust approach to the scrutiny and management of systems, procedures and individual accountability. Each group is examined in the quarterly inspections by the ACC (NHP/CF).
 - A letter has been sent to each constable in the force to remind them of their responsibilities in relation to further contact as required by the quality of service commitment.
 - The force total policing philosophy is understood by all staff, in particular the care for victims and professionalism. Customer service desks dip sample incidents and identify where the force may be failing, in particular regarding adherence to

appointment times with complainants. The force is maintaining contact with witnesses and keeping them updated through a variety of ways and has commenced a 'text messaging' facility to maintain contact with witnesses, complainants etc.

- The force has examined the critical inputs into each crime process and, as a consequence, has conducted workshops throughout the force to explain the critical factors to those employed in the process. In addition, communications and marketing has conducted research with BME communities and established that the initial contact appears to frustrate the user – in particular, where English may not be the caller's first language. Work is now ongoing with call-handling and communications staff, as well as response officers, to resolve this problem.

Work in progress

- Voicemail compliance across the force, but particularly on neighbourhoods, requires improvement to obtain 90% compliance.
- Currently, new sections of work such as victim care units, road traffic collision units and CTO manage much of their work on the telephone. To ensure that telephone demand is dealt with in the most efficient manner, contact management principles need to be applied. Presently, there are various offices and departments that have a large number of 'connect to' calls.
- Expansion of the e-policing strategy is taking place; this will involve web-based, short message service SMS type contacts for specific services/information.
- As part of the expansion of national standards for the quality assurance of contact management, the calls and crime recording bureau has merged the quality assurance and crime audit teams. The future process will assess contact management standards.

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

Summary statement

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

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

Strengths

- The force customer service policy provides direction and guidance to ensure that all contact with customers results in improving confidence and satisfaction. It identifies areas for development and action being taken to improve standards. The policy also introduces systems to address any deficiency in the standard and to invite comment, concerns or compliments regarding the quality of the service delivered, with the

intention of improving service. It also incorporates a formalised system for recording and dealing with complaints regarding the direction and control of the force.

- It provides direction and guidance to ensure that all service users, victims and customers, regardless of background, are regularly kept informed of what is being done to resolve their enquiry, investigate their crime or incident and are provided with final closure and, as a result, improving confidence and satisfaction.
- Training staff in raising awareness of what influences the public's perception is incorporated into the developing NHP faculty and is also included in student officers, NHP and force training courses. Master classes are being held for senior supervisors and managers alongside the TRUE programme. Superintendents are required to develop an action plan for their part of the business; this is subject to audit and scrutiny by the review structures within the force.
- Force policy identifies key areas for improvement to be overseen and managed by supervisors and managers at all levels from PC to the Chief Constable and including police staff:
 - LISTEN – the force principles for customer satisfaction:
 - LISTEN to customers and take their concerns seriously;
 - INSPIRE CONFIDENCE and help people to feel secure;
 - SUPPORT WITH INFORMATION and always provide a reference number and contact details;
 - TAKE OWNERSHIP and deliver on promises;
 - EXPLAIN what we can and cannot do; and
 - NOTIFY PEOPLE of progress regularly and the final outcome.
 - Customer service training for all customer-facing staff and training in the Code of Practice for Victims of Crime.
 - Mandatory dip sampling by supervisors to ascertain the force principles are adhered to.
 - Your Voice Counts – the introduction of a customer comments/feedback scheme to record and monitor comments, concerns and compliments and complaints.
 - The appointment of a force customer care manager to analyse, manage and develop service improvements.
- There are well-defined standards for accessibility and contact which are monitored through the BCU monthly performance packages and reinforced through the ACC (NHP/CF) corporate reviews.
- General enquiry office standards are seen to be a matter for local resolution and consultation with communities. However, the force has developed a minimum standards template, which is used on a monthly basis as a self-assessment, which is in turn linked with local satisfaction data and tested during the performance visits by the ACC (NHP/CF), which also involve a pre-assessment by the Area Support and Coordination Unit.

- Call handling has been a focus for the force for improvement initiatives. The force has consistently met its call-handling standards over the last 16 months. Auditing takes place of up to 30 logs per week for compliance with the National Standard for Incident Recording (NSIR), the National Crime Recording Standard and key performance indicators for each of the BCUs. Any issues are quickly communicated to the BCU concerned and feedback requested from the area subject to non-compliance. Repeat calls have reduced from 5.6% in 2006/07 to 3.3% in 2007/08. There is a single point of contact number in each BCU which is communicated to the public, together with facilities for the deaf and text messaging. There are 36 single points of contact in the force.
- There is a 17-point call-handling standard and the force complies with the NSIR, which is monitored on a daily basis by supervisors in the communications rooms.
- The chief officer team demonstrates to staff the importance of policing delivery to a corporate standard. Members of the team integrate and consult with members of the public through a regular question and answer session on the force website. The Chief Constable's 'Talk Back Live' seminars attract officers and support staff to hear how the force is developing the NHP and CF agendas.
- Commanders recognise members of staff who exceed in service delivery and contribute towards enhancing and promoting the CF agenda. Recognition is not only focused around numbers of detections, arrests and process issues, and command team daily meetings are alerted to particularly noteworthy actions by individuals and teams.
- There is a comprehensive package of measures used to brand and communicate the messages to the force, partners and the public. The increasing use of IT measures, combined with local publication of newsletters, web pages and imagery provide consistent and comprehensive messages. This was tested through evening meetings and reality checks showing that, overall, there is a good knowledge of what is happening, by whom and when it is likely to take place. The website also provided a video diary of an environmental audit in St Helens which was informative and impactful to residents.
- The force total policing philosophy is understood by all staff (tested by the inspection team) and in particular the care for victims and professionalism. Customer service desks dip sample incidents and identify where the force may be failing, in particular regarding adherence to appointment times with complainants. The force is maintaining contact with witnesses and keeping them updated through a variety of ways and has begun a text messaging facility to maintain contact with witnesses, complainants etc.
- Chief officers and middle managers conduct quality of service ring-backs. There is surveying of residents through the Your Voice Counts initiative. Random sampling takes place at meetings, together with joint surveying of the public with partners. The development of performance packages such as that undertaken by the Wirral includes a monthly 'mini review' of all public-facing systems and processes, with activity and completed actions checks, which include front counters, call handling and public contact facilities for crimes/incidents at BCU level. These checks also service the ACC (NHP/CF) quarterly performance reviews, with clear evidence that staff were keen to improve their performance in key contact areas. The PSD also assists by providing data from the monitoring of complaints.

- The force celebrates success and recognises good work by individuals and teams. This embraces all members of staff, including volunteers. The force newspaper 'Mersey Beat' contains articles concerning the activities of individuals and groups and features positive messages around NHP, the use of volunteers, total policing awards and commendations; professional development plan entries are all evident. The shift to recognising 'good police work' within the CF agenda is developing, with local management teams identifying positive contributions to the CF agenda at daily management meetings. There have been successful nominations for national awards for NHP officers, with one officer recently being awarded an MBE and another the Queen's Police Medal for services to the community and NHP.

Work in progress

- Voicemail compliance across the force, but particularly on neighbourhoods, requires improvement to obtain 90% compliance.
- Expansion of the e-policing strategy is taking place and will involve web-based, SMS type contacts for specific services/information.
- As part of the expansion of national standards for the quality assurance of contact management, the calls and crime recording bureau has merged the quality assurance and crime audit teams. The future process will assess contact management standards.

Performance processes include local satisfaction measures, and locally established priorities

Strengths

- BCU performance management processes are becoming well embedded, together with the BCU CF governance groups which have developed. They have been informed by the force strategic assessment undertaken in July 2007, which highlighted key areas for action. These were formulated into action plans managed by the NHP/CF programme board and which have delivered results.
- The strategic assessment identified (non) capability and compliance with the following areas:
 - dealing with ASB;
 - follow-up/keeping people informed;
 - road traffic collision victim satisfaction;
 - BRM satisfaction gap;
 - actions taken;
 - contact management/accessibility of services; and
 - neighbourhood confidence.
- Corporate survey data informs force activity in relation to confidence and satisfaction, and this information is used on a tactical level by individual BCUs.

- The centre is now working on underlying trends of satisfaction data to be able to target areas for action far earlier, so that they can begin to develop systems and policies in a more proactive way, being able also to understand the likely impacts on public satisfaction and confidence when making such decisions.

The force can demonstrate:

a) the relevant SPIs remain stable as a minimum; and

b) where there is a gap in service delivery between white and BME service users (SPI3b), what action it is taking to understand and narrow the gap. There is evidence of BME satisfaction increasing over the last three years.

- SPI 2a – stable against MSF/performance over time.
- SPI 10b – stable against MSF/performance over time.
- SPI 3b – white users 83.7% satisfaction,
BME users 76.1% satisfaction.
Gap of 7.3%.

Gaps in service delivery between white and BME users have become a distinct workstream under the NHP/CF board. The force has analysed the data, the environment and context of some of the negative feedback and is delivering the following elements:

- Stop search will be an agenda item in all chief officer team force-wide and corporate reviews, using this mechanism to promulgate the latest information relating to the use of stop search and ensuring that this information is made available to minority communities in each BCU.
- BRM victims of all crime (excluding hate crime) will be dip sampled on a monthly basis – 20 in Liverpool North and 15 for each of the remaining BCUs. This will take place within seven days of the offence being reported, with the emphasis on immediately putting right any issues of concern/discontent.
- Diversity audits will be conducted on each BCU, checking knowledge levels and educating officers/police staff to reinforce the importance of treating each member of the public according to need, particularly in relation to explaining what will happen next.
- An internal marketing campaign will be created to raise awareness of the BRM satisfaction gap. Information on the BRM satisfaction gap can now be found on Merlin/communications and marketing/confidence/satisfaction results.
- BRM community postcards will be translated for targeted/emerging wards.

The force has researched the 'apparent' differences in perception in service delivery satisfaction levels between white and BME users. It has established that the initial contact with the force and the ability of the call logger to understand exactly what the caller requires form the basis of how the caller perceives the service. The force has identified the issue and training has been delivered to call handlers in how to engage with a caller whose first language may not be English.

The force percentage for overall satisfaction has shown a fall of 4.1% compared with the 2006 data. However, Merseyside remains marginally above the MSF average at 82.9%.

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The force has actively engaged with communities and carried out research to determine causation factors around the white v BME satisfaction percentage differences. Having isolated the principal causes as poor communication and understanding, together with inadequate explanations to victims of what happens next, the force embarked on a programme of improved contacts and feedback to victims. Operation Morewood, together with the introduction of Your Voice Counts and minimum standards for scene attendance, have begun to develop improved victim confidence in both white and BME residents. The improvement of 7.7% (to 75.1%) over the 2006 data identifies the effectiveness of the new approaches.

The force can/cannot demonstrate that the relevant SPIs remain stable as a minimum.

	SPI 1e Satisfaction with the overall service provided		SPI 3b Satisfaction of users from minority ethnic groups with the overall service provided	SPI 3b Gap – comparison of satisfaction for white users and users from minority ethnic groups with the overall service provided
	Difference from MSF	2005/06 to 2007/08 change	2005/06 to 2007/08 change	+/-pp
Merseyside	+0.1pp	-4.1 pp	+7.7 pp	+9.2pp

Summary statement

The SPI data shows that force performance is not significantly different to than the average for the MSF.

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

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

There is a satisfaction gap between white users and users from minority ethnic groups with the overall service provided. Users from minority ethnic groups are 9.2 percentage points less satisfied.

Where there is a gap in satisfaction with service delivery between white users and users from minority ethnic groups, the force has evidenced that it is taking action to understand and narrow the gap. The force has made an analysis of the delivery processes and identified that the initial contact between BME callers and call takers was causing some frustration due to language difficulties. The force has identified the problem, taken steps to provide training and awareness to call takers which is aimed to significantly improve satisfaction levels.

Context

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

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

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

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

Strengths

SPI 1e – satisfaction with the overall service provided.

82.9% of people surveyed in the year ending March 2008 were satisfied with the overall service provided, which is **not significantly different** to the average for the MSF.

Force performance **significantly declined** in the year ending March 2008; **82.9%** of users from minority ethnic groups were satisfied with the overall service provided, compared with **87.0%** in the year ending March 2006.

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

Force performance **significantly improved** in the year ending March 2008; **75.1%** of users from minority ethnic groups were satisfied with the overall service provided, compared with **67.4%** in the year ending March 2006.

There is a **satisfaction gap** between white users and users from minority ethnic groups with the overall service provided. Users from minority ethnic groups are **9.2** percentage points less satisfied.

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

An analysis of the delivery processes has identified that the initial contact between BME callers and call takers was causing some frustration due language difficulties. The force has identified the problem, taken steps to provide training and awareness to call takers which is aimed to significantly improve satisfaction levels.

The force is seeking to provide a standard service to every victim whilst also meeting individual victim needs. Awareness is being raised among frontline officers of the elements of service delivery, which matter most to BRM victims. The force now contacts all BRM victims of crimes to ensure issues of concern are addressed. The force is to pilot 'individual

satisfaction reports' which will monitor satisfaction levels with an officer's handling of an issue.

The force has achieved performance of 79.6% against a target of 73%. Improvements have occurred largely due to the work of the Hate Crime Investigation Units set up in March 2007.

Developing practice

See Appendix 2.

Appendix 1: Glossary of Terms and Abbreviations

A

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

B

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

C

CDRP	Crime and Disorder Reduction Partnership
CMU	Crime Management Unit

D

DCC	Deputy Chief Constable
DV	Domestic Violence

G

GO	Government Office
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H

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

HSE Health and Safety Executive

I

IAG Independent Advisory Group

ICT Information and Communications Technology

liP Investors in People

IS&T Information Systems and Technology

L

LCJB Local Criminal Justice Board

LSCB Local Safeguarding Children Board

M

MAPPA Multi-agency Public Protection Arrangements

MPR Monthly Performance Review

MSF Most Similar Force(s)

N

NCRS National Crime Recording Standard

NIM National Intelligence Model

NHP Neighbourhood Policing

NPIA National Policing Improvement Agency

NSPIS National Strategy for Police Information Systems

O

OBTJ Offender brought to Justice

P

PCSO Police Community Support Officer

PFI Private Finance Initiative

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

Appendix 2: Developing Practice

Community Consultation, Engagement and the Strategic Intelligence Assessments

The 'hallmarks of effective partnerships' and the Police and Justice Act 2006 clearly outline the new responsibilities of the CDRPs, one of which is the analysis of information about which the priorities of the partnership are established.

There is reference in the guidance on the use of the NIM as an intelligence-led business process that provides a useful framework to ensure a consistent and methodological approach to the process, about which data is analysed and priorities are established in a reliable and repeatable fashion.

While this model can be readily applied to quantitative data management, little is said in the guidance about the replication of this approach to qualitative data, perceptions and outcomes other than information gathered through day-to-day engagement and information gathered through partners' community engagement activity, public meetings and national surveys.

It is clear nationally that there is a drive to move to an outcome-focused assessment of the work of partnerships that puts the views of local communities at the heart of our decision making.

Naturally, this new direction is featured in the guidance associated with the production of the strategic intelligence assessments (SIAs), and as such, there is a statutory requirement to seek the views of the community on the levels and patterns of crime, disorder and substance misuse as well as seeking views on matters that need to be prioritised by the partnership.

The issue is, despite the guidance, how partnerships introduce a way of systematically assessing and consulting with local residents that is auditable, statistically reliable, independent of the partners and gives the community a real voice in prioritising the work and direction of the partnership. The one suggested in the guidance – using different partners engagement processes in a quasi-Mosaic model – brings with it problems of statistical reliability, based on question format and methodology, all of which would mean in essence that comparative longitudinal engagement can become less robust.

To standardise the approach in Sefton, the partnership has engaged the services of an independent market research company, Mott MacDonald, which administers, on behalf of the partnership, a safer and a stronger public perception survey.

The partnership has two surveys, both face-to-face surveys that incorporate those qualitative assessments of policing and community safety and place survey questions.

Approximately 820 residents are surveyed in Sefton each month in a manner that allows not only a statistically reliable perceptions and priority picture to be established within the borough, but also one at a lower geography that aligns with the area committee and neighbourhood management structures. At the conclusion of the interview, residents are handed details of how their contribution to this process allows services to be more responsive and how collectively and individually they can influence local decisions, a safer and stronger national indicator.

The survey results are representative of the views of the general community and allow the partnership to track perceptions over time with statistical reliability, thus enabling the partnership to better understand and be able to assess perceptions and how they change as a result of interventions, as opposed to random changes.

In adopting this model, it became apparent that different communities were at different stages in their perceptions of risk and perceptions of resilience. As such, the model of engagement associated with the general population allows the partners to better understand local concerns and local priorities and be able to respond to those operationally in a manner that is much more aligned to the business processes of the NIM.

In addition, the partnership also works with the community empowerment network to ensure that as far as possible the views of all sections of the community feature in the work of the partnership.

As a result, the SIA process has brought together two robust system-based methods that underpin our commitment to deliver services that reflect local concerns as expressed in the local area agreement and the sustainable communities strategy.

One relates to the analysis of quantitative data by our multi-disciplinary analysis and intelligence team, which also combines this with data from the safer and stronger survey, that ensures that local concerns are at the centre of our approach to the SIAs and action plans.

As such, we have produced an SIA for each of the seven area committee geographies, broadly comparable with the police neighbourhood and area neighbourhood management areas, that allow a degree of strategic as well as operational consistency from all partners within the partnership.

The safer and stronger communities partnership provided a good example of the connectivity and breadth of the JSAs in being. The methodology employed in Sefton was well managed and was shown to deliver solid outcomes.

Datasets used in the preparation of SIAs

The analysis to prepare the SIA is derived from the following categories within each of the datasets as described below. The datasets include those that describe and record the prevalence of reported incidents

- ASB;
- British Crime Survey (BCS);
- environmental;
- fire; and
- crime: substance misuse.

Public Perception Survey (Sefton's tracking survey)

An independent social marketing research company, Mott McDonald, has been commissioned by the safer and stronger communities partnership to undertake a public perception tracking survey for Sefton that also produces statistically relevant findings for

each local area committee area. Each month, 60 residents from each area committee area are selected at random and asked a series of questions in a street face-to-face interview that is specifically looking to define community safety issues.

Analysis of the data, which is again carried out by Mott McDonald, establishes those community safety issues that, based on residents' perceptions, are a priority for residents in each area committee area.

The questionnaire has been designed to cover the safer and stronger communities partnership's local area agreement mandatory outcomes and as such includes indicators to establish respondents' perceptions under the following headings:

- Reassure the public, reducing the fear of crime – fear of being a victim of crime.
- Reassure the public, reducing the fear of crime – general community safety issues.
- Reduce the harm caused by illegal drugs.
- Build respect in communities and reduce ASB (national local area agreement indicator set).
- ASB (local indicator set).
- Empower local people to have a greater choice and influence over local decision making and a greater role in public service delivery.
- Improve the quality of the local environment.

Rules applied to the data to identify priorities

Identifying wards as 'priority' wards within an area committee area

1. Where a ward within an area committee area is sufficiently different to its peers in terms of overall counts of incidents for all datasets, this ward would be identified as a 'priority' ward, and/or
2. Where wards within an area committee area have a reasonably similar profile in terms of overall counts of incidents for all datasets, but are also over the Sefton average, both or more wards would be identified as a priority wards.
3. Wards that are below the Sefton average for overall counts of incidents for all datasets would not be selected as a priority ward within an area committee area.

Identifying area committee area priorities

1. Using the ward profile data for each individual ward, the top three categories of a dataset based on 'count' are identified.
2. Using the ward profile data for each individual ward, the top three categories of a dataset based on a comparison with the Sefton average are identified.
3. Categories that are common in analysis processes 1 and 2 are identified.

4. Assess the categories identified in process 3 across wards to identify levels of commonality across the area committee area.
5. Where sufficient commonality exists across wards, this category would be regarded as an area committee area priority.
6. Where there is insufficient commonality across wards, the category with the highest count of incidents within the area committee area would become the designated area committee area priority.
7. This process is repeated for all datasets (recorded crime, ASB, environmental incidents, substance misuse and fire incidents).

For the substance misuse dataset, there are only three categories of substance misuse crime – possession, supply and other offence. Due to the limited number of categories and possession accounting for the majority of substance misuse incidents, substance misuse will only be identified as a priority should the area committee area have a level above the Sefton average.

TITLE: Operation Beach Safe

PROBLEM:

To combat the seasonal peaks in crime and ASB associated with the warmer weather and the visitors it attracts to our villages and towns, beauty spots and beaches.

SOLUTION:

Merseyside police staff

- Resources will be dedicated to the Beach Safe operation and will be used to focus on expected crime and disorder hotspots. Theft from persons in Southport town centre, or thefts from vehicles in Southport north and east, that can be attributed to seasonal factors may be targeted by staff engaged on the operation.
- Patrol area in relation to disorder hotspots.
- Conduct relevant checks on possible offenders.
- Arrest offenders/issue penalty notices for disorder, fixed penalty notices and stop forms, where appropriate.
- Patrol railway stations and nearby shops to reduce ASB and crime-related offences.
- Control and direct traffic.
- Use a hand-held video recorder as appropriate.
- Work in partnership with British Transport Police and Merseyside fire service.
- Supply an additional deployable resource to risks identified by the command team during morning TCG meetings.

British Transport Police

- British Transport Police support this operation, using by-laws to disrupt people travelling by rail to the borough. Dry trains were re-enforced on the northern line, prohibiting people from travelling or having alcohol in their possession while on trains or at railway stations.
- Additional police officers and PCSOs, as well as revenue collection inspectors, concentrated their efforts on this operation.
- The rail network was targeted by both British Transport Police and Merseyside staff.
- Retail outlets at or near rail stations were also included in the patrol plan.
- Roads leading to target locations were patrolled.
- Headcams were used.

National Trust

- The National Trust has been involved in the planning of this operation.
- It agreed that its land was in effect alcohol free.
- The wardens will challenge people entering the National Trust property, if found in possession of alcohol.
- The wardens, supported by uniformed police staff, will ensure such requests are complied with.

Sefton Rangers

- Police officers and PCSOs provided support to the rangers.

Community Volunteers

Volunteers were available on selected days; they:

- handed out crime prevention leaflets to motorists as they are arrived at the car parks; and
- handed out wristbands to the parents of young children, who wrote their mobile telephone numbers on the bands to assist with lost children.

Merseyside Fire Service

- The fire service has ASB taskforce officers. These officers were used on selected days and can provide a high visibility presence on pedal cycles in and around the pinewoods and surrounding area.

Underage Drinking

- Officers were equipped with testing kits.
- Alcohol was seized from minors.

OUTCOMES:

Results:

- 561 alcohol seizures.
- 469 stop checks.
- 371 fixed penalties (travel).
- 90 stop searches.
- 84 fixed penalties.
- 70 endorsable fixed penalties.
- 61 Hort 1s. (A form given to drivers to produce documents at a police station)
- 40 arrests.
- 37 Altaris assisted.
- 12 F14.
- 11 vehicle seizures.
- 10 licensed premises visits.
- 6 drug seizures.
- A 33% overall reduction in crime and disorder in Victoria Road, Formby.
- A 32% overall reduction in crime and disorder in Shore Road, Ainsdale.
- A 31% reduction of all crime within the B5 neighbourhood.
- A 24% reduction of all ASB incidents in the B5 neighbourhood.

In its current format, Operation Beach Safe 2007 has been an overall success in reducing seasonal crime, disorder and ASB experienced in the B5 neighbourhood. Poor weather during the summer assisted with the success of the operation, although it should be noted that visitor numbers to the coastline were only 12% down in comparison to 2006. Operation Beach Safe should be implemented again, at a suitable time, during 2008.

INSPECTION AREA: Wirral BCU

TITLE: Operation Uxbridge

PROBLEM:

- ASB – the use of Acceptable Behaviour Contracts (ABCs) and Anti-Social Behaviour Orders (ASBOs).
- Drug dealing – the use of crack house closure applications.
- General ASB and hotspot areas – the use of section 30 dispersal orders.

SOLUTION:

In consultation with the local authority, partners (ASB teams, housing providers, voluntary sector etc.) and communities, a plan was determined to address the above. The plan for ASB included the following:

- monthly meetings for the sharing of information were diarised;
- ASB case conferences were held, offenders identified and a plan identifying individual responsibilities was developed;
- residents provided information regarding people having a negative impact on the area;
- residents' surveys were carried out to gauge community feeling and witnesses; and
- those people identified were referred to special agencies for support, interviewed and signed up to an ABC. All individuals were allocated a plan manager.

The plan for drug dealing included things like:

- dedicated officers and PCSOs to engage with the local community to gather impact statements in relation to target addresses;
- the police to carry out overt/covert surveillance, execute search warrants, licensed premises raids, street briefings, target-hardening crime prevention assessments and media responses; and
- applications for crack house closures to be produced.

The plan for general ASB included things like:

- identifying hotspots;
- high-visibility patrol and covert patrols; and
- applications for section 30 orders to be produced.

OUTCOMES:

- Meetings were structured and focused.

- There was a greater understanding of each other's responsibilities.
- Partnership and community working improved.
- Information sharing engendered a genuine team approach.
- The quality of life for residents improved.
- There was an increase of successful ABCs and ASBOs, crack house closures, drug warrants executed, section 30 orders etc.
- ASB, fear of crime etc dropped.

INSPECTION AREA: Citizen Focus
TITLE: Your Voice Counts Customer Feedback Process
PROBLEM: <p>As part of evaluating the force response to the National Quality of Service Commitment, a gap was identified in obtaining customer feedback through a customer comments and suggestion scheme.</p>
SOLUTION: <p>A customer feedback process called Your Voice Counts was developed. It encourages customers to provide their thoughts, comments and experiences of the service delivered by Merseyside Police staff. This feedback is then captured and a response provided. The response varies from a telephone call offering further information through to the development of new policies and procedures. The objective is to improve the quality of service provided. Feedback can be submitted via the Your Voice Counts forms, the Your Voice Counts link on the internet or by telephone. This process is used in relation to quality of service concerns and complaints regarding direction and control. Complaints made under the misconduct regulations are dealt with as per Independent Police Complaints Commission procedures.</p>
EVALUATION: <p>The feedback to date has identified a number of issues and processes that required improvement. A number of feedback items relate to general enquiry office opening times and the availability of officers at enquiry desks. As well as reviewing the staffing of enquiry desks, BCUs have introduced information regarding waiting times. Another area for improvement was the procedure for returning seized property or exhibits. This issue was addressed force-wide as part of the drive for keeping people informed.</p> <p>In relation to those people who have provided feedback, the main users were white British males aged 45 to 54. It has been identified that little use has been made by the BME community and young people. A drive on raising awareness and access to the two groups is now under way.</p>
EXTERNAL VALIDATION: <p>The Your Voice Counts process formed part of the Merseyside Police entry that won an award at the National Customer Service Awards 2007. It highlighted how the organisation now recognises service users as customers.</p> <p>A number of other police forces have contacted Merseyside Police, as they wish to begin using the process. These include Norfolk Constabulary, Cheshire, Lancashire, Greater Manchester Police and Leicestershire.</p>
OUTCOME(S): <p>This process has enabled the force to identify areas of good practice and areas for development that are highlighted for appropriate action.</p> <p>Plans for the future progression of Your Voice Counts is to publish what type of feedback</p>

has been received over the last quarter, what the force is doing to address various issues, and to highlight good work and good news stories on the website.

All area CF and community relations representatives are identifying locations and premises in the BRM communities where Your Voice Counts forms and literature can be displayed. The process has also been highlighted on the school help advice reporting page (SHARP) on Merseyside Schools intranet to raise awareness among young people.

September 2008

INSPECTION AREA: Citizen Focus – Merseyside Police

TITLE: Membership of the Institute of Customer Service and the Professional Awards programme

PROBLEM:

Recognition of the need to improve the overall ‘customer journey’ provided by Merseyside Police.

The introduction of total policing into Merseyside Police provided an opportunity for that improvement in relation to specific areas such as total care for victims. As part of this process, there was awareness of a need and desire for cultural change and an acceptance of the term ‘customers’ to appreciate the benefits which excellent customer service provides.

SOLUTION:

The Institute of Customer Service (ICS) is the independent professional body for customer service, whose primary purpose is to lead performance and professionalism in this area. In support of the force’s aim in relation to CF, membership of the ICS has provided the opportunity for the force to:

- publicly signal its commitment to improving customer service delivery;
- develop and continually improve on customer service provision at an individual level through an internationally recognised qualification;
- draw on both the experiences and best practice of other public and private sector organisations to support further development;
- raise the profile of customer service internally;
- support investment in staff through commitment to continuous learning and development;
- reward staff through the provision of an internationally recognised customer service qualification; and
- access research and White Papers, specifically in relation to customer service, and use them to inform strategy.

Merseyside is the first police force to roll out the ICS programme force-wide, starting in the calls and crime recording bureau. The ICS award process is complementary to the current PDR process and the customer services training delivered by Management Development & Training.

EVALUATION:

Lessons learnt

Members from the ICS initially assisted in facilitating workshops for selected staff to become coaches. It was quickly identified that it would be more beneficial for Merseyside staff to run these workshops, and a training package has been developed and delivered by members of the CF team.

Some 32 coaches have successfully completed the workshop and are able to offer help and guidance in the completion of the awards.

Also identified was a requirement to have internally accredited assessors to enable assessments to take place more quickly and to save on costs by sharing skills between other ICS members. One member of staff has qualified as an accredited assessor for the ICS, and is now able to conduct assessments internally and externally.

The force identified the necessity for a co-ordinator in each department to monitor progress and ensure that the programme remains on schedule.

EXTERNAL VALIDATION:

CF entered an external award process for 'Customer Service Team of the Year – Public Services and Education' in May 2007. The processes developed internally as part of the membership of the ICS and the ongoing development of both individuals and systems had a significant impact on the decision to award CF the accolade of 'Customer Service Team of the Year 2007'.

Quote from a senior judge:

"...the judges were impressed by their commitment to recognise that the people they come in contact with are 'customers' and deserve fair treatment and respect, whatever the circumstances of that contact." Don Hales, founder and chairman of judges, National Customer Service Awards.

In addition to this, external assessors have commented on the high standard of evidence within the passport for customer service delivery provided by Merseyside Police.

OUTCOME(S):

- There has been an improvement in 16 out of the 17 criteria used in the quality assurance process for calls and crime recording bureau and an overall improvement of 11%.
- Of the 90 staff, 19 have successfully achieved the communications award, and 16 are awaiting assessment.
- Customer service desk staff from each BCU will commence the award from February 2008, with further interest from other departments for their staff to take part.
- Staff who have completed the communications award have expressed an interest in completing the next two levels in the award programme, and also in becoming coaches and assessors in the ICS.

The force has developed excellent working relationships with various members of the ICS, enabling more assessments to take place and sharing best practice in customer service and workshops.

Appendix 3: Assessment of Outcomes Using Statutory Performance Indicator Data

Context

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

The survey results come from two different sources:

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

Understanding survey results

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

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

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

HMIC grading using survey results

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

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

Understanding significant difference

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

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

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

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

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